

# Comprehensive Plan

## TOWN OF BELL

### Bayfield County, Wisconsin



## **Policy Document 2010 to 2029**

*Approved by the Town of Bell Board of Supervisors  
December 8, 2009*



## 1.0 Introduction

This introductory chapter provides background information that provides a foundation for the Town of Bell's Comprehensive Plan. This chapter contains historical information, explains why a comprehensive plan is being prepared, describes how the plan is organized and summarizes the land use survey that provides much of the basis for plan decisions.

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Before European settlement the Town was occupied by several Native American tribes over time, the most recent being the Ojibwa and Eastern Sioux. The first Europeans to arrive in the area were missionaries that arrived in the 1600's. But more intensive settlement didn't occur until the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. The Town of Bell was created in 1903 by an ordinance of the Bayfield County Board of Supervisors.

The area was logged in the early 1900's. The Nye Mill operated until 1908, and the Thompson-Flieth Mill located on the Siskiwit River, were in operation from 1906 through 1914. The cutover lands were promptly sold for agricultural uses, primarily fruit orchards and dairy farms.

In 1915 or 1916 a group of farmers and businessmen organized the Cornucopia Creamery. The Cornucopia Creamery stayed open until 1924. It was later reopened in 1928 and was operated as a dairy and cheese factory. The business stayed in operation until the late 1960's.

Commercial fishing has been a main source of local income for many years. At times almost everyone in the Town was involved with the short herring season. During its peak there were 18-22 commercial fishing boats going out of the harbor. Presently there is only one commercial fishing operation in the Town. In 1926 the Duluth Tribune reported that 923,089 pounds of fish was shipped from Cornucopia. A total of 1,652,032 pounds of fish valued at \$75,177 was handled during the 1936 navigation season. From 1926 to 1936 approximately 11,650,000 pounds of fish, valued at \$554,350 were shipped from the harbor.

Several other businesses have come and gone over the span of the Town's history. The mainstay has been Ehlers Store which began operation in 1915 and is still functioning as a general store selling groceries, hardware and other amenities. The store originated mainly as a commercial handler of fish harvested by local fishermen in Lake Superior.

Today businesses are heavily oriented to the tourist industry. Tourists are served by Ehlers Store, several landowners that rent cabins, two bar/restaurants, one commercial campground, a public and private marina. There are no hotels remaining in the Town. Farming, a once thriving industry, has dwindled with only two operating farms remaining in the Town.

The permanent population has been declining since the 1950's. Currently the population consists of people either retiring to Cornucopia or building "second homes" with a large



portion of the community becoming seasonal. There is a segment of the population that is either employed in the Town or who commute to work within 75 miles.



Figure 1.1. Ehlers Store in 1940 and 2009. Photo credit: Jayne Norton, Ehlers Store

## 1.1 Wisconsin's Comprehensive Planning Legislation

Wisconsin made major advancements in land use legislation when the comprehensive planning (smart growth) law (66.1001 WI Stats.) was signed by Governor Thompson in October 1999. In it, “comprehensive plans” were defined, providing local governments, municipalities, regional planning commissions and consultants with the tools they need to develop truly comprehensive plans for communities. Under the new law, comprehensive plans must contain, at a minimum, all of the following plan elements (Ohm, 2001):

- § **Issues and Opportunities Element:** outlines the background information about the local unit of government as well as its overall goals, objectives, policies and programs;
- § **Housing Element:** a compilation of the local government unit's housing information and an outline of their ability to provide adequate housing supply to meet existing and forecasted housing demands;
- § **Transportation Element:** a compilation of goals, objectives, policies, maps and programs to guide the future development of the various modes of transportation;
- § **Utilities and Community Facilities Element:** a compilation of goals, objectives, policies and programs to guide the future development of utilities and community facilities in the local governmental unit;
- § **Agriculture, Natural and Cultural Resources Element:** a compilation of goals, objectives, policies, maps and programs for the conservation and promotion of effective resource management;
- § **Economic Development Element:** a compilation of goals, objectives, policies and programs to promote stabilization, retention or expansion of the economic base and quality of employment opportunities in the local unit of government;
- § **Intergovernmental Cooperation Element:** a compilation of goals, objectives, policies, maps and programs for joint planning and decision making with other jurisdictions;



- § Land Use Element:** a compilation of goals, objectives, policies, maps and programs to guide the future development and redevelopment of public and private property; and
- § Implementation Element:** a compilation of programs and specific actions to be completed in stated sequence to implement the objectives, policies, plans and programs contained in all of the previous elements.

## 1.2 Town Of Bell Planning History

As a result of WI Stat. 66.1001, the Town of Bell began the process of planning for the future.

- 2005 Town Board approves beginning the planning process and creates a Comprehensive Land Use Plan Committee (Planning Committee) to develop a Comprehensive Land Use Plan.
- 2005 The Planning Committee is appointed by the Town Board.
- 2005 The Planning Committee developed the public participation plan.
- 2006 The Planning Committee developed a survey and distributed it to all permanent and seasonal residents in the Town of Bell.
- 2007 The Planning Committee analyzed the results of the survey and began developing the comprehensive plan.
- 2008 A public information meeting was held and the Planning Committee continued to develop the comprehensive plan.
- 2009 The Plan Commission is appointed by the Town Board.
- 2009 A public hearing was scheduled for September 24, 2009.
- 2009 The final Town of Bell Comprehensive Land Use Plan was adopted on December 8, 2009. The Plan and the ordinance are distributed to the recipients listed in s.66.1001 (4) (b), Stats. The Comprehensive Plan was also made available on the internet at <http://cornucopiawisconsin.net/>

## 1.3 Land Use Survey Summary

With the assistance from Bayfield County's UW Extension Office (UWEX), the Town of Bell Planning Committee developed a land use survey and mailed it to all property owners in the Town. A total of 610 surveys were sent to the public in December 2006 which resulted in a 58% (355 returned surveys) return. The following information is a summary of the survey responses. A full copy of the survey and responses is included in Appendix B of this Plan.

The survey was divided into the following seven sections. Summaries of each can be found in sections 1.3.1 through 1.3.7. Survey sections were based on the elements to be addressed in this plan.

- |                                  |  |
|----------------------------------|--|
| <b>§ Demographic Information</b> | <b>§ Agriculture, Natural and Cultural Resources</b> |
| <b>§ Housing</b>                 | <b>§ Utilities and Community Facilities</b>          |
| <b>§ Economics</b>               | <b>§ Land Use</b>                                    |
| <b>§ Transportation</b>          |  |



Residents asked that community leaders seek solutions that would not increase property taxes but would protect the natural environment and maintain the rural character of the community. New small businesses and home based businesses are welcome in the community especially those that fit in with the rural character of Cornucopia and the Town of Bell. People also felt that it was important to keep people in the community by promoting more affordable housing, especially for younger working families and the elderly.

### **Survey Highlights**

- § 46% favored more elderly/assisted living facilities
- § 45% were satisfied with the amount of single family homes in the Town
- § 44% felt that we did not need any more condominiums/townhouses
- § 48% were satisfied with the amount of second/vacation homes in the Town
- § 60% felt that the amount of present retail and service establishments are sufficient
- § 55% felt that working from the home is a viable method of building the economic structure of the community
- § 45% felt that the overall condition of the roads in the Town was good or very good, whereas 34% felt they were average, but 71% agreed or strongly agreed that there was a need to improve roads
- § 57% thought that it is important to protect natural resources in the Town
- § 71% said that the Town should promote restoration and preservation of the Lake Superior shoreline
- § 31% said that cell phone services in the town was poor, but rated other services as good or excellent
- § 64% encouraged more recreational development
- § 81% encouraged preservation of forest/green space
- § 61% favored preservation of farmland
- § 75% favored establishing guidelines for signs, 63% favored establishing guidelines for lighting and 72% favored establishing guidelines for noise
- § 89% agreed or strongly agreed that it was important to maintain the Town's rural character

### **1.3.1 Demographics**

Of those that responded to the survey over 42% were seasonal residents with 26% being full time residents. The remaining 32% were non-resident landowners, i.e. they owned property but did not reside on it. Approximately 61% of the homeowners surveyed indicated that their homes were over 20 years of age.

Slightly over 57% of the year-round residents that responded were retired. Only 15% said they were full time workers and 24% said they were part time workers. Twenty-eight percent of the employed residents were self employed, 36% said they were public employees, 16% worked for corporations and the remaining 20% operated or worked for small businesses.



Most households are made up of 2 residents (63%). Over 14% of the households have one resident and slightly over 9% consist of 4 residents.

Fifty percent of the year-round residents are in 45-64 year old age group with 37% occurring in the 65+ age group. Only 13% occur in the 18-44 year old age group.

### **1.3.2 Housing**

There are many influences on the need for appropriate housing in the Town of Bell. A tourist economy does not provide household income levels that support the increasing property values apparent in recent assessments. The Comprehensive Plan Survey indicated that several housing issues were important to the tax payers of the Town of Bell. Almost half of the respondents (46%) thought that elderly and assisted living housing for our community was an important need. Large percentages of the community were also against an increase in the number of mobile homes (50%) and condominiums or townhouses (44%). Maintaining the rural flavor of the community was also a priority. Over 48% of the respondents felt that we had enough second/vacation homes and 45% felt that we had a satisfactory number of single family homes with 24% feeling that we needed more single family homes.

As previously mentioned only 26% of the homeowners who responded to the Land Use Survey were year-round residents. Thirty-seven percent of the seasonal residents said that they plan to become year-round residents within the next 10 years. It is assumed that the majority of these people would be retired and not become part of the areas work force.

### **1.3.3 Transportation**

Forty-five percent of the respondents said that roads in the Town of Bell were above average. but another 34% said that they were average. Respondents were somewhat divided about the amount of blacktopped roads. Almost 48% felt that the amount of paved asphalt roads in the Town was just right, but 34% said that we needed additional asphalt paved roads

Half of the people who responded about the need for more recreational trails were in favor of having more recreational trails especially for hiking and biking. Fifty percent favored additional trails. Sixty-four percent of those responders wanted more hiking trails, 55% wanted more bicycle trails and 39% desired more motorized trails. It should be noted that several people checked 2 or 3 different types of trails which accounts for the total responses being over 100%. Thirty-seven percent of the respondents said they would like to see the Town open town roads to snowmobile and/or ATV travel, but 51% were opposed to opening town roads for snowmobile and/or ATV use. In addition some people also made written comments stating they saw a need for cross-country, snowshoe, dogsled and horse trails.

When asked about expanding the Cornucopia Airport over 39% were opposed and over 26% were in favor. It should be mentioned that over 33% had no opinion.



### **1.3.4 Utilities And Community Facilities**

When asked to rate fire protection, ambulance service, and snowplowing the majority of respondents said those services were either excellent or good. But over 54% of the respondents said that cell phone service in the Town was either poor or below average.

Over 50% of the people felt that the solid waste and recycling facility is adequate, but it needs to be mentioned that several people responded that they would like to see expanded hours at the solid waste and recycling center.

Thirty percent of the respondents felt that water quality and quantity was adequate to serve increased needs in the Town of Bell, but 28% said that there was a need to have a public water system. Thirty-seven percent felt that the Town should establish guidelines to regulate overflow in wells, but 45% had no opinion.

Twenty-seven percent of the respondents felt that the Town of Bell Sanitary District was adequate and did not see a need to upgrade or expand it. But 52% of the people had no opinion.

### **1.3.5 Agriculture, Natural And Cultural Resources**

Almost 57% of the respondents felt that important natural resources such as natural characteristics such as woodlands, wildlife habitat, streams, wetlands and inland are being adequately protected. There were numerous written comments regarding this question but very few trends were detected except that several people said that they would like to see logging activity reduced or stopped. Several people also stated that they feared that overdevelopment would be detrimental to the natural setting in the Town of Bell.

Over 70% of the people said that the Town of Bell should promote the restoration and preservation of the Lake Superior shoreline, including Lost Creek Bog and the Siskiwit River system from further erosion and decline. There were numerous written comments regarding this question but very few trends were detected except that several people said that they felt that it was important to maintain high water quality mainly through erosion control, and protecting lake shorelines and streams from disturbance particularly logging to the waters edge.

When asked in which ways the natural beauty of the Town's roadways and scenic views should be protected almost 60% said setback requirements were important, 58% supported maintaining forest buffers, 75% said litter control was important, 61% wanted to see the sign ordinance enforced, and 43% said that vegetative screening was important. It should be noted that several people checked several different ways of preserving scenic values in the Town which accounts for the total responses being over 100%. Several stated that noise and light pollution was a problem or potential problem in the Town.



### 1.3.6 Economic Development

The majority of respondents (60%) felt that the present level of retail and service establishments were sufficient in number to satisfy the needs of the Town of Bell.

Almost 59% of the people said that they felt that working from home – cottage industry was a viable method of building the economic structure of the community. Several people commented that we need better cell phone service and high speed internet for at home businesses to be successful.

Several people had comments regarding taxes. The general consensus appears to be that taxes are too high but by providing an atmosphere that would promote more business, especially small businesses, would help relieve the burden on tax payers in the Town of Bell.

Some people also commented that we need a business park by the airport.

### 1.3.7 Land Use

When asked “how do you think that the Town of Bell should act on the following” people responded as follows:

	<u>Do Nothing</u>	<u>Encourage</u>	<u>Discourage</u>	<u>No Opinion</u>
Residential development	26%	36%	14%	13%
Commercial development	15%	44%	21%	7%
Industrial development	16%	21%	38%	3%
Recreational development	11%	64%	10%	5%
Preserve forest/green space	8%	81%	1%	3%
Preserve/develop farmland	15%	61%	4%	11%

There were numerous written comments regarding this question but no trends were detected.

When asked the question “do you believe it is important for the Town of Bell to establish guidelines for” the following they responded as follows:

<u>Commercial Areas</u>	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Signs	75%	11%	9%
Exterior lighting	75%	18%	14%
Noise	72%	12%	9%
Building heights	57%	22%	13%
Building mass per square foot of land	61%	21%	12%



Plan review for suitability to location and use	70%	11%	10%
Controlling junk	84%	4%	5%
Regulating building	68%	16%	10%
Communication towers	72%	12%	11%

<u>Residential Areas</u>	Yes	No	No Opinion
Signs	69%	15%	8%
Exterior lighting	53%	28%	11%
Mobile or manufactured housing	66%	19%	6%
Controlling junk	53%	7%	6%
Regulating building	62%	23%	10%
Home based businesses	42%	38%	13%
Communication towers	69%	15%	10%

When asked “do you agree that the following are important issues facing the Town of Bell,” people responded as follows:

	<u>Strongly Agree</u>	<u>Agree</u>	<u>Disagree</u>	<u>Strongly Disagree</u>	<u>No Opinion</u>
Maintain public services	40%	48%	2%	<1%	5%
Improve Town roads	27%	44%	13%	<1%	10%
Promote business growth	19%	36%	22%	3%	12%
Increase the tax base	12%	33%	26%	6%	14%
Preserve farmland	22%	45%	10%	1%	14%
Manage residential growth	25%	42%	14%	1%	6%
Preserve scenic views	55%	34%	2%	<1%	3%
Expand recreational opportunities	28%	45%	12%	2%	6%
Preserve sensitive environmental areas	52%	35%	5%	<1%	2%
Maintain the Town's rural character	57%	32%	4%	<1%	3%
Provide adequate housing	13%	39%	17%	4%	18%
Minimize forest fragmentation	46%	36%	7%	3%	7%

There were numerous written comments regarding this question but no trends were detected.



## 2.0 Issues And Opportunities Element

### 2.1 Introduction

The Issues and Opportunities Element provides background information about the Town of Bell and its overall policies, programs, goals and objectives. The information provided in this section is critical to the development of the goals and objectives concerning the future direction of the Town.

### 2.2 Population

Population trends are an important contributing factor to the pattern of settlement and development of a municipal unit. Significant increases or decreases in the number of year round inhabitants and seasonal residents, along with the characteristics of income, education and age, impact economic development, land use, transportation and use of public and private services. Studying historical populations, present conditions and population projections helps the Town of Bell to prepare for and understand the future.

#### 2.2.1 Year-round Residents

According to the 2000 Census the Town of Bell's population was reduced by 2.9% between 1990 and 2000. The Town has shown a steady reduction in its population since 1950, with a net decrease in population of 24% between 1950 and 2000 (see Table 2.1 and Figure 2.1 for details). Using these figures the Bayfield County Land Use Plan projects that the Town's population will be reduced another 3.3% by 2020. This trend appears to be occurring in the most of the South Shore communities, but towns near larger cities and towns, such as Washburn and Bayfield, are projected to experience an increase in population (see Table 3.2).

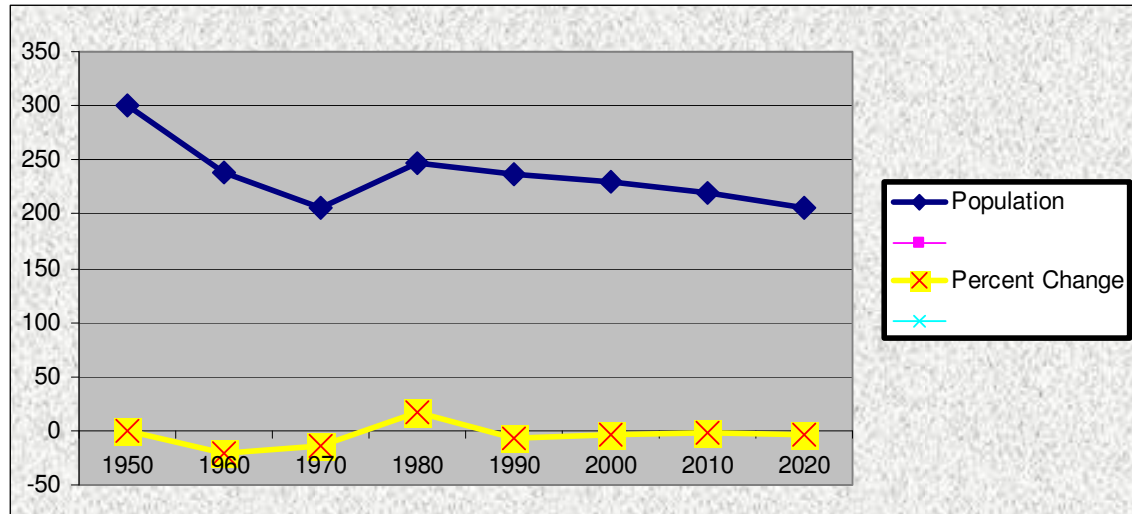
**Figure 2.1.** Population Change In The town Of Bell Since 1950.

<b>Year</b>	<b>Population</b>	<b>Percent Change</b>
1950	301	--
1960	238	-20.9%
1970	205	-13.8%
1980	247	+17.7%
1990	237	-6.9%
2000	230	-2.9%
2005 Projected	224	-2.6%
2010 Projected	219	-2.2%
2015 Projected	213	-6.0%
2020 Projected	206	-3.3%

Source: U.S. Bureau of the Census, Census 2000 and Bayfield County Land Use Plan

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**Figure 2.1.** Town Of Bell Population, 1950 – Projected 2020.

Source: Bayfield County Land Use Plan

**Table 2.2.** Population Projections, 2000-2020.

	2000	2005	2010	2015	2020	Projected Absolute Change: 2000-2020	Projected Percent Change: 2000-2010
Bell	230	224	219	213	206	-24	-10.4%
Clover	211	198	184	172	159	-52	-24.6%
Port Wing	420	409	399	387	375	-45	-10.7%
Orienta	101	96	90	85	80	-21	-20.8%
Russell	1,216	1,342	1,467	1,612	1,757	+541	+44.5%
Washburn	541	565	590	614	638	+97	+17.9%
Bayview	491	511	531	551	571	+80	+16.3%
Bayfield	625	633	640	646	652	+26	+4.2%
Bayfield County	15,013	15,333	15,653	15,986	16,319	+1,306	+8.7%

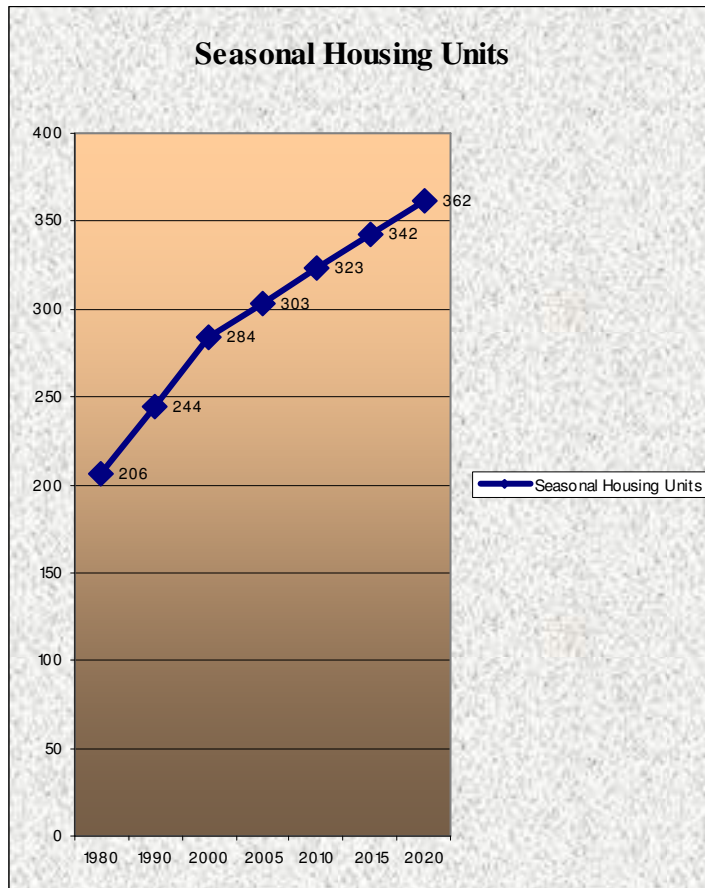
Source: U.S. Bureau of the Census, Census 2000 and Bayfield County Land Use Plan

### 2.2.2 Seasonal Residents

Seasonal residents are an important component of the overall population of the Town Of Bell. They contribute to the overall economy and social well being of the community. But the increase in population due to seasonal residents also puts an additional strains on natural resources needed to sustain the higher population and the Town's ability to provide services to all residents in the Town. There are no solid figures on seasonal residency available at this time. But, as displayed in Figure 2.2, the seasonal households have increased from 206 to 284 between 1980 and 2000. The seasonal housing units are projected to increase to 362 in 2020 or an increase of 78% in a 40 year time period. Some households consist of multiple family members, while others consist of 1 or 2



person households. The average number of household members in the year-round population is 2.0. The term household is synonymous to housing unit. Assuming that this number also applies to non-resident households, an average of 2 persons per seasonal household it can be estimated that the Town Of Bell had 412 seasonal residents in 1980. This population would increase to 724 people by the year 2020. It should be emphasized that these figures are not hard figures as they are based on assumption, but they do illustrate that the Town's seasonal resident population currently exceeds the year-round population and the gap between year-round residents and seasonal residents is consistently becoming wider as demonstrated by comparing Figures 2.1 and 2.2.



**Figure 2.2.** Seasonal Housing Units In The Town Of Bell.

Source: Bayfield County Land Use Plan

### 2.3 Age Distribution And Demographic Trends

The age distribution in the Town Of Bell changed considerably between 1990 and 2000, with noticeable reductions in the 0-19 and 65+ age groups. The number of people in the 45-64 age group increased by 38.7% between 1990 and 2000. The large increase in the Town of bells 45-64 age group reflects the increase in aging baby boomers all across the country. This age group now makes up 35% of the population in the Town Of Bell. All other age groups showed a decline in population during this same time period. The

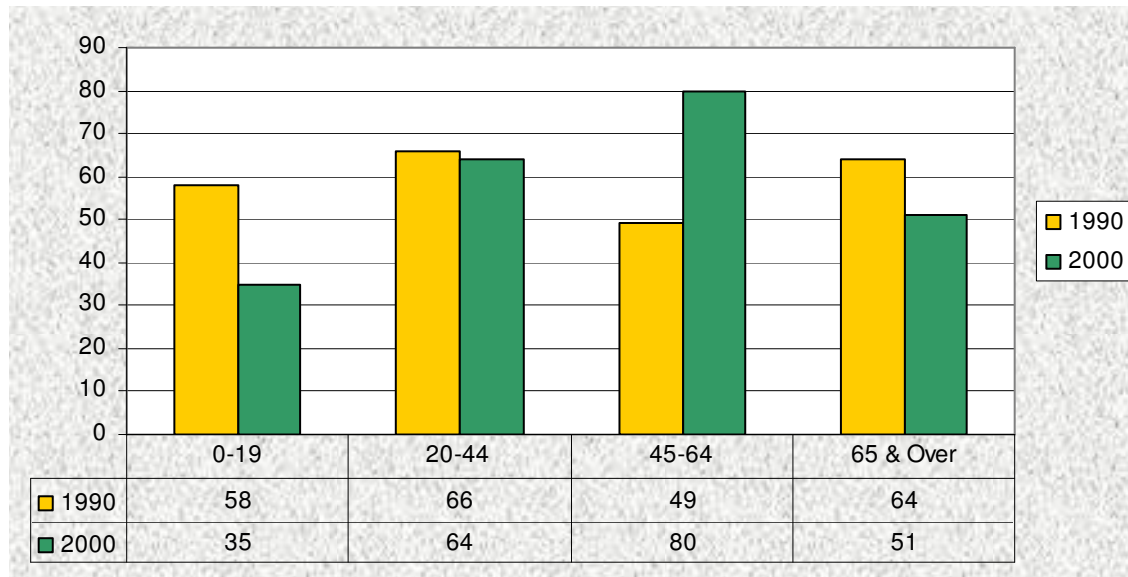


largest decline occurred in the 0-19 age group, which was reduced by 39.6%. The 20-44 age group was down 3%, while the 65 & over age group declined by 20.3%. See Table 2.3 and Figure 2.3 for details.

**Table 2.3.** Population Age Distribution Comparison For The Town Of Bell.

<b>Age Range</b>	<b>Population Count</b>		<b>Percent of Total Population</b>		<b>Percent Change 1990 To 2000</b>
	<b>1990</b>	<b>2000</b>	<b>1990</b>	<b>2000</b>	
0-19	58	35	24	15	-39.6
20-44	66	64	28	28	-3.0
45-64	49	80	21	35	38.7
65 & Over	64	51	27	22	-20.3
Totals	237	230	100	100	-2.9%

Source: U.S. Bureau of the Census, Census 2000 and Bayfield County Land Use Plan



**Figure 2.3.** Grouped Age Distribution Comparison – Town Of Bell.

Source: U.S. Bureau of the Census, Census 2000 and Bayfield County Land Use Plan



**Table 2.4.** Detailed Age And Gender Distribution – Town Of Bell, Year 2000

<b>Age (Years)</b>	<b>Number</b>	<b>% Of Total</b>		
<b>Under 5</b>	9	3.9%		
<b>5 to 9</b>	3	1.3%		
<b>10 to 14</b>	13	5.7%		
<b>15 to 19</b>	10	4.3%		
<b>20 to 24</b>	6	2.6%		
<b>25 to 34</b>	26	11.3%		
<b>35 to 44</b>	32	13.9%		
<b>45 to 54</b>	43	18.7%		
<b>55 to 59</b>	14	6.1%		
<b>60 to 64</b>	23	10.0%		
<b>65 to 74</b>	34	14.8%		
<b>75 to 84</b>	13	5.7%		
<b>85 &amp; Over</b>	4	1.7%		
<b>Totals</b>	<b>230</b>	<b>100%</b>		

Total Population	230
Female	118
Male	112
Median Age (Years)	49.6
18 Years And Over	196
Male	100
Female	96
21 Years And Over	194
62 Years And Over	64
65 Years And Over	51
Male	23
Female	28

Source: U.S. Bureau of the Census, Census 2000.

## 2.4 Household Forecast

### 2.4.1 Household Size

There were 115 households in the Town of Bell in 2000, up 8.7% overall from 1990. The number of persons per household decreased by 23% from 2.26 persons/household in 1990 to 2.0 persons/household in 2000. Smaller households combined with the increase in age group 45-64, suggests that households with more persons are being replaced by couples probably entering retirement years.



### 2.4.2 Household Type

The 2000 Census indicates that over two-thirds of the total households in the Town of Bell were classified as “family” households of more than one person. The remaining households were classified as “nonfamily” households. In the nonfamily group, most lived alone and about 10% being 65 years or older.

Of all households, over 31%% had members 65 years of age or older in the home.. Twenty-one percent of the households had members under 18 years of age.

**Table 2.5.** Household Types – Town Of Bell

<b>Total Households</b>	115	100.0%
<b>Family Households</b>	77	67.0%
With own children under 18	24	20.9%
<b>Married-couple Family</b>	65	56.5%
With own children under 18	16	13.9%
<b>Female Householder (no husband present)</b>	7	6.1%
With own children under 18	5	4.3%
<b>Nonfamily Households</b>	38	33.0%
Householder living alone	34	29.6%
Householder 65 years and over	13	11.3%
Households with individuals under 18 years	24	20.9%
Households with individuals 65 years and over	36	31.3%

Source: U.S. Bureau of the Census, Census 2000 and Bayfield County Land Use Plan

### 2.2.3 Housing Occupancy

According to the 2000 Census Data the number of owner-occupied housing units in the Town of Bell increased by 5.5% since 1990. As a percent of total housing types however, owner occupied housing remained almost the same decreasing by only 0.5%. Renter-occupied housing showed a decline during the same decade from 14 to 10 units.

The number of seasonal/recreational/occasional use housing units increased significantly to 275 units, or an increase of 12.7% since 1990. Vacant housing units increased during this same period. It is difficult to determine if vacant or seasonal housing causes more pressure on natural resources and wildlife in the area than year-round occupied units. It is assumed that this significant increase in housing units does affect the environment and demand for services.

With the increase in housing there is a corresponding increase in demand for other services, such as grocery stores, restaurants, building materials and repairs, fuel, garbage disposal and improved transportation. But some of this demand may be met by businesses outside of the Town of Bell. Increased tax revenue, on the other hand, accrues directly to Bayfield County, the Town of Bell and local school districts.



**Table 2.6.** Housing Occupancy Comparison – the Town of Bell

<b>Housing Type (Tenure)</b>	<b>Number of Housing Units 1990</b>		<b>Number of Housing Units 2000</b>		<b>% Change 1990 vs. 2000</b>
	<b>No.</b>	<b>Percent</b>	<b>No.</b>	<b>Percent</b>	
Owner-Occupied	91	25.0	96	24.5	5.5
Renter-Occupied	14	3.8	10	2.5	-28.6
Vacant	259	71.2	287	73.0	10.8
Total	364	100.0	393	100.0	8.0
Seasonal/Recreational or Occasional Use	244	67.0	275	70.0	12.7

Source: U.S. Bureau of the Census, Census 1990 and Census 2000

## 2.5 Household Characteristics

### 2.5.1 Educational Level

The Town of Bell populace is comprised of a variety of educational levels. This diversity contributes to a very employable population. The percentage of residents with a high school education or less is well below the County and State percentages. This is explained by high percentage of residents with associates, bachelors and post graduate degrees (see Table 2.7 for details). It should be pointed out that many of the residents with associates, bachelors and post graduate degrees are now retired. Therefore these categories do not contribute to the workforce at the level that the data in Table 2.7 may indicate.

**Table 2.7.** Comparison Of Educational Attainment In The Town Of Bell, 2000

<b>Educational Attainment</b>	<b>Town Of Bell%</b>	<b>Bayfield County</b>	<b>State of Wisconsin</b>
Less Than 9 <sup>th</sup> Grade	1.1%	3.9%	5.4%
9 <sup>th</sup> – 12 <sup>th</sup> , No Diploma	6.3%	9.2%	9.6%
High School Graduate (includes equivalency)	23.0%	34.2%	34.6%
Some College, No Degree	21.3%	21.5%	20.6%
Associates Degree	10.9%	9.6%	7.5%
Bachelors Degree	22.4%	14.7%	15.3%
Post Graduate Degree	14.9%	6.9%	7.2%

Source: U.S. Bureau of the Census, Census 2000

### 2.5.2 Income Level

A review of Table 2.8 indicates that most household annual incomes were less than \$34,999 (56.9%) in 2000. This compares to 1990 when over half of the households had an annual income of less than \$24,999 (63.5%). This can be attributed mainly to inflation, although there are fewer households in the less than \$10,000 to \$24,999



brackets in 2000. It is also noted that there are more households in the \$25,000 to \$149,999 brackets.

**Table 2.8. Income Levels In The Town Of Bell**

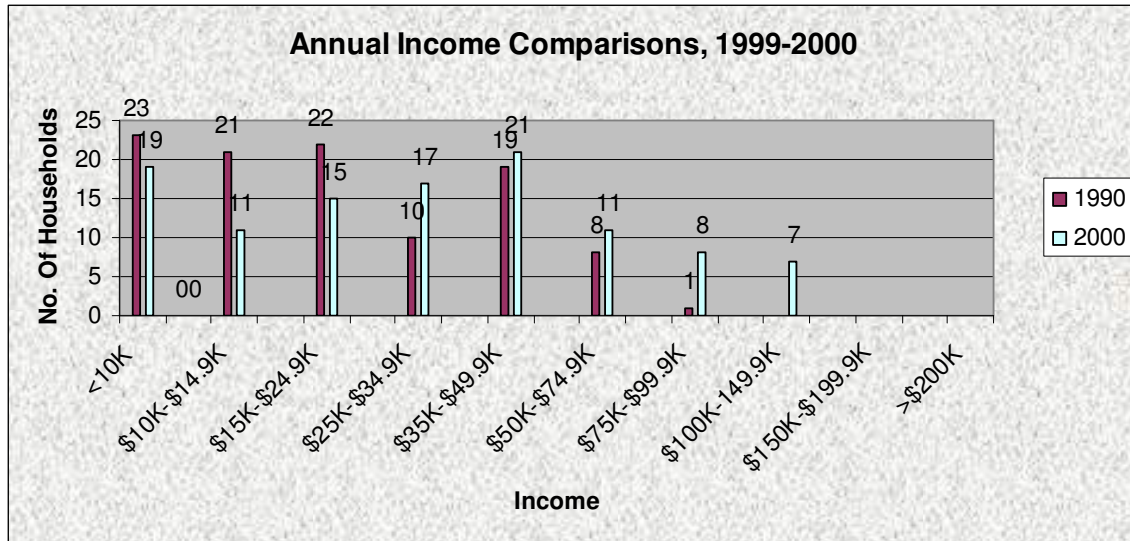
<b>Income</b>	<b>Number of Households 1990</b>	<b>Percent of Households 1990</b>	<b>Number of Households 2000</b>	<b>Percent of Households 2000</b>
Less than \$10,000	23	22.1%	19	17.4
\$10,000-\$14,999	21	20.2%	11	10.1
\$15,000-\$24,999	22	21.2%	15	13.8
\$25,000-\$34,999	10	9.6%	17	15.6
\$35,000-\$49,999	19	18.3%	21	19.3
\$50,000-\$74,999	8	7.7%	11	10.1
\$75,000-\$99,999	1	1.0%	8	7.3
\$100,000-\$149,999	0	0%	7	6.4
\$150,000-\$199,999	0	0%	0	0
\$200,000 or more	0	0%	0	0
Total	104	100%	109	100

Source: U.S. Bureau of the Census, Census 1990 and Census 2000

NOTE: The most recent information pertaining to Household Income is not available in the same format for comparison as the Census data from 2000. In the spring of 2004, a committee was formed to collect information from the citizens of the Town for the purpose of determining eligibility for a Grant from the State or Federal Government for assistance in funding local projects. The information gathered needed to establish household income as compared to the average incomes in Bayfield County. The Survey that went out at that time asked respondents to indicate whether their household income was above or below the County averages but did not ask for specific dollar amounts. Of the 127 households that were identified at that time as full time residents 101 households replied. Of those responding, 28 households reported income ABOVE the County averages and 73 households reported income BELOW. This equates to a 73% BELOW average income rate. Since not all households chose to respond it is worth noting that even if all of the non-responding households had above average income, the response would still have been 57% BELOW the average income rate for Bayfield County.

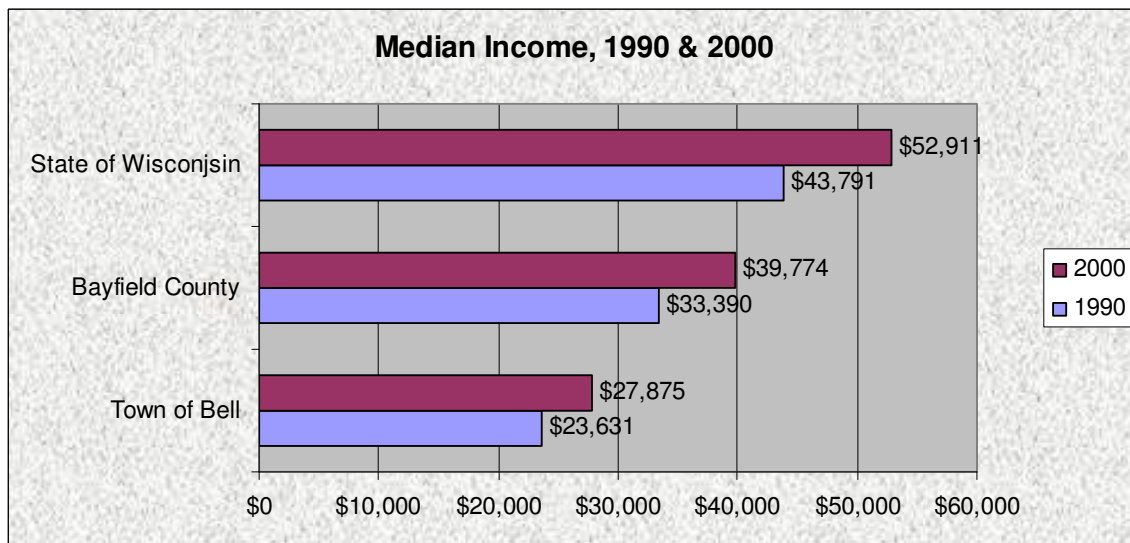
Although the median income (\$29,688) in the Town Of Bell has increased over the last decade it still has not kept pace with Bayfield County (\$39,774) or the State of Wisconsin (\$52,911). See Figure 2.4 for details.





**Figure 2.4.** Annual Income Comparison For The Town Of Bell, 1990 To 2000

Source: U.S. Bureau of the Census, Census 1990 and Census 2000



**Figure 2.5.** Comparison Of Median Household Income In Wisconsin, Bayfield County And The Town Of Bell, 1990 To 2000.

Source: U.S. Bureau of the Census, Census 1990 and Census 2000

### 2.5.3 Employment Characteristics

The total civilian labor force in the Town Of Bell was 197 in 2000. The civilian labor force includes employed and unemployed males and females 16 years and older. Of the total, slightly over one-half were females. Table 2.9 shows the employment status of the civilian labor force in the Town Of Bell.

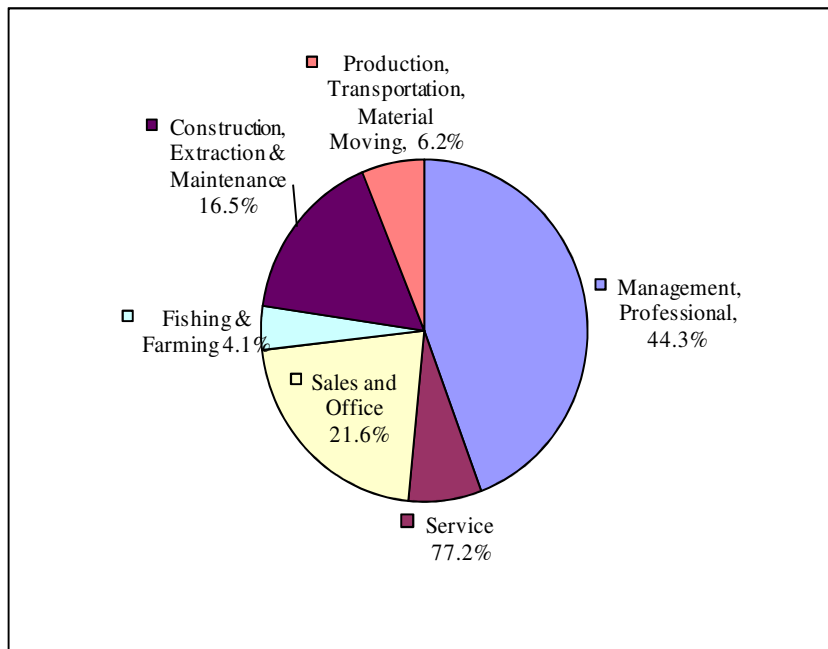


**Table 2.9.** Employment Status In The Town Of Bell

<b>Employment Status</b>	<b>Number of Residents</b>	<b>Percent</b>
<b>Population 16 years and over</b>	<b>197</b>	<b>100</b>
In Labor Force	109	55.3
Employed	97	49.2
Unemployed	12	6.1
Armed Forces	0	0.0
Not In Labor Force	88	44.7
<b>Females 16 Years &amp; Over</b>	<b>100</b>	<b>100</b>
In Labor Force	51	51
Employed	49	49
<b>People With Children Under 6 Yrs. Old</b>	<b>10</b>	<b>100</b>
Both Parents In Labor Force	3	30

Source: U.S. Bureau of the Census, Census 2000

Management, professional and related occupations comprise 44.3% of the occupations reported by Town residents in the 2000 census (see Figure 2.5). Almost half (41.2%) of the residents are working in educational, health, social services and retail trades with an additional 12.4% working in arts, entertainment, recreation, accommodation and food services as shown in Table 2.11.

**Figure 2.6.** Occupation By Category

Source: U.S. Bureau of the Census, Census 2000



**Table 2.10.** Number And Percent Of Residents Working By Industry, 2000.

<b>Industry</b>	<b>Number Of Residents Employed</b>	<b>Percent of Residents Employed</b>
Agriculture, Forestry, Fishing And Hunting, Mining	4	4.1
Construction	15	15.5
Manufacturing	3	3.1
Wholesale Trade	2	2.1
Retail Trade	7	7.2
Transportation And Warehousing, Utilities	3	3.1
Information	0	0
Finance, Insurance, Real Estate, Rental And Leasing	8	8.2
Professional, Scientific, Management, Administrative, And Waste management	2	2.1
Educational, Health, And Social Services	33	34.0
Arts, Entertainment, Recreation, Accommodation and Food Services	12	12.4
Public Administration	6	6.2
Other Services (except public administration)	2	2.1

Source: U.S. Bureau of the Census, Census 2000

## 2.6 Issues and Opportunities

### 2.6.1 Issues/Opportunities Identified During Comprehensive Plan Development and Public Involvement

**Issue:** There has been a decrease in permanent residents over time with a corresponding increase in seasonal residents.

**Issue:** The average age of the population in the Town of Bell is rising, as the Town is losing people in the younger age groups, mainly due to a lack of employment opportunities and affordable housing.

Other issues that pertain to the Issues and Opportunities element are addressed in the Housing and Economics Elements.



**Housing Element Issues**

There is a need for affordable housing for employees of the tourist based economy including lack of availability of rental units.

- a. The majority of the population in the Town of Bell has income levels below Bayfield County averages.

There is a lack of elderly and assisted living opportunities for an aging population.

Increased property values are generating increasing real estate taxes and a population of lower and fixed incomes is finding these increases difficult to meet.

The Town has a high percentage of older housing units that need updating and maintenance.

The Town has a high percentage of seasonal housing units.

**Transportation Element Issues**

There is a need to continue to provide a transportation system that efficiently transports people within the Town and to destinations outside of the Town.

Roads must be built to acceptable standards and maintained in a condition that is conducive to efficient transportation.

**Utilities and Community Facilities Element Issues**

There is a need to continue to provide basic public utilities to accommodate business growth.

The Town citizens desire to enhance non-motorized recreational opportunities.

There is a need to improvement for adequate telecommunications services.

**Agriculture, Natural & Cultural Resources Element Issues**

There is a need to protect important natural resources and natural characteristics such as woodlands, wildlife habitat, streams, wetlands and inland lakes.

There is a need to protect important cultural resources such as Native American sites, early settlements and other places of historical significance.

There is a need to protect the Lake Superior shoreline including Lost Creek Bog and the Siskiwit River system from further erosion and decline, and restore aquatic areas that have become or will become degraded.



There is a need to maintain the existing quality of life and unique rural character of the Town of Bell.

There is a need to maintain or increase the limited amount of agricultural lands in the Town.

### **Economic Development Element Issues**

The increasing cost of transportation and the distances involved in arriving at "outside" sources of employment

Community residents have shown a strong interest in the opportunity to work at home.

The seasonal characteristics of local businesses limit employment opportunities and economic success.

### **Intergovernmental Cooperation Element Issues**

Cooperation between governmental units is becoming increasingly necessary in order to deal with issues that cross municipal boundaries and to establish mutual relationships that can benefit both entities.

### **Land Use Element Issues**

Policies need to be put in place to reduce inconsistent land use practices.

There is a need to establish consistent criteria for requests for exceptions and variances from approved land uses in zoning districts.

A limited area of existing commercial zoning may require expansion or redefinition of commercial lot requirements.

There is no existing Business Park with services for those who may be interested in non storefront business development.

A Natural Resources Protection Overlay may be available but has not been enacted to protect sensitive natural areas.

Retaining the rural characteristics of the Town was noted as important to a majority of land owners responding to the Land Use survey. Protecting those characteristics may involve setting up standards and requirements for future development that may include architectural review, lighting restrictions and signage oversight.



## **2.7 Town Of Bell Comprehensive Planning Goals And Overview**

### **2.7.1 Vision Statement**

Maintain an atmosphere that promotes housing, employment opportunities and other amenities that would provide acceptable living conditions for all age groups in the Town.

### **2.7.2 Plan Goals and Objectives**

#### **Issues And Opportunities Element**

Goals and objectives pertaining to the Issues and Opportunities Element can be found in each of the other elements as they address specific issues.

#### **Housing Element**

**Goal:** The Town of Bell will encourage the affordable housing that is necessary for the lower wage employees of a predominantly tourist based economy.

**Objective:**

§ Provide housing for people employed in the community in order for them to live close to current job opportunities.

**Goal:** The Town will seek to create job opportunities that provide wages that will support housing values and costs.

**Objectives:**

§ Increase annual household income so that existing housing units can remain occupied and be maintained.

§ Retain or increase the number of resident families with children in the Town of Bell by providing jobs that can support families.

**Goal:** Provide elderly and assisted living residences and services within the Town of Bell.

**Objective:**

§ The Town of Bell will pursue resources that will allow the aging population to remain in their homes or in their community.

**Goal:** The Town of Bell will encourage owners of aging housing to access programs that provide funds or financing for updates, rehabilitation, and maintenance of existing housing in the community.

**Objectives:**

§ Keep existing housing from deteriorating.



- § Bring existing housing up to standards that provide efficient use of energy and that will reduce costs of occupancy for residents.

### **Transportation Element**

**Goal:** The Town of Bell has a comprehensive, multi-modal transportation system that provides a safe, environmentally sensitive, and economical movement of people and goods.

**Objectives:**

- § Recognize and promote the link between a well planned, constructed and maintained multi-modal transportation system and a vibrant economy, healthy environment, and a high quality of life.
- § Enhance the functional and aesthetic qualities of State Highway 13 and County Highway C as gateway community highways.
- § Maintain and improve the functional and aesthetic qualities of Town roads.
- § Encourage non-automobile transportation options throughout the Town that provide recreation opportunities.
- § Continue to provide airport service.
- § Continue to maintain and enhance the harbor to serve the water transportation needs and recreational needs of residents, businesses and tourists.
- § Explore connecting with BART system to provide public transportation.

### **Utilities And Community Facilities Element**

**Goal:** Ensure adequate provision of public services by encouraging development within the Town's capacity to provide such services; thereby meeting the needs of the Town.

**Objectives:**

- § Commit to continuously improve public service operations in order to reduce their environmental impact.
- § Enhance the maintenance of existing public recreational lands, trails and facilities in the township by:
  1. Preventative and vigilant maintenance of structures, amenities and space in the Town's boat landings, marina, campground and parks.
  2. Expanding use of Community Center as a recreational program center.
  3. Expanding the condition and use of the airport.



4. Providing a clean and safe access to all public beaches and trailheads.
- § Expand on the current uses of the Community Center to meet the cultural and fundamental needs of the community by:
1. Providing a space for learning opportunities.
  2. Combine high-speed internet computer access and library services.
  3. Continue operating the center as a year-round gathering place.
  4. Utilize the space as a community resource center.
- § Increase coordination of the management development and redevelopment of public and private utilities and facilities including:
1. airport;
  2. waste water;
  3. regulation of overflowing wells;
  4. telecommunications infrastructure suitable for economic development;
  5. sanitary collection;
  6. solid waste-recycling;
  7. storm water;
  8. dredging; and
  9. support the Great Lakes Compact.
- § Encourage residents to volunteer for the fire department, as EMT's for the EMS service and to serve with the Coast Guard Auxiliary.

### **Agriculture, Natural And Cultural Resources Element**

**Goal:** Preserve and protect the Town's diverse natural resources such as woodlands, wildlife habitat, streams, wetlands and inland lakes.

**Objectives:**

- § Encourage the efficient management of the town's natural resources.
- § Prevent or limit developments in sensitive environmental areas such as wetlands, water drainage areas and filtering areas.
- § Ensure that all road development is consistent with Wisconsin Best Management Practices.
- § Develop appropriate provisions for building design, setbacks, size of development, etc., on or near surface waters and wetlands.

**Goal:** Preserve and protect the Town's cultural resources such as Native American sites, early settlements and other places of historical significance.



**Objective:**

- § Encourage the retention of historic resources and development of cultural resources.

**Goal:** Restore and protect the shorelines of Lake Superior, Lost Creek Bog, and tributaries of Lake Superior including Lost Creek and the Siskiwit River.

**Objectives:**

- § Limit the permanent removal of native vegetation and discourage introduction of non-native species.
- § Support efforts to protect and improve wetlands and surface waters.
- § Adopt erosion control standards for construction sites.

**Goal:** Maintain the scenic and aesthetic beauty of the Town of Bell.

**Objectives:**

- § Use setbacks and vegetative screening to preserve the rural appearance of highways and roadways.
- § Encourage sensitive forestry practices, especially near scenic corridors and adjacent to lakeshores, streams and wetlands.
- § Maintain Town owned parks and forest areas by applying state of the art stewardship techniques to provide areas for public enjoyment.
- § Investigate the need for exterior lighting and noise ordinances for the Town of Bell.
- § Identify and clearly designate wetlands, scenic open spaces, prime forest areas and historic sites and develop plans to preserve them.

**Goal:** Preserve and protect farmland and agricultural activities in the Town of Bell.

**Objectives:**

- § Support and promote diverse agricultural activities and growth.
- § Identify and designate the Town's farmland areas for preservation.
- § Promote erosion control through sound soil conservation practices.

**Economic Development Element**

**Goal:** To support and enrich the development of existing service establishments, (See Table 7.1), and to aggressively add to the business list those businesses that are perceived as being vital to the community at large.

**Objectives:**

- § Ascertain the perceived needs that are being filled by existing businesses.



- § Identify those areas of business service activity that are currently not being served by the existing business community.
- § In conjunction with the local Cornucopia Business Association ascertain the business community's concerns and possible ways of coordinating efforts to bring the filling of needs for certain business establishments to a successful solution (s).
- § Set a priority list of retail and service needs and attempt to help solve these perceived needs. Possible needs as currently perceived, but by no means exclusive to this listing could include: Service station, laundromat, branch bank etc.
- § All of these kinds of retail development must lie within the constraints of county zoning and state wide regulations and more importantly with the advice and consent of the community, as they impact the environment as well as the ambience of the community.
- § Encourage efforts to promote local businesses on a year round basis.

**Goal:** Encourage job development industries.

**Objectives:**

- § Encourage clean industry job development that fit into the parameters of preserving forest/greenspace. (Table 7.2).
- §

**Goal:** Promote economic activity which will serve the needs of the service part of the business community and the job development in the community.

**Objectives:**

- § The economic development of the community must be integrated with the recommendations of the Transportation and Utilities Elements in particular and to the entire Comprehensive Plan.

**Goal:** The Town will seek to create job opportunities that provide wages that will support increasing housing values and costs.

**Objective:** Increase annual household income so that existing housing units can remain occupied and be maintained.

**Policy:** Seek out and encourage opportunities to locate higher wage paying entities in the Town of Bell.

**Policy:** Allow work-at-home opportunities for residents that may provide additional income.

**Policy:** Create an Economic Development Committee.

**Objective:** Retain or increase the number of resident families with children in the Town of Bell by providing jobs that can support families.

### **Intergovernmental Cooperation Element**

**Goal:** Continue to seek to establish and improve mutually beneficial relationships with other units of government.



**Objectives:**

- § Encourage cooperation with adjacent towns in developing policies for the protection of their natural, cultural, scenic and historic resources.
- § Encourage cooperation among South Shore communities in the preparation of public information programs to educate the public with regard to land use planning and zoning ordinances and their implementation.
- § Continue to cooperate with the other South Shore communities to provide fire protection, ambulance, and search and rescue services to the partnering communities.

**Goal:** Improve relationships with federal, state and county agencies with a major presence in the Town.

**Objectives:**

- § The Town board should stay informed of changing issues, policies and opportunities that effect the Town of Bell.

**Land Use Element**

**Goal :** The Town of Bell will attempt to reclassify identified parcels that do not follow consistent land use practices.

**Objectives:**

- § Three areas currently zoned RRB should be rezoned to correspond with adjacent properties. These areas are: See Map A-9a for details.
  - Area #1 includes 5 parcels on Lupine Lane to be rezoned R1
  - Area #2 includes 2 large parcels to be rezoned A1 and 8 smaller parcels rezoned to R1
  - Area #3 is one parcel on Huron Ave. that should be rezoned to R1
  - Area #4 is one Town owned parcel on spirit Point to be rezoned as Industrial to allow the development of a Business Park (See Appendix J).

**Goal:** The Town of Bell will plan for future growth by identifying areas that would appropriately enlarge specific land use districts.

**Objectives:**

- § Increase the Commercial Zoning district in the Town as needed.
- § All parcels adjacent to the Village Core except those set aside for Commercial expansion should be considered for conversion to Village Mixed Use. See Appendix I for Land Use Definitions. See Map A-9.

**Goal:** The Town of Bell will establish a Business Park.



**Objectives:**

- § To provide a concentrated, properly zoned area with appropriate services for business growth away from Highway 13 and other conflicting land use.

**Goal:** The Town of Bell will protect and preserve the unique natural resources of the Town.

**Objectives:**

- § The Town of Bell will create a Natural Resources Overlay Land Use District to protect the Towns' unique natural areas including:
1. Lost Creek Bog
  2. Lost Creek Tributaries
  3. Siskiwit Lake, Little Siskiwit Lake, and Perch Lake
  4. The Siskiwit River Riparian Zone – See Appendix I
  5. Lake Superior Shoreline

- § The Town will attempt to make the best use of natural resources within the town for conservation and recreational use, including creation of an Open Space Fund.

**Goal:** The Town of Bell will have a review process for structures built or modified within Commercial, Residential/Recreational Business, and Village Mixed Use Land Use districts.

**Objectives:**

- § To preserve and protect the rural and historical characteristics of the Town of Bell.

**Goal:** The Town of Bell will support attempts to implement Conservation Easements (see Appendix I).

**Objective:**

- § To keep taxes on existing undeveloped land affordable by eliminating the possibility of development by subdivision.

- § To promote and protect the farming industry within the Town.

**Goal:** The Town will have in place criteria for approval of short term rental permit applications.

**Objectives:**

- § Establish a fair and equitable process for reviewing the short term rental application process.



**§** Eliminate subjective decision making by the Town Board and/or Planning Commission.

**Goal:** The Town will keep Sanitary District services current with the needs of the Town.

**Objective:**

**§** Protect our natural resources by keeping waste treatment effective.

**Goal:** The Town will thoughtfully consider growth and development in the Lake Superior harbor area.

**Objective:**

**§** To allow the marina and retail areas to develop as needed to provide for demand.

**Policy:** Look for ways to move or effectively screen the XCEL substation at the waterfront.

**Policy:** Consider State and Federal programs for funding when examining options for marina and waterfront growth.

**Goal:** The Town of Bell will consider the results of the Land Use Survey of 2006-2007 and any follow up surveys in making decisions regarding Land Use.







## 3.0 Housing Element

### 3.1 Introduction

This element assesses the past and present housing characteristics in order to plan for the future of housing in the Town of Bell. Through development of the Comprehensive Plan the Town can set guidelines for future development through land use regulations and making sure that municipal services such as roads and infrastructure are in place.

<i>User Guide to the Housing Element</i>		
	<i>Section</i>	<i>Page</i>
3.1	Introduction	3-1
3.2	Household Occupancy Characteristics	3-2
3.3	Income and Affordability	3-4
3.4	Structural Characteristics	3-7
3.5	Housing Programs	3-9
3.6	Housing Element Issues	3-10
3.7	Housing Element Goals and Objectives	3-10

There are many influences on the need for appropriate housing in the Town of Bell. A tourist economy does not provide household income levels that support the increasing property values apparent in recent assessments. The Comprehensive Plan Survey of early 2007 indicated that several issues were important to the tax payers of the Town of Bell. For example, a majority of respondents thought that elderly and assisted living housing for our community was an important need. The community was also overwhelmingly against an increase in the number of mobile homes and condominiums or townhouses. Maintaining the rural flavor of the community was also a priority. With proper planning, the Town should be able to find ways to meet the wishes of its residents.

The purpose for assessing past and present information on housing is to make sure that the community plans for the needs of our current and future residents. The Town must try to predict a population that may increase or decrease and the affect on housing. The nature of our future population must also be considered. Considering the age, employment, and income levels of the population of our Town will help in locating programs and developing plans for future housing. Zoning districts should be analyzed along with the affects of potential development and its impact on the Town of Bell.

Elderly housing and an affordable housing base for employees of the predominantly tourist based economy are priorities for our town residents. New, higher wage employment opportunities should be encouraged to locate in the Town. The historical and rural nature of the town and the natural resources and geography must be protected. The future economy, the age of the population, and the age of the current housing stock will all have a very close relationship to Housing needs for the future in the Town of Bell.

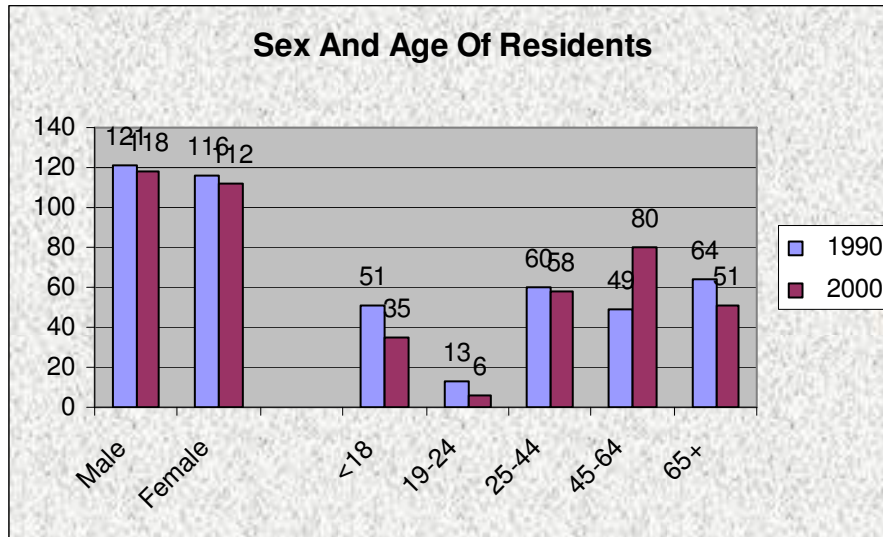
**Note:**

The results of the 2006 Comprehensive Survey have been included in some of the following tables and charts as a comparison, although the results may not be as accurate as Census numbers. Although the Survey was sent out to all property owners in the Town of Bell with Property Tax Statements in December of 2006 only responses from those living in the Town of Bell are included in the tables and charts.



### 3.2 Household Occupancy Characteristics

The number of residents of the Town of Bell has been fairly static over the years from 1990 to the present along with the relative numbers of men and women. The biggest shift in the population has been in the age, with the number of residents in the 45-64 age group increasing while the younger population decreased.



**Figure 3.1** Sex and Age of Residents.

Source: Census 1990 and 2000

The upwards shift in age also shows in the age of the householder, i.e. the persons living in or owning the house. These statistics support the idea that residents have moved into and are staying, therefore aging, in the area. See also Figure 2.3.

**Table 3.1** Age of Householder.

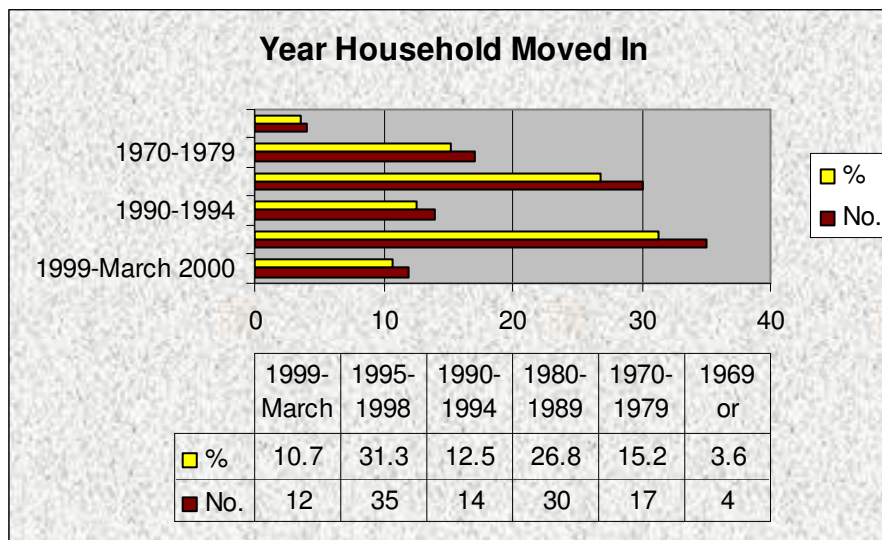
	<b>1990</b>	<b>Percent of Total</b>	<b>2000</b>	<b>Percent of Total</b>	<b>2006*</b>	<b>Percent of Total</b>
<b>Total</b>	105		115		92	
<b>Under 25</b>	4	4	0	---	1	1
<b>25-44</b>	34	32	31	27	11	12
<b>45-64</b>	25	24	51	44	46	50
<b>65+</b>	42	40	33	29	34	37

Source: Census 1990 and 2000 and 2006 Town of Bell Comprehensive Plan Survey

\* 2006 Town of Bell Comprehensive Plan Survey

The household characteristics have not changed dramatically over the census periods (see Table 3.2) with the number of households in residence varying less than ten percent. Here the biggest change that is seen from the data is that the number of families with children is decreasing. In 2000 the number of families with children under the age of 18 was more than one half what it was in 1990. These statistics suggest that the community is not attracting younger people and families to become residents of the Town.



**Figure 3.2** Year Householder Moved In.

Source: Census 2000

**Table 3.2** Household Characteristics.

	<b>1990</b>	<b>2000</b>	<b>2006 Survey</b>
Total Households	105	115	92
Family	72	77	63
with children under 18 years old	51	24	N/A
Non family	33	38	N/A
1) Living alone	27	34	26
a) 65 or older	12	13	N/A
Average household size	2.31	2.01	1.95
Households with individuals 65 or over	42	36	N/A

Source: Census 1990 and 2000

\* 2006 Town of Bell Comprehensive Plan Survey

Housing Units are classified by the Census Bureau into two major groups:

Occupied Housing units are those that are lived in by the owner or a renter. Renter Occupied units are subclassified under Owner Occupied. There are very few rental units available in the Town of Bell. This may account for the older age of the population as it may be difficult or impossible for a younger person to afford the purchase of a home. Without rentals available they would reside in other communities even if employed in the Town of Bell.



Vacant Housing units refer to housing that is either for sale, for rent but not rented, or seasonal, recreational or occasional use units. As seen in **Table 2.3**, the seasonal units far outnumber those that are occupied by owners or renters, i.e. permanent residents. Seventy one percent of all housing units fall under this classification and ninety four percent of those are seasonal or recreational. This creates several challenges to the Town. A vacillating economy and housing values that may not be affordable for its residents are among those issues that need to be considered.

**Table 3.3.** Number of Housing Units.

	<b>1990</b>	<b>Percent of Total</b>	<b>2000</b>	<b>Percent of Total</b>	<b>2006*</b>	<b>Percent of Total</b>
Total Housing Units	364		412		459	100
Occupied Housing Units	105	29	115	28	138	30
Owner occupied	91	87	105	91	133	96
Renter occupied	14	13	10	9	5	4
Vacant Housing Units*	259	71	297	72	320	70
For Sale	3	1	2	.006	9	3
For Rent	1	.003	4	.01	0	-
Seasonal, recreational, or occasional use	244	94	284	96	311	97

Source: Census 1990 and 2000 and 2006 Tax Lister

\* 2006 Town of Bell Comprehensive Plan Survey

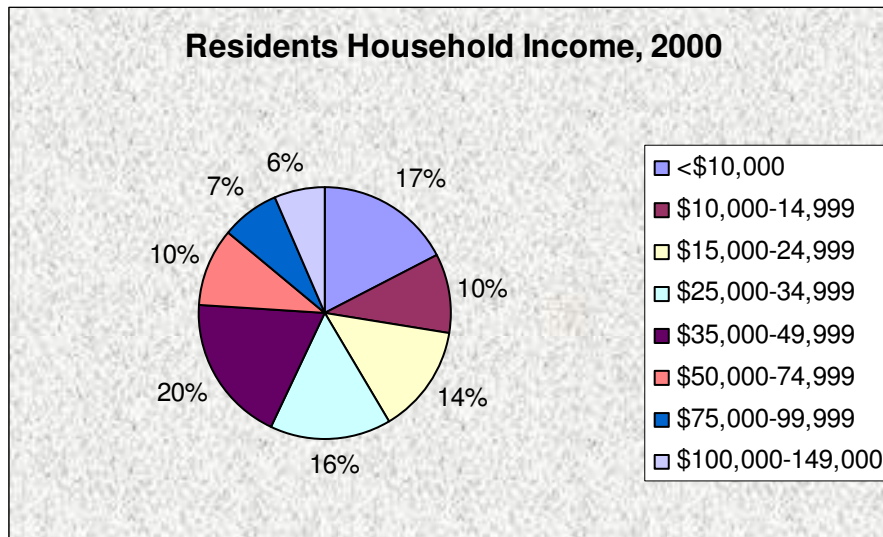
### 3.3 Income and Affordability

Housing affordability is one of the biggest issues facing the community. The housing costs are rising faster than personal incomes. The demand for waterfront and recreational property has driven market prices up but the median income has not increased proportionately.

The U.S. Department of Housing and Urban Development (HUD) defines affordable housing as “houses, mobile homes, apartments, or condominiums available for rent or purchase at 30% or less of annual income.” The median value of Owner Occupied housing as shown in Table 3.4 was \$87,500.00 in the year 2000. According to the HUD formula, with 15% down on a home valued at \$87,500 (30 year mortgage on \$74,375.00) the monthly mortgage payment would be approximately \$495.00 a month. This would require an income of \$19,800.00 a year. This appears to be affordable for the majority of the residents of the Town of Bell. However, the additional costs of owning a home including real estate taxes, heating expenses, and other utilities can put the cost of a home out of reach for town residents. The median value of a home in 2000 of \$87,500 also reflects a fairly static housing market. These residential homes have not been reassessed to current market values. Table 3.5, showing recent asking and sold prices differs greatly



from the Owner Occupied Values of the 2000 Census and the Tax Lister Values of 2006 as shown in Table 3.4.



**Figure 3.3** Resident Household Income. Income is expressed in annual dollars.  
Source: Census 2000

### 3.3.1 The Median Household Income For The Town of Bell in 2000 = \$29,688.00

Unfortunately the most recent information pertaining to Household Income is not available in the same format for comparison as the Census data from 2000. In the spring of 2004, a committee was formed to collect information from the citizens of the Town for the purpose of determining eligibility for a Grant from the State or Federal Government for assistance in funding local projects. Specifically at that time it was to see if funding could be found for rehabilitating the existing Town Hall - the old school. The information gathered needed to establish household income as compared to the average incomes in Bayfield County. The Survey that went out at that time asked respondents to indicate whether their household income was above or below the County averages but did not ask for specific dollar amounts.

The Bayfield County averages were set forth at the time by the size of the household as the chart below shows.

1 person	2 people	3 people	4 people	5 people	6 people	7 people	8 people
\$29,600	\$33,850	\$38,100	\$42,300	\$42,300	\$49,100	\$52,100	\$55,850

Of the 127 households that were identified at that time as full time residents 101 households replied. Of those responding, 28 households reported income ABOVE the County averages and 73 households reported income BELOW. This equates to a 73% BELOW average income rate. Since not all households chose to respond it is worth noting that even if all of the non-responding households had above average income, the



response would still have been 57% BELOW the average income rate for Bayfield County.

**Table 3.4** Owner Occupied Housing Values.

	<b>2000</b>		<b>2006*</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
<b>Total</b>	58	100	138	100
<b>&lt;49,999</b>	15	26	24	17.5
<b>50,000-99,999</b>	19	33	49	35.5
<b>100,000-149,999</b>	10	17	24	17.5
<b>150,000-199,999</b>	7	17	12	9
<b>200,000-299,999</b>	3	5	17	12
<b>300,000-499,999</b>	4	7	11	8
<b>500,000&gt;</b>	0	0	1	.5
<b>Median Value</b>	<b>\$87,500</b>		<b>\$90,100</b>	

Source: Census 2000 and 2006 Tax Lister

\* 2006 Town of Bell Comprehensive Plan Survey

**Table 3.5.** Homes for Sale/Sold.

	<b>2000</b>	<b>2007</b>	<b>2008</b>
	2	9	2
Median Asking Price	N/A	269,900	\$250,000
Median Sold Price		212,000	\$266,000

Source: 2007 Multiple Listing Service

**Table 3.6.** Monthly Owner Costs\*

	<b>2000</b>	<b>2006</b>
Average Monthly Owner costs*	\$531	N/A
Percent of Income		
<20	37	
20-24.9	2	
25-29.9	8	
30-34.9	-	
35>	11	

Source: Census 2000

\*Monthly owner costs are defined by the U.S Census as the sum of payments for mortgages, contracts to purchase or similar debts; real estate taxes; hazard insurance; utilities (electric, gas, water and sewer) and fuels.

With property taxes as they are today, a home valued at \$87,500.00 would see the mortgage payment of \$495.00 increased by about \$100.00 a month by real estate taxes.



Along with increases in fuel costs since the year 2000 that home would no longer fit into the HUD housing cost guidelines of 30%.

#### **Current Example:**

A home valued at \$212,000.00 (shown as the median “Sold” price in 2006) would require a minimum 15% down payment for a conventional loan, equaling \$31,800.00, and leaving a mortgage balance of \$180,200.00. The payment on that mortgage amortized over 30 years would amount to approximately \$1200.00 per month before taxes, insurance, utilities and other costs. According to the HUD guidelines purchasing this home would require an annual income of \$48,000.00, approximately \$18,000.00 a year more than the median income in 2000.

### **3.4 Structural Characteristics**

The structural characteristics are an important consideration in evaluating the current housing stock so that research can be done to find programs that might help the community maintain its current housing. The Town of Bell has a number of homes that are aging and owners may benefit from identifying Federal, State, or County programs that can help with energy and safety upgrades.

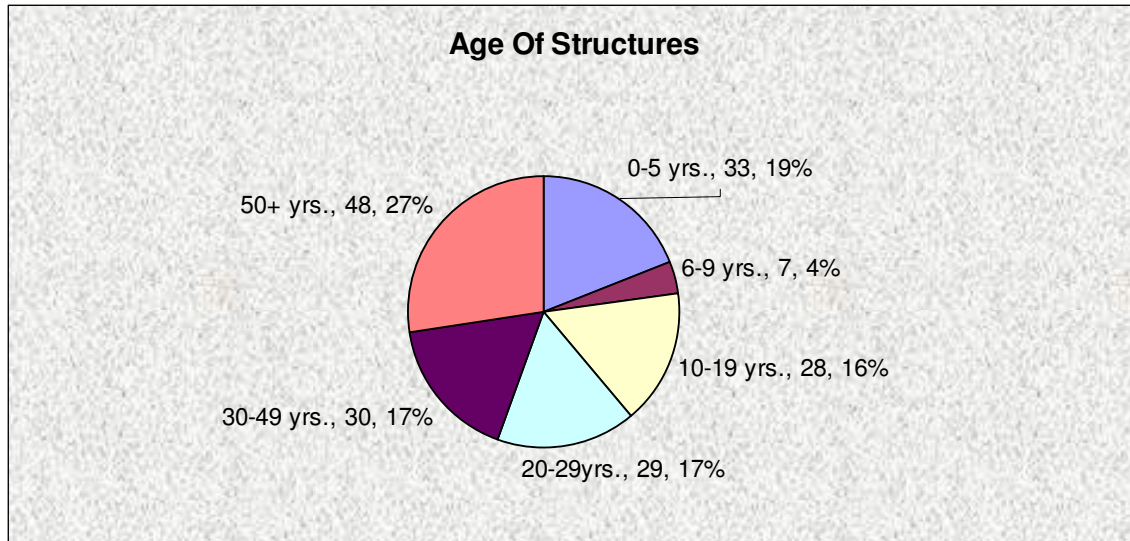
In 2006 homeowner respondents to the Town of Bell Comprehensive Plan Survey indicated the approximate age of their homes. The following table shows their responses and corresponding percentages.

**Table 3.7 Year Structure Built**

	<b>2000</b>	<b>Percentage</b>
<b>1999-March 2000</b>	36	9.1
<b>1995-1998</b>	31	7.8
<b>1990-1994</b>	45	11.4
<b>1980-1989</b>	65	16.5
<b>1970-1979</b>	64	16.2
<b>1960-1969</b>	48	12.2
<b>1940-1959</b>	32	8.1
<b>1939 or earlier</b>	74	18.7
<b>Total</b>	395	

Source: Census 2000





**Figure 3.4.** Age Of Structures.

Source: 2006 Comprehensive Plan Survey

Most housing units in the Town of Bell are one unit, detached – or dwelling units for one family that are not attached to any other structure. One family attached structures are those that might include duplexes, townhomes, or row houses. It is notable that there are not any reported multiple unit dwellings.

Analyzing data that determines the average number of residents and rooms may help in planning for future development and/or affordable housing projects. The average household size in the Town of Bell is 2 persons per household and the median number of rooms is 3.9. These figures indicate that both the household and dwelling size in the Town of Bell is quite small. The number of rooms includes kitchen, living and bedrooms.

**Table 3.8.** Units in Structure

	<b>No.</b>	<b>Percent</b>
Total Housing Units	395	
1-Unit, detached	362	91.6
1-Unit, attached	-	
2 Units	-	
Mobile home	23	5.8
Boat, RV, Van	10	2.5

Source: Census 2000

There are also a good number of housing units that do not include kitchen or plumbing facilities. This may reflect the seasonal nature of the majority of housing, including summer residences and hunting and fishing cabins.



**Table 3.9.** Number of Rooms

	<b>No.</b>	<b>Percent</b>
<b>1 room</b>	20	5.1
<b>2 rooms</b>	45	11.4
<b>3 rooms</b>	88	22.3
<b>4 rooms</b>	109	27.6
<b>5 rooms</b>	68	17.2
<b>6 rooms</b>	47	11.9
<b>7 rooms</b>	7	1.8
<b>8 rooms</b>	9	2.3
<b>9 or more rooms</b>	2	.5
<b>Median # of rooms</b>	<b>3.9</b>	

Source: Census 2000

### 3.5 Housing Programs

The following programs are available through Federal, State of Wisconsin, Regional or Bayfield County resources to assist in realizing some of the goals outlined in this element.

#### **WHEDA (Wisconsin Housing and Economic Development Authority)**

This 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 zero percent interest/deferred payment loans.

#### **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.

**3.6 Housing Element Issues**

**Issue:** Affordable housing for employees of the tourist based economy including lack of availability of rental units.

- a. The majority of the population in the Town of Bell has income levels below Bayfield County averages.

**Issue:** Lack of elderly and assisted living opportunities for an aging population.

**Issue:** Increased property values are generating increasing real estate taxes and a population of lower and fixed incomes is finding these increases difficult to meet.

**Issue:** The Town has a high percentage of older housing units that need updating and maintenance.

**Issue:** High percentage of seasonal housing units.

**3.7 Housing Element Goals and Objectives****3.7.1 Housing Element Vision Statement**

The Town of Bell maintains a balance in housing opportunities that provide for the diversity of the population including permanent and seasonal residents, families, and the elderly.

**3.7.2 Housing Element Goals And Objectives**

**Goal:** The Town of Bell will encourage the affordable housing that is necessary for the lower wage employees of a predominantly tourist based economy.

**Objective:** Provide housing for people employed in the community in order for them to live close to current job opportunities.

**Policy:** The Town will pursue affordable housing programs that are available through County, State, or Federal sources.

**Policy:** The Town will encourage development by private parties seeking to locate affordable housing in the community.

**Goal:** The Town will seek to create job opportunities that provide wages that will support housing values and costs.



- Objective:** Increase annual household income so that existing housing units can remain occupied and be maintained.
- Policy:** Seek out and encourage opportunities to locate higher wage paying entities in the Town of Bell.
- Policy:** Allow work-at-home opportunities for residents that may provide additional income.
- Objective:** Retain or increase the number of resident families with children in the Town of Bell by providing jobs that can support families.
- Goal:** Provide elderly and assisted living residences and services within the Town of Bell.
- Objective:** The Town of Bell will pursue resources that will allow the aging population to remain in their homes or in their community.
- Policy:** The Town will take advantage of any County, State and federal programs that support creation of elderly housing and provide senior care to its residents.
- Policy:** The Town will encourage private parties seeking to locate senior housing and senior care services in the Town.
- Policy:** The Town will assist elderly support programs such as CORE to establish a presence in the Town.
- Goal:** The Town of Bell will encourage owners of aging housing to access programs that provide funds or financing for updates, rehabilitation, and maintenance of existing housing in the community.
- Objective:** Keep existing housing from deteriorating.
- Policy:** Research and provide information to residents about programs for funding and or financing home improvements that are available at the County, State, or Federal level.
- Policy:** Provide assistance to residents who need help connecting with programs for funding and or financing home improvements that are available at the County, State, or Federal level.
- Objective:** Bring existing housing up to standards that provide efficient use of energy and that will reduce costs of occupancy for residents.
- Policy:** Research and provide information to residents about programs for funding and or financing home improvements to increase energy efficiency that are available at the County, State, or Federal level.



**Policy:** Provide assistance when necessary to residents seeking to take advantage of programs available at the County, State, or Federal level that may provide funding or financing for increasing home energy efficiency.

Specific actions pertaining to the Housing Element are as follows:

<b><u>Implementation Action Items</u></b>	<b><u>Schedule</u></b>				<b><u>Responsible Entity</u></b>
	<b><u>2010 to 2014</u></b>	<b><u>2015 to 2019</u></b>	<b><u>2020 to 2024</u></b>	<b><u>2025 to 2029</u></b>	
Do a survey to establish the need for affordable and senior housing.	X				Plan Commission
Provide resources and information on available Federal, State and County programs to residents that are seeking help regarding: <ul style="list-style-type: none"> <li>Affordable Housing</li> <li>Senior Housing</li> <li>Home Improvement Funding or Financing – including those programs specific to improvement in energy efficiency.</li> </ul>	X	X	X	X	Community Center Resource Position
Cooperate with private parties interested in developing affordable and senior housing units	X	X	X	X	Plan Commission
Facilitate opportunities for work-at-home employment	X	X	X	X	Town Board, Economic Development Committee
Look for and encourage sustainability and land conservation ideals in future residential development	X	X	X	X	Plan commission



## 4.0 Transportation Element

### 4.1 Introduction

The major modes of transportation in the Town of Bell and surrounding areas are automotive and medium to heavy-duty trucks. Water access is available through town-owned and private marinas. Scheduled air service in the town is not available, although there is a grass air strip in the Town. Railroad grades have been removed, most of which have been obliterated.

### 4.2 Roadway Characteristics

State Highway 13 and County Highway C are the two principal arterial highways in the Town of Bell. These highways serve as corridors providing year round access to the community. Stage Road, Romans Point Road and Spirit Point Road, along with other local roads provide alternate routes to homes, businesses and recreation areas within and beyond the Town. Forest Road (FR 236) serves as a main access route to the Chequamegon-Nicolet National Forest (CNNF). FR236 provides an alternate route to U.S. Highway 2 at Ino, Wisconsin. Table 4.1 summarizes the Town of Bell road system.

#### *User Guide to the Transportation Element*

	<i>Section</i>	<i>Page</i>
4.1	Introduction	4-1
4.2	Roadway Characteristics	4.1
4.3	Traffic Volume	4.2
4.4	Commuter Patterns	4.2
4.5	Road Improvement Projects	4.2
4.6	Public Transportation	4-3
4.7	Water Transportation	4-4
4.8	Airports And Aviation	4-4
4.9	Recreational Trail System	4-4
4.10	Existing And Future Transportation Planning	4-5
4.11	Transportation Element Issues	4-7
4.12	Transportation Element Goals And Objectives	4-7

**Table 4.1.** Summary of the Town of Bell Road System DOT District 8 and Town of Bell 2002 WISLR Report).

<b>Type</b>	<b>Miles</b>	<b>Percent In Town</b>
Hot Mix Asphalt Pavement	6.11	7%
Hot Mix Resurfacing On Asphalt Pavement	10.32	12%
Cold Mix Asphalt Pavement Surface Over Base <7"	3.99	4%
Gravel Road	29.53	33%
Graded And Drained Earth Road	39.14	44%
Unimproved Road	.62	<1%
<b>Totals</b>	<b>89.71</b>	



The Town of Bell shares jurisdiction of 32.69 miles of road with the CNNF inside the National Forest boundary. There are an additional 39.35 miles of Forest Service jurisdiction roads in the Town of Bell. Forest Service jurisdiction roads are not included in figures in Table 4.1.

Providing adequate drainage and maintenance on gravel and dirt roads is critical to maintaining a viable rural transportation system. Culvert sizing and placement have traditionally been a problem in the clay soils of the Lake Superior Basin. Proper sizing and location of culverts requires some hydrologic work and often is overlooked in favor of using materials already on hand due to cost or time constraints. Not providing adequate backsloping on roadway and culvert installations can undermine road construction and eventually be the cause of road or crossing failure. Utilizing the *Best Management Practice Guidelines for the Wisconsin Portion of the Lake Superior Basin* (2003) would help in developing better maintenance and construction programs for roads.

### **4.3 Traffic Volume**

Traffic volume in and around the Town of Bell is a result of the following:

- § local residents driving to work, shopping, medical facilities and family obligations;
- § increased building development on Spirit Point and along County Highway C;
- § increasing traffic from tourist activities including fishing, hunting, trail riding (hiking, skiing, ATV's and snowmobile), camping and site-seeing;
- § seasonal homeowners traveling to and from their second homes; and
- § logging industry traffic during certain periods.

### **4.4 Commuter Patterns**

Eighty two percent of the Town's workforce commutes to work by vehicles. The average commute for Town of Bell residents is 26.6 miles with the majority of commuters traveling to Washburn and Ashland to work. Normal commutes to work take between 20 and 35 minutes. Average round trips (to and from work) to Washburn are 40 miles and to Ashland 58 miles. The main travel routes to and from the Town of Bell, and mainly Cornucopia include Highway 13 to Bayfield and Superior, County Highway C to Washburn and Ashland and to a lesser extent the Stage Road to Washburn and Bayfield.

### **4.5 Road Improvement Projects**

The Town of Bell, Bayfield County Highway Department, the Wisconsin Department of Transportation (WDOT) and the Chequamegon-Nicolet National Forest (CNNF) are responsible for road improvements in the Town. These improvements include



resurfacing, widening and lifting the roadbed, culvert installation, improving road drainage and shoulders, developing site triangles at intersections, increasing the turning radius off of the highway onto local and county roads, and installing and replacing new signage.

The schedule of projects proposed road/street maintenance for 2009-10 can be found in Appendix L. This appendix will be updated semi-annually as new projects are proposed.

Day to day road maintenance including grading, ditch maintenance, mowing and snowplowing is the responsibility of the town through funds provided by the State of Wisconsin under roads aids. Of those who responded to the Land Use Survey 45% felt that the overall condition of the roads in the Town of Bell was good or very good. But 18% felt that the roads were maintained in a poor condition.

The WDOT is also investigating the potential of a *Scenic Byway* designation for State Hwy. 13. The *Scenic Byway Program* was established to recognize and enhance roads which have outstanding scenic, historic, cultural, natural, recreational and archaeological qualities. WDOT will soon begin working with the communities that may be affected by the designation. Communities would have a role in determining whether or not an official designation is needed. (Wisconsin, DOT, 2005) The Town Of Bell signed a resolution in December, 2007 that supports the *Scenic Byway* designation of State Hwy. 13.

## 4.6 Public Transportation

Public transportation to and from the Town of Bell is limited. Therefore, some Town residents have difficulty accessing shopping, government services medical services and recreation commonly located in Washburn, Bayfield, Iron River, Ashland and the Duluth-Superior areas. The Bay Area Rural Transit System (BART) was extended from the eastern portion of the Bayfield Peninsula (Washburn/Bayfield/Red Cliff) to Cornucopia, Herbster and Port Wing in 2009 providing transportation to individuals one day a week. In addition to the BART system, a private taxi service (Bay Area Transport), based in Ashland, provides local and long-distance transit services on a fee basis.

Several private and public entities serving Bayfield County provide transportation assistance for individuals with special needs to and from medical appointments, social engagements, employment and shopping areas. They include:

- § Ambu-Vans;
- § Bay Area Home Health;
- § Bayfield County Department of Social Services;
- § Bayfield County Unit on Aging;
- § Bayfield County Veterans Service;
- § Community Support Services;
- § Court Manor Health and Rehabilitation;
- § Geri-Van



§ Northern Lights Manor Nursing Home

§ Retired and Senior Volunteer Program

*Source: Bayfield County Land Use Plan, NWRPC 2003, p. 6-15.*

## 4.7 Water Transportation

Small craft can be launched from either the Town of Bell Marina or a private marina located on Siskiwit Bay. Sufficient protection enables safe travel to the Apostle Islands, Madeline Island and Chequamegon Bay. Larger craft may safely reach Isle Royale, the Keewanaw Peninsula, Duluth and Two Harbors.

The marinas on Siskiwit Bay is a safe harbor that provides protection for smaller crafts. There is a 14 miles between Cornucopia and the nearest safe harbor to the west at Port Wing and 17 miles to the east at Red Cliff. Town boat docking facilities should be evaluated and improved based on future anticipated use of the facilities.

A plan for the public marina can be found in Appendix M.

## 4.8 Airports and Aviation

No scheduled passenger flights are available in the Town of Bell, nor within a 60-mile radius of the south shore. The nearest airport with regularly scheduled domestic and international flights is Duluth International airport in Duluth, Minnesota. The next nearest regional airport is Gogebic Iron County Airport in Ironwood, Michigan.

The Town of Bell has one small grass airstrip located on Town owned land on Spirit Point. The nearest publicly owned airstrip with concrete and asphalt landings is JFK Memorial Airport in Ashland. Scheduled commercial passenger flights are not possible at the present time due to lack of Instrument Landing Systems (ILS). Additional public airstrips can be found in Cable (Cable Union Airport, Drummond (Eau Claire Lakes Airport, Iron River (Bayfield County Airport), and Madeline Island. There are heliports located at MMC in Ashland and on the football field behind the ambulance hall in Washburn.

## 4.9 Recreational Trail System

Of those responding to the Land Use Survey, 50% favored having recreational trails in the Town of Bell. Respondents favored a balance of motorized, bicycle and hiking trails in the Town.

The Town of Bell has several motorized and non-motorized recreational trails. The motorized trails are connected to adjacent town trails and the Tri-County Corridor State Trail to the south. Most of the roads in the Town are currently designated for dual-purpose use and are clearly signed. There are roughly 30 to 35 miles of motorized trails



in the Town. Thirty-seven percent of those responding to the Land Use Survey felt that Town roads should be open to ATV's and snowmobile, but 51% did not want to see motorized recreational vehicle use on Town roads.

The Bayfield County Snowmobile Alliance and the Cornucopia Snowmobile Club maintain and operate the snowmobile trails in the Town of Bell. Future plans include upgraded snowmobile trails that will provide improved access and better access to the Village of Cornucopia. To minimize impacts to important water resources in the community future upgrades will include gravel, culverts, bridges, signage and police enforcement.

The Town has one designated 24 mile (36km) cross-country ski trail system located at the Valhalla Winter Recreation Area on the CNNF. The Valhalla trail system serves as a hiking trail during the snow free months. People also hike on snowmobile and ATV trails particularly on CNNF and Bayfield County lands.

## **4.10. Existing And Future Transportation Planning**

### **4.10.1 Town Of Bell's Transportation Plan**

The Town of Bell's Transportation Plan promotes a comprehensive, multi-modal transportation system that integrates economic, natural, and social considerations. It provides an efficient and economical way to transport goods to and from businesses and industries. It also provides economic benefit to the Town by promoting the tourism component of the Town's transportation system.

The Plan requires respect for the natural environment. It also requires that roads, trails, parking lots and other transportation improvements have minimal adverse impacts on the natural environment.

The Plan promotes the social benefits of transportation. It considers recreation trails, scenic views, and attractive roads and entrances that help enhance the overall quality of life in the Town of Bell. The remainder of this document discusses these and other concepts in more detail.

### **4.10.2 Road System Plan**

The following subsections provide an overview of the Town's plan for highways and roads.

#### **4.10.2.1 Highway System**

A top priority of the Transportation Plan is to improve the functional and aesthetic qualities in the Town of Bell, especially Highways 13 and C. The Plan recognizes that the



highway system is the primary means of transporting people and goods in the Town and that the system should be safe and efficient.

The first impression that most tourists and passersby have of the Town of Bell is from the highway system. An attractive highway system not only contributes to a positive image of the Town, but it can also have a positive impact on the economy of the Town by contributing to the quality of life in the area and by making the Town a more attractive community in which to reside, visit, and conduct business. The Town will also prepare a plan for attractive entrance signage and informational signage along its highway corridor.

The Town will also be an active participant in discussions to designate Highway 13 as a scenic byway.

#### **4.10.2.2 Local Roads**

The Transportation Plan includes several policies for improving the functional and aesthetic qualities of local roads. Top priority of the Plan is to reconstruct Roman's Point Road followed by an evaluation of Spirit Point Road and a new road for the commercial/business park. It also promotes the completions of road improvements per Table 4-2.

#### **4.10.2.3 Airport Plan**

The Town of Bell will continue to work with The Cornucopia Club to ensure the airport is maintained and will explore the connection with the development of the adjacent commercial/business park. An expansion is recommended to improve safety. The airport should also be designated as a “public airport.”

#### **4.10.2.4 Harbor Plan**

The Plan recognizes that the harbor serves as a commercial and recreational facility. The Plan also recognizes that the harbor is a major contributor to the overall quality of life in the Town. The Town will continue to implement the Town of Bell Harbor Committee recommendations and needs to be alert to the water quality in the harbor and its effect on the beaches.

#### **4.10.2.5 Trail System Plan**

The Town will continue to enhance its connections to area trail systems to provide recreation opportunities and an alternative mode of transportation to residents and visitors. Plans will be made to link existing trails and to provide new trails to key activity centers in the Town.

#### **4.10.2.6 Public Transportation and Accessibility Plan**

The Town will continue to support BART and any other forms of public transportation.



## 4.11 Transportation Element Issues

**Issue:** There is a need to continue to provide a transportation system that efficiently transports people within the Town and to destinations outside of the Town.

**Issue:** Roads must be built to acceptable standards and maintained in a condition that is conducive to efficient transportation.

## 4.12 Transportation Element Goals And Objectives

### 4.12.1 Transportation Element Vision Statement

The Town of Bell promotes a multi-modal transportation system that includes streets, trails, walks, aircraft, boating and a link to public transportation. We have worked hard to improve the functional and aesthetic qualities of our streets. We have defined and improved the gateways to the Town so that they are aesthetically pleasing. We have worked closely with the State and County to provide safe pedestrian crossings and attractive landscaping on Highways 13 and C. We have provided connections to government owned lands. We acknowledge that quick fix approaches are wasteful and have subsequently developed a deliberate and long-term plan for addressing our transportation needs.

### 4.12.2 Transportation Element Goals and Objectives

The following goal is a broad statement that reflects the Town's vision for transportation. It represents the end that the Town is striving to attain. The objectives are specific, measurable, achievable and mark progress towards the goals. The policies are a course of action to accomplish the stated objectives.

**Goal:** The Town of Bell has a comprehensive, multi-modal transportation system that provides a safe, environmentally sensitive, and economical movement of people and goods.

**Objective:** Recognize and promote the link between a well planned, constructed and maintained multi-modal transportation system and a vibrant economy, healthy environment, and a high quality of life.

**Policy:** Ensure that the transportation system adequately serves existing and future businesses and industries.

**Policy:** Work to promote clean, healthy, and efficient modes of transportation that have minimal adverse affect on the natural environment.

**Policy:** Ensure that the transportation system contributes to a high quality of life by providing residents and others with safe, efficient, economical, and attractive ways to get to work, go shopping and recreate.



**Objective:** Enhance the functional and aesthetic qualities of State Highway 13 and County Highway C as gateway community highways.

**Policy:** Work closely with WisDOT, Bayfield County, the Wisconsin Coastal Management Program and others regarding all issues relating to highways in the Town of Bell.

**Policy:** Seek highway beautification grants to provide entrance signs, informational/directional signs, and landscaping to beautify the highway corridors.

**Policy:** Require that all improvements in the highway corridors minimize adverse environmental impacts by employing best management practices that meet or exceed WisDOT standards.

**Policy:** Work closely with WisDOT to prepare any necessary plans for safe pedestrian crossings where needed, across Highway 13 at the following locations:

§ Marinas

§ Shops

§ Boat Landing

§ Museum

§ Beaches

§ Park

§ Other areas the Town deems necessary or desirable

**Policy:** Explore the possibility of establishing Highway 13 as a "scenic byway".

**Policy:** Set enhancement of the functional qualities of Highways 13 and C as a high priority of the transportation plan.

**Policy:** Insist that before any road can be turned over to the Town that the road must meet required standards.

**Objective:** Maintain and improve the functional and aesthetic qualities of Town roads.

**Policy:** Develop and implement a plan to improve Town Roads. Set reconstruction of Roman's Point Rd. Loop as a high priority followed by Spirit Point Rd. Loop.

**Policy:** Continue to plan and set priorities for road enhancement for the proposed commercial/business park.

**Policy:** Consider the unique character of a neighborhood and the environmental conditions of an area when planning, constructing and maintaining roads.

**Policy:** Ensure that all land uses in the Town are served by adequate parking that is safe, convenient and attractive.



**Objective:** Encourage non-automobile transportation options throughout the Town that provide recreation opportunities.

**Policy:** Develop and implement a trail system and integrate local accessibility to those trails.

**Policy:** Provide strong pedestrian links between the waterfront and the business areas.

**Policy:** Continue to address issues and concerns relating to snowmobiling and ATV use on available trails.

**Objective:** Continue to provide airport service.

**Policy:** Promote the airport to aviators and aviation groups.

**Policy:** Promote the airport in recreational, tourism, and economic development promotional materials.

**Policy:** Recommend extension of the length and width of the runway to improve safety.

**Policy:** The airport will be designated as a public airport.

**Objective:** Continue to maintain and enhance the harbor to serve the water transportation needs and recreational needs of residents, businesses and tourists.

**Policy:** Implement the annual recommendations of the Town of Bell Harbor Commission.

**Policy:** Continue to work with appropriate State and Federal authorities to clean contamination in the marina area.

**Policy:** Promote the harbor as a safe and attractive gateway to Lake Superior.

**Policy:** Coordinate with the Department of Natural Resources, the Coastal Management Program, and others to address issues such as dredging, exotic marine species, boating hazards, etc.

**Objective:** Explore connecting with BART system to provide public transportation.

**Policy:** Continue to promote the specialization services of Bay Area Rural Transit Commission (BART) to provide public transportation.

**Policy:** Work with BART, other specialized transportation programs and private transportation providers (Bay Area Transport) to ensure effective transport services to the elderly, handicapped and others.



Specific actions pertaining to the Transportation Element are as follows:

Implementation Action Items	<u>Schedule</u>				Responsible Entity
	2010 to 2014	2015 to 2019	2020 to 2024	2025 to 2029	
Maintain guidelines to create and maintain safe and attractive signage on roads which meet WISDOT	X	X	X	X	Town Board
Explore development of access to recreational systems including hiking, ATV and snowmobile trails.	AS Needed				Town Board
Work with airport and harbor groups directed at improving recreational and economic development.	X	X	X	X	Town Board
Pursue development of emergency landing facilities.	X	X	X	X	Town Board
Support public transportation from Cornucopia to all areas of Bayfield County.	X	X	X	X	Town Board
Create a Capital Improvement Program to budget and delegate annual funds to allow for town road improvements.	X	X	X	X	Town Board



## 5.0 Utilities and Community Facilities Element

### 5.1 Introduction

The Town of Bell continues to ensure public services within the Town's capacity to provide such services. The maintenance and enhancement of public facilities and public recreational facilities encourages a healthy community environment. The leadership and growth is vital to maintaining the desired characteristics of the township. This chapter serves as an inventory that describes what is and what has been.

### 5.2 Infrastructure

#### 5.2.1 Water Supply

The Town of Bell's location on the south shore of Lake Superior provides a natural body of water for recreational purposes. There are inland waterways, streams, and inland lakes that provide recreational usage for the community.

Homes and businesses are responsible for providing their own water supply. The well driller is responsible for obtaining a permit through the DNR and submitting a well log report to the DNR. Most wells in the Town of Bell are artesian. The overflow is not regulated. By law, the community artesian well is tested annually.

#### 5.2.2 Sanitary Sewer System and Waste Water Treatment

The Town of Bell now provides Sanitary District One for a charted geographical area. Run by a board of directors, Sanitary District One currently operates at 65% of capacity. It serves 135 hookups, 2 lift stations, a pond filtration system and a dump station located at the Siskiwit Bay Marina.

Homes and businesses not located within the sanitary district's boundaries are responsible for their own sewer and wastewater systems. Permits are issued to the Master Plumber by the Bayfield County Zoning Department.

#### 5.2.3 Storm Water Management

Storm water runoff eventually runs into Lake Superior via road ditches, streams and ravine channels. Storm water controls and filtration systems exist in natural holding areas.

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### 5.2.4 Solid Waste Disposal & Recycling

The Town of Bell Recycling Center collects residential solid waste and white goods on a limited schedule. Adjacent municipalities collect white goods and hazardous materials. Burning permits are available through the Fire Warden. WLSSD, in Duluth, Minnesota, provides a compost pile.



Figure 5-1. Town of Bell Recycling Center. Note Waste Treatment Center in the background. Photo credit, Ray Kiewit, town of Bell Supervisor.

### 5.2.5 Power Supply and Power Plants

The 2007 XCEL Energy transformers upgrade adequately support the expanding outlying areas and manufacturing. It is a standard voltage; 12.5 3-phase distribution voltage, 7200 single. Bayfield Rural Electric supplies power to a charted geographical area with a 7200-distribution voltage.

### 5.2.6 Telecommunications and Internet Access

The current cellular and internet connections in the Town of Bell are limited. Chequamegon Communications Cooperative (Cheqtel) provides telephone, cable TV and DSL internet. The range for cable TV is one mile from the Cheqtel service building across from the Community Center on Cty. Hwy. C. DSL internet is available within a 4 mile radius of the same service building. A dial-up Internet connection service is also available to all Cheqtel customers.

### 5.2.7 Recreational Facilities

The Town of Bell and surrounding areas provide year-round recreational opportunities. There are parks and playgrounds in town - Community Center, Green Shed/Museum, Swenson's Pavilion, Cornucopia Town Beach and Siskiwit Lake Park. There are campgrounds at the Siskiwit Bay Marina, Siskiwit Lake Park and South Shore



Campgrounds. Public swimming beaches are located at Siskiwit Lake Park, Cornucopia Town Beach, Corny Beach, and Lost Creek Road. Boat landing/launches and docks are available at Siskiwit Lake, Siskiwit Bay Marina, and the Town Marina. Recreational facilities/programs available to the community include: baseball, tennis, basketball, skating, volleyball, crafts, and a vocal ensemble. Hiking trails available to the community include Spring Creek, Lost Creek, and Glacial Kettles. There are designated snowmobile, ATV, crosscountry skiing, hiking, and snowshoeing trails available at the U.S. Forest Service's Valhalla Recreation Area.

WISDOT does not provide a walkway across Highway 13 linking the waterfront business area to the inland business district.

### **5.3 Public Lands**

See Chapter 8, Intergovernmental Cooperation, for detailed descriptions of the following public lands.

#### **5.3.1 Town Land**

The Town of Bell owns scattered parcels of land throughout the Town totaling 723 acres. A complete listing of parcels and recommended management are listed in Appendix G. Some more notable parcels include 240 acres along the Siskiwit River, 273 acres on Spirit Point where the sewage treatment plant, airport and recycling center is located and the 14 acre Siskiwit Bay Park located on the shore of Lake Superior.

#### **5.3.2 State Of Wisconsin**

The WDNR, Wisconsin Department Natural Resources, owns the 713-acre Lost Creek Bog Natural Area located at the junction State Highway 13 and County Highway C in Cornucopia, and west on Blueberry Lane about 1.3 miles to its end.

#### **5.3.3 County Land**

Bayfield County manages 14,278 acres in the Town of Bell under the Bayfield County Forest Comprehensive Land Use Plan (2006-2020).

#### **5.3.4 Federal Land**

The United States Forest Service (USFS) manages approximately 10,900 acres of land in the southern 1/3 of the Town of Bell as part of the Chequamegon-Nicolet National Forest (CNNF). There are no other federally owned lands in the Town of Bell, although the Apostle Islands National Lakeshore (AINL) occurs to the east of the Town of Bell. The 21 Apostle Islands and 12 miles of mainland host a unique blend of cultural and natural resources.



## **5.4 Community Facilities and Service**

### **5.4.1 Law Enforcement**

The Bayfield County Sheriff's Department is the primary service.

### **5.4.2 Fire Department**

The Town of Bell Volunteer Fire Department provides fire protection. Cornucopia has a mutual aid agreement with Clover, Port Wing, Iron River and Washburn.

### **5.4.3 Facilities**

The community facilities include: the Community Center which houses the Historical Society and the Sanitary District, the fire hall and garage, the Town garage, the recycling center, the sanitary collection and treatment sites, and the Green Shed which houses the museum.



Figure 5-2. Town of Bell Community Center. Photo credit, Ray Kiewit, Town of Bell Supervisor.

### **5.4.4 Search and Rescue**

The United States Coast Guard Auxiliary members provide search and rescue aid to mariners. The Siskiwit Bay Marina serves as a base station of operation equipped with a marine FCC radio channel and telephone land contact.

### **5.4.5 Snow Removal**

The Town of Bell plows all town roads following snowfalls and offers residential snow removal services.



## **5.5 Education Facilities**

### **5.5.1 Primary through Secondary Education**

Public Education is in the South Shore School District. The facility is located in Port Wing and bussing is available.

### **5.5.2 Job Training and Higher Education**

Technical schools, community colleges, private colleges, and universities are available within a 90-mile radius. Public internet access for on-line learning is not available for the public in the Town of Bell.

### **5.5.3 Community Education**

Lifelong learning through WITC offers opportunities in a variety of classes and workshops in various venues and locations within a 60-mile radius.

## **5.6 Public Library Facilities**

The nearest physical libraries are located in the cities of Washburn, Bayfield and Ashland. There is a pick up service for the Northern Waters Library located in Cornucopia.

## **5.7 Child Care Facilities and Services**

There are no child care facilities available in the Town Of Bell.

## **5.8 Healthcare Facilities and Services**

The volunteer CORE program offers assistance for senior residents. Physical healthcare facilities and services are available within a 30-mile radius. Bayfield County supports some assistance programs and services.

See Transportation Chapter for more details.

### **5.8.1 Hospitals, Clinics and Other Healthcare Facilities**

Washburn, Wisconsin offers the nearest health clinic. Nearby cities of Ashland and Superior, Wisconsin provide hospitals, clinics and other facilities. Nearby towns of Iron River and LaPointe, Wisconsin offer healthcare clinics.



### **5.8.2 Ambulance Service**

Volunteer EMT's provides emergency care and ambulance transportation. Service is provided to the Cornucopia, Herbster, Port Wing, Orienta, areas. A Jaws of Life was purchased through organization of these mutual communities. Helicopter transportation is available through Superior, Wisconsin and Duluth, Minnesota.

## **5.9 Utilities and Community Facilities Issues**

**Issue:** There is a need to continue to provide basic public utilities to accommodate business growth.

**Issue:** The Town citizens desire to enhance non-motorized recreational opportunities.

**Issue:** There is a need to for improvement of telecommunications services.

## **5.10 Utilities and Community Facilities Goals and Objectives**

### **5.10.1 Utilities and Community Facilities Vision Statement**

The Town of Bell will continue to provide and maintain adequate facilities and services to meet the needs of the Town.

### **10.2.5 Utilities And Community Facilities Goals And Objectives**

**Goal:** Ensure adequate provision of public services.

**Objective:** Commit to improve public service operations in order to reduce their environmental impact.

**Policy:** Encourage businesses to participate in State and Federal green programs.

**Objective:** Enhance the maintenance of existing public recreational lands, trails and facilities in the Town by:

1. Preventative and vigilant maintenance of structures, amenities and space in the Town's boat landings, marina, campground and parks.
2. Expanding use of Community Center as a recreational program center.
3. Expanding the condition and use of the airport.
4. Providing clean and safe access to all public beaches and trailheads.



- Policy:** The Town will continue to provide the necessary resources to maintain good repair of all existing public recreational facilities and trails.
- Policy:** Support measures for recreational development.
- Policy:** Develop Town land for parks and year-round gathering spaces.
- Policy:** Develop Siskiwit River access off Stage Road as a non-motorized sportsperson's recreational area.
- Policy:** Upgrade all public restroom facilities to accommodate the demand.
- Policy:** Support measures for a crosswalk over Highway 13 to link the waterfront with the business district.

- Objective:** Expand on the current uses of the Community Center to meet the cultural and fundamental needs of the community by:
1. Providing a space for learning opportunities.
  2. Combining high-speed internet computer access and library services.
  3. Continuing to operating the center as a year-round gathering place.
  4. Utilize the space as a community resource center.
- Policy:** Create a Town job to fill the role of a public facilitator at the Community Center.

- Objective:** Increase coordination of the management development and redevelopment of public and private utilities and facilities including:
1. airport
  2. waste water
  3. regulation of overflowing wells
  4. telecommunications infrastructure suitable for economic development
  5. sanitary collection
  6. solid waste-recycling
  7. storm water
  8. dredging
- Policy:** Develop a responsible stewardship plan for storm water and overflow management.
- Policy:** Work with communications providers to upgrade telecommunication infrastructure.
- Policy:** Increase the solid waste disposal and recycling facility services to accommodate the needs of the users.
- Policy:** Introduce alternative energy methods for utilities and community facilities.



**Objective:** Encourage residents to volunteer for the fire department, EMS service and to serve with the Coast Guard Auxiliary.

Specific actions pertaining to the Utilities and Community Services Element are as follows:

Implementation Action Items	<u>Schedule</u>				Responsible Entity
	2010 to 2014	2015 to 2019	2020 to 2024	2025 to 2029	
Explore the feasibility and local support for creating a Town of Bell job position as a Community Center facilitator.	X				Town Board
Investigate options for promoting recreational opportunities, including the funding source.	X	X	X	X	Parks and Lands Committee
Determine if it is economically feasible to expand or create a sanitary district per lakeshore neighborhoods.	As Needed				Sanitary District
Develop guidelines for storm water run-off and well overflow stewardship.	X				Town Board Appointed Committee
Annually review the solid waste and recycling services.	X	X	X	X	Town Board (at the annual meeting)
Look for opportunities to relocate the XCEL energy substation away from the waterfront.	X	X	X	X	Town Board
Support measures for a crosswalk over Highway 13 to link the waterfront with the business district	X	X	X	X	Town Board



## 6.0 Agriculture, Natural & Cultural Resources Element

### 6.1 Introduction

Residents overwhelmingly responded to maintain and enhance the beauty and rural character of the Town of Bell. They felt that preserving and enhancing the agricultural, natural, historical and cultural resources of the town would maintain the quality of life residents and visitors have become accustomed to enjoying. Agricultural, natural and cultural resources contribute to the economic sustainability of the town through tourism revenue and income from sustainable forestry practices.

### 6.2 Natural Resources

#### 6.2.1 Soils

Soil surveys for Bayfield county have been recently completed. The best information available that gives a broad description of soils in the Town is the Land Type Association (LTA) information collected by a number of State and Federal agencies and is housed at the Wisconsin Department of Natural Resources (WDNR). LTA's are a broad soil classification system based on similar patterns of glacial landforms, depth of bedrock, bedrock type, topographic roughness, soil parent material, regional hydrology and presettlement vegetation. A map of Land Type Associations can be found in Appendix A. Three LTA units are found in the Town of Bell:

Bayfield Lake-Modified Till Plain (212Ya02): This LTA is found on the lake plain nearer to Lake Superior. The characteristic landform pattern is a hilly modified lacustrine moraine with deep v-shaped ravines. Soils are predominantly a well drained complex of clay, loam and sand over a layer of clayey or loamy till or outwash. Although surface textures include silt loam, loamy fine sand and sand, general textures are clay and sand. Drainage classes include well drained, moderately well drained and somewhat poorly drained.

Bayfield Rolling Outwash Barrens (212Ka04): This LTA occurs mainly in the central portions of the Town. The characteristic landform pattern is collapsed outwash plain with lakes common, although inland lakes are not very common in the town of Bell. Soils are predominantly excessively drained sand over outwash. Surface textures are

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loamy sand and sand with textures being generally sandy. This LTA is excessively drained.

Bayfield Rolling Outwash and Washed Till (212Ka07): this LTA occurs on the southern fringes of the Town of Bell. The characteristic landform pattern is rolling collapsed outwash plain and moraine. Soils are predominantly excessively drained loamy sand over outwash or acid loamy sand debris flow. Surface textures are loamy sand with the general texture being sandy. Drainage classes include excessively drained and well drained.

#### **6.2.1.1 Brownfields**

Brownfields are abandoned or underutilized properties where expansion or redevelopment is hindered by real or perceived contamination. The WDNR has a brownfield program in their Bureau for Remediation and Redevelopment section that assists communities in identifying and premeditating brownfields. As of January 2006 there was only one open leaking underground storage tanks (LUSK) case and no environmental repair case per WDNR. In a letter from Christopher Saari, Hydro-geologist, it states that the property is identified as "Siskiwit Bay Marina (03-04-102647). Mr. Saari informed the Town that the present owner along with the DNR are proceeding as expeditiously as possible to remedy this contamination. It must be noted that the contamination occurred in the past at the turn of the 20th century and through the past owners during the 20th century until recent times. The present owner was not involved in causing the contamination.

#### **6.2.2 Topography**

The Town of Bell covers approximately 60.4 square miles (38,656 acres). The Town is bordered by Lake Superior to the north, the Town of Bayfield to the east, the Town of Washburn to the south and the Town of Clover to the west. The southern ½ of the Town contains some of the highest elevations in Bayfield County, reaching 1,280 feet above sea level. This area is a portion of the Washburn Ranger District on the Chequamegon-Nicolet National Forest known as “the barrens.” The topography drops gradually through a series of rolling hills toward Lake Superior (elevation 615 feet above sea level). Most of the rolling topography in the southern portion of the town is forested. Refer to Map A-1 in Appendix A.

#### **6.2.3 Surface Waters**

The Town of Bell is situated in the Bayfield Peninsula Northwest Watershed, which is a grouping of several streams flowing into Lake Superior. Runoff mainly drains into Lake Superior mainly via two regionally important streams: the Siskiwit River and its tributaries and Lost Creek. The Siskiwit River is classified as a Class I stream from Siskiwit Lake and a spring source in Section 24, T.50N, R.6W to Siskiwit Falls and as a Class II stream from Siskiwit Falls downstream to Lake Superior. The Siskiwit River



supports a population of spawning anadromous fish. Lost Creek No. 1 and No. 2 are both classified as Class II streams.

#### **6.2.3.1 Siskiwit River Watershed**

Dennis Pratt, WDNR Senior Fisheries Biologist provides the following information: “The Siskiwit River originates in Siskiwit Lake and flows through Little Siskiwit Lake, before emptying into Siskiwit Bay on Lake Superior. From the outlet of Siskiwit Lake downstream to Siskiwit Springs in Section 24, T.50N, R.6W, the water quality is characterized by high temperatures, acid pH and dark brown color. This river reach supports primarily forage species. From the springs, water quality improves and allows trout survival. For the five-mile stretch from the springs to Siskiwit Falls, the river is classified as Class I trout water for brook, brown and rainbow trout. This segment of river is also considered an exceptional resource water. Below the falls to the mouth, the stream is Class II trout water because of its lack of gravel spawning areas. Rainbow trout, brown trout, chinook and coho salmon migrate from the Lake Superior to spawn. The Siskiwit River also supports spawning northern pike, bullheads, suckers and spottail shiners.

At the mouth of the river, Cornucopia Harbor provides a mooring and docking area for commercial and sport fishing operations and private recreation. A pier juts out from the mouth, forming a sheltered beach area and safe harbor. The most recent sediment sampling in the harbor did not indicate contaminants at levels higher than background levels typical of the region.”

The location of the mouth of the Siskiwit River has been in flux over time. The channel has experienced changes due to natural and man-made processes. There is photographic evidence that the river entered Siskiwit Bay, which is located approximately 1/4 mile east of the marina, in the early 20<sup>th</sup> Century. There is also speculation that the river entered the bay on the current Corny Beach property later in the century. It is believed that the current channel was re-located to its present location, either by the local timber companies or by a flood event during the logging era.

There is concern that in its present location the river poses a serious threat of catastrophic flooding which could take out two important utilities, Bell Sanitary District Wastewater Treatment facilities and the ECEL Energy power station. Such an event could also disrupt transportation to and from Cornucopia, mail service, as well as destruction to structures in the town.

In addition the Town’s harbor must be dredged on a regular basis due to heavy silt deposits coming down the Siskiwit River. Corp of Engineers’ figures show that over \$490,000 has been spent dredging the harbor since the 1970 and project the cost to reach more \$1 million dollars between 2005 and 2040. The heavy siltation is a result of losses of up-stream bank vegetation and streambank erosion. Some of this loss can be attributed to heavy beaver activity in the drainage.



Funding has been approved for a Corps of Engineers study to determine the feasibility of relocating the mouth of the river.

### Lakes

The Siskiwit River watershed contains three inland lakes.

Siskiwit Lake, located in Sections 20 and 21, T.50N, R.6W, has a surface area of 330 acres and a maximum depth of 13 feet. It is a soft water, drainage lake at the headwaters of the Siskiwit River. It has two small swamp drainage inlets that have low flows in the spring and are intermittent during the summer months. The outlet has no control structure, but instead, flows through a maze of logs, stumps and rocks to Little Siskiwit Lake. The water is dark stained with low transparency and has a slightly acid pH. The bottom of the lake is predominantly sand and gravel. The lake sustains populations of walleye, smallmouth bass, black crappie, yellow perch, pumpkinseed, bluegill and white sucker. A hardwood swamp and upland hardwoods are the predominant shoreline vegetation. The 101 acres of adjoining wetlands provide nesting habitat for ducks and migratory waterfowl. Round Island (2.3 acres) and Long Island (2.0 acres) are present in the lake. Developments consist of numerous private permanent and seasonal homes, a town campground and boat landing located on the north shore of the lake.

Little Siskiwit Lake, located in Section 22, T.50N, R.6W, has a surface area of 37 acres and a maximum depth of 16 feet. The lake is a soft water lake on the Siskiwit River. Periodically a large beaver dam impounds the outlet flow. The most abundant fish species are walleye, yellow perch, black crappie and pumpkinseed. The lake is bordered by bog on the west, a fresh meadow marsh on the east and mixed hardwoods and pine along the remaining two sides. Shoreline bottom is mostly sand and rock with a small area of muck bordering the bog at the west end of the lake. In addition to beaver, muskrat are common on the lake. The adjoining wetlands also provide nesting habitat for ducks. There is some private development but no public access or frontage.

Perch Lake, located in Section 22, T.50N, R.6W, has a surface area of 22 acres and a maximum depth of 12 feet. It is also a soft water lake that is landlocked and subject to winterkill, but does support some largemouth bass, walleye and panfish. It is surrounded by upland except for a narrow band of fresh meadow on the north end of the lake and a narrow band of leatherleaf bog on the south end. A few mallards and wood ducks nest on or near the lake, but other waterfowl use is light. The only public access is maintained by the county and is located on the north end. Private development on the shoreline has been occurring on the lake over the last 10-15 years. About 1/5 of the shoreline is in Bayfield County ownership.

#### **6.2.3.2 Lost Creek Watershed**

Mr. Pratt offers the following information on Lost Creek. “These three streams empty into sloughs that drain into Lake Superior's Siskiwit Bay. Lost Creek No. 1 just south of Cornucopia near County Highway C, is a small, spring-fed stream considered a Class II



brook trout stream that also supports migratory runs. It is shallow, sandy and has little in-stream cover.

During survey work conducted as part of the coastal wetlands evaluation, one rare species of macroinvertebrate was found in Lost Creek No. 1 and overall species richness was moderate (5-24 species) (Epstein 1997). The survey noted that low flows have a significant impact on in-stream habitat quality and some bank erosion.

Lost Creek No. 2 is similar to Lost Creek No. 1. It too, is a Class II brook trout water. During the coastal wetlands evaluation, no rare species of macroinvertebrate were found in Lost Creek No. 2 and overall species richness was moderate (5-24 species) (Epstein 1997). The survey noted that significant silt and stream bank erosion affected in-stream habitat quality.

Unlike Nos. 1 and 2, Lost Creek No. 3 is a warm water drainage stream subject to wide fluctuations in water levels and turbid water conditions are common. The creek supports only minnows. During the coastal wetlands evaluation, one rare species of macro invertebrate was found in Lost Creek No. 3 and overall taxa richness was moderate (5-24 species) (Epstein 1997). The survey noted some turbidity.

The three streams join at the Lost Creek Natural Area at the western end of Siskiwit Bay. This is an extensive coastal wetland that provides habitat for unique plants, shorebirds and fish. The estuary and surrounding wetlands of the three creeks provide important habitat for lake cress, a plant considered endangered in Wisconsin. The estuary provides spawning habitat for northern pike and supports several species of forage fish. The lower reaches of these three creeks are in a combination of state and private ownership. There has been development along the Siskiwit Bay shoreline that shelters the wetland. The Lake Superior Binational Program identified this area as important to the integrity of the Lake Superior ecosystem for threatened or endangered species habitat, coastal wetlands, fish spawning and wildlife nursery grounds. The coastal wetlands evaluation identified this area as a priority wetlands.”

#### **6.2.3.3 Siskiwit Bay**

The Siskiwit River and Lost Creek drain into Siskiwit Bay which is bounded by Spirit Point to the east and Roman Point to the west. The bay provides spawning habitat for lake whitefish. Shorebirds use the sand beaches of the bay. The mouth of Lost Creek, Spirit Point, Roman Point and the bay shoreline are in private ownership. The mouth of the Siskiwit River occurs on both private property and Town of Bell lands. Upstream areas of the Siskiwit River are in county forest and private ownership. The Lake Superior Binational Program identified Siskiwit Bay and the river as important to the integrity of the Lake Superior ecosystem for fish and wildlife spawning and nursery grounds.

Past water quality sampling by the University of Wisconsin - Superior, indicated fecal coliform counts were once elevated. But this was prior to the construction of the new Bell Sanitary District Wastewater Treatment Plant.



An un-named tributary to Mawikwe Bay entering the lake at Section 24, T.51N R.6W has been designated an exceptional resource water. This stream is listed as a Class I trout stream for brook trout in *Wisconsin Trout Streams*. We have little other information for this stream.

#### **6.2.4 Groundwater**

The State of Wisconsin has an abundance of groundwater. But the growing concern about the quality of groundwater is an issue. Residents in Bell get their drinking water from the ground. There are no municipal water systems in Cornucopia, the largest community in the Town. Private wells in Cornucopia and along the Lake Superior shoreline derive their water from either an artesian water source or drilled well down to the water table. The water table in the northern portions of the Town of Bell is between the zero and 20 feet. Some of these systems may be perched systems. The water table in the higher southern half of the Town varies from 20 to several hundred feet deep.

Human activities can have a major impact on both the quantity and quality of groundwater resources in the region. Withdrawal of groundwater for personal consumption or land use activities have the potential to significantly impact regional aquifer levels if taken at a greater rate than it is replenished. High capacity wells for such uses of golf courses, irrigated crop production and some industry (none of which currently exist in the Town of Bell) could have major impacts on groundwater use. Note that individual home wells have smaller impacts on ground and surface water quantities than commercial uses.

The majority of the Town of Bell has a low susceptibility to groundwater contamination especially in the clay plain. Areas with medium susceptibility are located directly along the Lake Superior shoreline and where the clay grades into the sand barrens. The sand barrens are highly susceptible to contamination because of their porosity. Water quality can be affected by land use activities, especially in areas where there are direct conduits to groundwater such as old well casings, fractured bedrock areas of highly permeable soils and where the water table occurs at the ground surface. Practices such as minimizing fertilizer and herbicide use on lawns, especially near well casings and surface water, proper storage of chemicals and petroleum products, designating wastewater treatment sites down gradient from a well casing, identifying and properly identifying abandoned wells no longer in use, lining manure pits can all contribute to maintaining high water quality.

#### **6.2.5 Floodplains**

Flood plains in the Town of Bell consist of the Lost Creek sloughs, areas along the Siskiwit River and un-named wetlands on the south shore of Lake Superior. Federal Emergency Management Administration (FEMA) maps are available through Bayfield County's Zoning Office for the Cornucopia area and the Town of Bell. Floodplains are regulated under county zoning ordinances.



The goal of Wisconsin's Floodplain Management Program is to protect people and their property from unwise floodplain development. Through floodplain zoning, state and local governments regulate how development can actually occur within floodplains. Under this program, Wisconsin's counties, cities and villages are required to zone their flood-prone areas. The state has set minimum standards for local regulation, but local governments can set more restrictive standards (<http://dnr.wi.gov/org/water/wm/dsfm/flood/>).

Areas that are considered floodplains should be restricted from development because of the flooding potential and the subsequent risk to life and property. Floodplains are meant to flood during spring runoff and rain events. Altering these systems reduces the capacity of the area and allows runoff to find another avenue to its final destination (Lake Superior) causing erosion and sedimentation to occur along the way.

Two hundred fifty-two (56%) respondents to the Town of Bell land use survey favored promoting the restoration and preservation of the Lake Superior shoreline, including Lost Creek Bog and the Siskiwit River system from further erosion and decline. Only 34 respondents (7%) did not favor restoration and preservation of these resources.

#### **6.2.6 Beaches**

The Cornucopia Beach that stretches for approximately 2 miles along Lake Superior is a prominent feature in the Town of Bell. The beach enhances the rural quality of life for the residents and is a significant draw for tourists. About ½ mile of the beach is public with the remainder being privately owned. The public portion of the beach is the only beach in the area with a marina. Privately owned beach land is the most intensely developed area in the Town of Bell.

#### **6.2.7 Wetlands**

The WDNR owns the 713 acre Lost Creek Bog Natural Area located at the junction of State Highway 13 and County Highway C in Cornucopia, and west on Blueberry Lane about 1.3 miles to its end. Lost Creek Bog features a Lake Superior estuarine system at the drowned mouths of three small creeks (Lost Creek 1, 2, and 3) where they empty into Siskiwit Bay. A coastal barrier sand spit forested with spruce and pine separates the wetlands from the lake. Shore fen, grading to open sedge bog, shrub swamp, and northern wet forest dominated by tamarack are the major vegetative communities in the natural area. The fen is well developed on the west and north sides of the lagoon, with a mat composed of woolly sedge, bogbean, sweet gale, and cotton grass. Boggy areas are dominated by sphagnum mosses, sedges, leather-leaf and other ericaceous shrubs. Lost Creek 1 and 2 are flat, shallow, cold water streams with sandy bottoms that sustain a small brook trout population. Lost Creek 3 is a warm water drainage stream supporting minnows. The emergent marsh at their confluence harbors the largest known Wisconsin population of the state-endangered lake cress (*Armoracia lacustris*). Flora of the marsh is composed of lake sedge, water arum, marsh cinquefoil, and cat-tail. Bur-reed, water milfoil, yellow water-lily, common bladderwort, and pondweeds are among the



submergent and floating-leaved species in the marsh. Several rare plants and animals have been recorded in the natural area, including dragon's-mouth orchid (*Arethusa bulbosa*), livid sedge (*Carex livida*), Hooker's orchid (*Platanthera hookeri*), bog fritillary butterfly (*Boloria eunomia*), and bog copper butterfly (*Lycaena epixanthe*). Uncommon nesting birds recorded here are yellow-bellied flycatcher, evening grosbeak and merlin. Migratory waterfowl and other water birds make extensive use the site. Lost Creek Bog is owned by the DNR and was designated a State Natural Area in 1993. Other smaller wetlands are widely scattered throughout the Town of Bell. Although small in size they are important ecosystems that provide water purification, wildlife habitat and scenic values

### 6.2.8 Vegetation

The composition of the original forests in the Town of Bell prior to European settlement is based on data collected at the time of the first land surveys in the mid-1800's . The southern 1/3 of the town, located on sandy soils, was dominated by red and white pine, both growing in mixed and relatively pure stands. According to the original survey notes, some of the red and white pine trees used for bearing trees ranged in size from 20 to 30 inches in diameter. Other areas were probably dominated by jack pine, in some cases growing in savannah-like conditions. The central portion of the town supported a mixed conifer/deciduous forest that probably included white and red pine, sugar maple oak and yellow birch. The northern portion of the town more than likely supported a mixture of



**Figure 6.1.** Closed canopy red and white pine forest similar to that pictured historically dominated the southern part of the Town. Photo credit: Library of Congress, courtesy of the Great Lakes Ecological Assessment.

beech, sugar maple, hemlock, yellow birch, red and white pine. Small areas of boreal forest may have occurred in the northern portions of the Town. Areas adjacent to Lake Superior consisted of slough areas supporting wetland vegetation that included white cedar, black spruce, tamarack and hemlock.

Large-scale timber harvest took place between the late 1800's and 1920's on the Bayfield Peninsula. Most of the timber was high-graded (removal of the most commercially valuable trees) leaving residual tree stands composed of unhealthy, small-sized or poorly formed trees.

Timber harvest was followed by often-severe slash fires and then by agriculture. Agriculture in the sandier pine areas in the southern portions of the town was often unsuccessful. The era of "high-grade" logging and subsequent severe fires that took place contributed greatly to the current forest composition and structure. Pioneering



species dependent upon relatively severe disturbance for their regeneration and persistence, such as oak, aspen and birch, are more prevalent today than if these logging related slash fires had not occurred. During the Great Depression of the 1930's the Civilian Conservation Corps (CCC) planted thousands of acres of red and jack pine in the southern portions of the Town, mainly on what is now the Chequamegon-Nicolet National Forest,

Using descriptions found in the Bayfield County Land Use Plan (2003) and the Chequamegon-Nicolet National Forest Land and Resource Management Plan (2004) the Town of Bell's predominant cover now consists of northern forest, conifer, pine barrens, grasslands, wetlands, bogs and riparian areas. These vegetative communities are described in more detail by Kotar (2002) and the WISCLAND (1993) database.

Northern Forest: This community contains mixed deciduous and coniferous forests. Second growth aspen is a significant component of this community. The climax habitat type is predominantly sugar maple; however drier conditions do not allow sugar maple to develop to its full potential. Therefore, the more shade-intolerant species such as yellow birch, white ash, oak and white pine will usually dominate the climax habitat type. Red oak and white pine experience excellent growth if they occupy a dominant crown position.

Conifer: The southern 1/3 of the town of Bell is dominated by red and jack pine, mixed conifer-hardwood and aspen forests. Natural and plantation stands are the most prevalent, but both hardwoods (mainly red oak) and aspen are well represented. Numerous small to medium patches up to hundreds of acres characterize the area. Young forests, small permanent openings, and mixed stands of pine-oak are commonly interspersed throughout the area.

Pine Barrens: The extreme northern portion of a pine

barrens area occurs along the southern boundary of the Town. Unevenly spaced jack and red pine dominate, with a component of scrub oak, aspen and other trees. Because of patchy tree regeneration in some areas some small (<10 acres) open patches remain, usually with a strong component of grasses, forbs and shrubs. The US Forest Service (USFS) is currently managing the area to restore pine barrens conditions.



**Figure 6.2.** A typical red pine plantation ready for the first thinning. Photo credit: Bob Raade, Washburn Ranger District, Chequamegon-Nicolet National Forest.



Grasslands: Both natural and man-made grasslands are characterized by the absence of trees and large shrubs and the dominance of small upland shrubs.

Wetlands, Bogs and Riparian Areas: These communities are characterized by soils or substrate that are periodically saturated or covered by water and further identified by vegetation types, soil characteristics, and high water quality.

Aquatic Communities: These communities include springs, ponds, lakes, streams, and rivers. They are also characterized by water quality and hydrogeology conditions. These small communities are widely scattered throughout the Town of Bell.

## **6.2.9 Wildlife Habitat**

The Town of Bell provides habitat for a diverse population of wildlife including white-tailed deer, black bear coyote, red fox, beaver, river otter, mink, red and gray squirrel, goldfinch, black-capped chickadee and ruffed grouse. In addition the Town provides nesting and feeding sites for several avian species including sharp-shinned hawks, coopers hawks, broad-winged hawks, red-tailed hawks, northern harriers, kestrels, merlins, great-horned owls, songbirds, several species of ducks and geese.

Biological communities found in the Town of Bell include northern hardwoods, pine barrens, grasslands, wetlands and riparian areas. The Bayfield County Land Use Plan (2003) describes wildlife habitat that can be found in each biological community as follows:

Northern Hardwoods: This community provides the best opportunity to manage for white-tailed deer, black bear, ruffed grouse and woodcock. The Lake States aspen forest types of all ages are vitally important habitat for 116 species of birds, and numerous species of mammals, and several species of amphibians and reptiles. A wide variety of non-game birds and mammals are associated with uneven-aged hardwoods, mainly red oak with smaller areas of red maple and sugar maple. Smaller inclusions of eastern hemlock, basswood and yellow birch also provide micro-habitats for several species of wildlife. Red oak within the hardwood community is important to many wildlife species. Red oak acorns provide food for many wildlife species in fall and winter months when food is generally scarce. Maple, basswood and birch forests provide the best opportunities to manage for interior forest species such as goshawk and pileated woodpecker. Quaking aspen and big-toothed aspen of all age classes provides habitat for several important game species in the town, particularly ruffed grouse, white-tailed deer and black bear. Lowland consisting of black ash, red maple, spruce, fir and cedar provide winter food and cover for many wildlife species, especially white-tailed deer, snowshoe hare, bobcats and fisher.

Pine Barrens: This community is considered to be one of the most endangered communities in the State of Wisconsin, due mainly to heavy timber harvest in the late 19<sup>th</sup>-early 20<sup>th</sup> Centuries followed by dense planting of jack and red pine.



Pine barrens provide habitat for sharp-tailed grouse, upland sandpipers, badgers and eastern bluebirds. Various habitat types within Wisconsin pine barrens communities, including pine and oak savannah, support at least ten species of birds, 30 mammals, 25 amphibians and reptiles, 33 species of butterflies and moths and 134 plant species. Many barrens species, such as sharp-tailed grouse, upland sandpiper and big bluestem, are rare since less than one percent of the original barrens of Wisconsin still exist today. The open nature of the barrens habitat provide an abundance of forage for deer while pine stands provide thermal cover during winter. The USDA Forest Service and Bayfield County have been working to re-establish pine barrens conditions in the southern portions of the town of Bell and northern Bayfield County over the last several years. The main techniques of restoring pine barrens conditions is through the use of timber harvest and prescribed fire.

Grasslands: Grasslands of various types provide essential habitat for some species of birds, mammals, reptiles and amphibians. Grasslands larger than ten acres attract many songbirds and raptors that will only nest in large open areas with grass cover and few trees. Smaller grasslands in forested areas provide feeding areas for deer, forest songbirds and mammals. Wildlife using all sizes of grasslands includes red-tailed hawk, leopard frogs and woodcock.

Wetlands and Riparian Areas: Forests in the Town of Bell contain several natural wetlands comprised of cattail marshes, sedge meadows, bogs, lakes and streams. These wetlands and riparian areas provide habitat for a vast number and variety of wildlife, plants and insects.

#### **6.2.10 Threatened and Endangered Species**

The WDNR's Natural Heritage Inventory Database indicates that several threatened species and species of special concern and/or communities have been documented in the town of Bell. There are no endangered species documented as occurring in the Town. Most species are associated with emergent marsh, submergent marsh and bog fens located in the Lost Creek and Siskiwit River watersheds and along the shoreline of Lake Superior. Threatened species and species of concern and their habitat are listed in Appendix D. Appendix D also describes plant communities of special concern.

#### **6.2.11 Invasive Species**

The Town of Bell, like most of the State of Wisconsin, faces an onslaught of invasive species from other regions and countries. These non-native plants, animals and pathogens displace native species, disrupt ecosystems, and harm recreational activities such as fishing, boating, and hiking. They also damage commercial, agricultural, and aquacultural resources.

Because they lack the predators and competitors they faced in their homelands, invasive species can spread rapidly and aggressively. Controlling invasive species is difficult, and



getting rid of them is often impossible. People play a major role in spreading invasive species, and can also help keep them from spreading.

Invasive species are a known threat to the aquatic and terrestrial resources of Wisconsin. Current state and federal laws on invasive species are inconsistent between species groups. For some, such as fish and forest insects and diseases, there are a number of existing laws that give the Department of Natural Resources (DNR) and the Department of Agriculture, Trade and Consumer Protection (DATCP) authority to regulate them in some ways. For other groups of species, such as terrestrial plants, existing state and federal laws are very limited and there are no state agencies with regulatory authority.

The DNR is working on new proposed rules that would establish a fairly consistent classification and regulatory system for all listed invasive species. The rules will set specific restrictions on actions such as sales, transporting and planting or releasing certain species to the wild. It will allow DNR to work with local units of government and landowners to quickly contain new infestations of species likely to become problematic. The (DNR) and the Wisconsin Council on Invasive Species have been working to develop rules to classify and regulate invasive species. The rule will identify invasive species in each specific category based on the criteria and will place restrictions on those species that are classified as prohibited or restricted. Regulatory controls may also be placed on pathways of introduction or spread of invasive species (e.g., firewood brought in from out-of-state).

A list of invasive species and potential invasive species can be found in Appendix E.

### **6.3 Climate**

Because of its proximity to Lake Superior, temperatures in the Town of Bell are somewhat moderated by the lake. Near Lake Superior, temperatures in the winter tend to be warmer while the temperatures in the summer tend to be cooler. There are 140 to 160 growing days in the Town of Bell. The average date of the last killing frost is between May 31<sup>st</sup> and June 6<sup>th</sup>.

Snowfall tends to be greater in the Town of Bell than in the southern portion of the County, averaging about 75 inches per year. Average annual precipitation is approximately 28 inches, slightly below the state average.

The average annual temperature of Bayfield County is 41° F. Again, temperatures by the lake can be much cooler in the summer. From early fall through early spring, prevailing winds are westerly. During the balance of the year, the winds are generally easterly.



## **6.4 Agricultural Resources**

The Town of Bell has tracts of agricultural land totaling about 150 acres according to the 2006 tax roll. Only two farms are known to be active in the raising of beef cattle, pigs poultry and vegetables. There is a second farm in the early development stages. Grassland is the most prominent crop in the Town and is used primarily for pasture and for baled hay.

Less than 1% of the town is comprised of agricultural acres (these statistics do not include acreage enrolled in non-taxable programs or in the assessment class labeled “other”).

## **6.5 Metallic & Nonmetallic Mineral Resources**

There are no metallic mines located in the Town of Bell. One nonmetallic mine (gravel pit), owned and operated by the Town of Bell, is registered with the Bayfield County Zoning Department. In 2002, Bayfield County adopted a Nonmetallic Mining Ordinance as required by Wisconsin legislation. Under Wisconsin’s NR135, all mines must have an operation and reclamation plan by August 1, 2004. These plans must include provisions for protecting natural resources, operating, mine closure and aesthetics. Plans must be approved by the county Land Conservation Department and the Bayfield County Zoning Committee.

## **6.6 Historical & Cultural Resources**

Historic and cultural preservation is the protection rehabilitation, restoration and reconstruction of cultural resources (A Guide to Smart Growth and Cultural Resource Planning, 2003). Cultural resources include areas, communities, sites, structures, and objects having historic, archaeological, agricultural, social or cultural significance.

The Town of Bell recognizes the importance of history as an important part of the community. Many of these residents and their families maintain the oral and pictorial history of the town and are a vital part of the community. A process of identification should be enacted in order to develop strategies to protect important historic and cultural locations and features of the community.

A complete and thorough background and cultural description of the Town of Bell and Cornucopia, an unincorporated village, in the township has been written and is on file in both the Archives room in the Community Center and at the Town Museum located in the Green Shed at the Lakefront. This section is the result of the efforts of the Cornucopia Historical Society and their desire to document and maintain an accurate historical record.



The aforementioned historical records document the arrival of lumber companies and of significant timber harvest in the latter part of the nineteenth and early twentieth century. Once the land was cleared, this event was followed by real estate promoters encouraging immigrants of various ethnic groups to the Siskiwit Lake area to farm and to the “Stage Coach” road area to grow fruit.

Commercial fishing started to become significant in the 1910’s and 1920’s, but was almost wiped out in the 1950’s by the introduction of the lamprey into Lake Superior. There presently is one extended family doing commercial fishing in the Town.

Currently, the population consists mainly of people either retiring to Cornucopia or building “second homes” with a large portion of the community becoming seasonal. There is a segment of the population either employed in the town or who commute to employment within 75 miles, mainly in Ashland and Washburn.

In search of the Wisconsin Historical Society archives, the only information available included three historical sites in the Town: 1) the “Tragedy of the Siskiwit Marker” that documents the site of a battle between the Ojibwa and Fox that was fought on the shores of Lake Superior; 2) the old Cornucopia School which currently serves as the Town of Bell Community Center; and 3) St. Mary’s Russian Orthodox Church.

## **6.7 Public Owned Lands & Special Management Areas**

The Town of Bell has an abundance of publicly owned land. The USFS owns approximately 11,067 acres in the southern portion of the Town. USFS lands are an important source of revenue for the Town, as payment in lieu of taxes and 25% funds generated from activities, mainly through timber sales, on the national forest are paid to the Town annually, through Bayfield County. The USFS lands are also important to the local public by providing a variety of outdoor recreational activities in a clean and natural setting, and by providing a source of income to local loggers and haulers.

Lost Creek bog is managed by the WDNR and provides an important source of aquatic habitat for the endangered lake cress as well as a major source of water filtration. The bog also provides important spawning habitat for Lake Superior fisheries and wildlife habitat. The Lost Creek Bog also provides recreational opportunities for the public.

Bayfield County is also a major landowner in the town, owning and managing approximately 14,278 acres in the Town of Bell. Bayfield County lands are important to the local public by providing a source of income to local loggers and haulers, a variety of outdoor recreational activities in a clean and natural setting. Two special management areas managed by Bayfield County are described as follows:

Lost Creek Falls Scenic Special Management Area: This scenic area is located in the Town of Bell. All 334 acres within this unit are Bayfield County Forest Land. The area is characterized by large pines and the steep V-shaped drainages of Lost Creek that are cut to depths of 25-75 feet. The unique attractions of this area are the four distinct



waterfalls, all within a one-half mile stretch. Past logging practices have created two major timber types. One is dominated by large white and red pine, the other is dominated by 20-30 year old aspen. Future management of this area will stress old growth appearance for the long-lived species, stream water quality, and aesthetics. Timber management and wildlife habitat activities will be directed toward extended rotations for longer-lived species such as white pine, red pine, and northern hardwoods, and patch clearcuts in the aspen type to enhance habitat for species such as hare, grouse, and others favoring early successional timber types. Access to this area is via a town road; Trail Drive. A trailhead parking area should be constructed on County Forest Land by the bermed-off old logging road on the south side of the town road approximately one-half mile west of County Hwy C. Access from that point to the waterfalls is by a narrow footpath. Bayfield County Corridor Snowmobile Trail #1 traverses this area north-south. Sections of this snowmobile trail form the northeast boundary of this scenic area.

Glacial Kettles Geological Area: This geological area is located in the Towns of Bell, Bayview, and Bayfield and contains a total of 421 acres. An additional 120 acre parcel, currently under the ownership of Plum Creek Timberlands, also exhibits these kettle formations. The kettles area is located in a transition zone between the Northwest Sands and Superior Coastal Plain ecological landscapes. The area is defined by a unique concentration of glacial knobs and kettles, many of which exhibit 150 to 200 feet of topographical relief. Most of the area is dominated by poorer quality oak (scrub oak) with a mixture of jack pine, aspen, red pine, and white pine. The average age of the trees in this area is approximately 70 to 80 years. Much of the area is exhibiting a natural succession to white pine, red pine, and red maple. Ground flora is relatively diverse throughout, especially in relation to the positioning on individual kettles. Northern slopes are dominated by more “traditional” dry pine species, southern slopes are dominated by pine “barrens” species, and kettle bottoms are dominated by various shrub communities. The occurrence of old charred stumps indicates that there has been a history of fire. Management of this area will focus on the encouragement of longer-lived tree species, the protection of individual kettles, and aesthetics. The rugged terrain of this area will have a direct influence on the potential for timber management. Steep slopes and the concentrated nature of the glacial kettles make accessibility very difficult. This, in addition to the sensitive features of the kettles, will limit the potential for timber management activities. As a result, much of the area will be excluded from large scale timber harvesting. However, the potential for small scale timber management (i.e. small harvest areas, hand felling, horse logging) does exist in areas that can support such activities. Bayfield County Forest Land within the Glacial Kettles Geological Area will be closed to public vehicular and ATV access. Access by foot, for recreational pursuits, is welcomed and encouraged. A large grass opening (old sand pit) located in the northeast corner of the area, may be used for parking.

The Town of Bell owns scattered parcels of land throughout the Town totaling 723 acres. A complete listing of parcels and recommended management are listed in Appendix G. Some more notable parcels include 240 acres along the Siskiwit River, 273 acres on Spirit Point where the sewage treatment plant, airport and recycling center is located and the 14 acre Siskiwit Bay Park located on the shores of Lake Superior.



## **6.8 Impact of Development**

Although the Town of Bell encourages a reasonable amount of development it should be kept in mind that development must be well planned and done in such a manner that won't detract from the natural beauty and qualities that people desire to live here for. As development occurs, natural areas tend to become smaller in size and isolated from each other. This condition, known as fragmentation, destroys the ability of ecosystems to function by separating habitats and removing travel corridors for birds and other wildlife and plant species. It also affects the quality of the rural landscape. Two Hundred ninety (64%) survey respondents agreed or strongly agreed that fragmentation should be minimized by promoting clustered development in the Town and leaving larger blocks of wild land untouched by development.

## **6.9 Agriculture, Natural & Cultural Resources Element Issues**

**Issue:** There is a need to protect important natural resources and natural characteristics such as woodlands, wildlife habitat, streams, wetlands and inland lakes.

**Issue:** There is a need to protect important cultural resources such as Native American sites, early settlements and other places of historical significance.

**Issue:** There is a need to protect the Lake Superior shoreline including Lost Creek Bog and the Siskiwit River system from further erosion and decline, and restore aquatic areas that have become or will become degraded.

**Issue:** There is a need to maintain the existing quality of life and unique rural character of the Town of Bell.

**Issue:** There is a need to maintain or increase the limited amount of agricultural lands in the Town.

## **6.10 Agriculture, Natural & Cultural Resources Element Goals and Objectives**

### **6.10.1 Vision Statement**

The natural beauty of the Town of Bell's roadways and scenic views will be preserved and important natural resources and natural characteristics such as woodlands, wildlife habitat, streams, wetlands and inland lakes will be adequately protected while promoting the restoration and preservation of the Lake Superior shoreline, including Lost Creek Bog and the Siskiwit River systems.

The agricultural heritage of the area shall be maintained.



Cultural and historical resources vital to the identity of the Town will be identified and protected.

#### **6.10.2 Agriculture, Natural & Cultural Resources Element Goals And Objectives**

**Goal:** Preserve and protect the Town’s diverse natural resources such as woodlands, wildlife habitat, streams, wetlands and inland lakes.

**Objectives:** Encourage the efficient management of the town’s natural resources.

**Policy:** Discourage land use practices that have a detrimental effect on the land, soil, water and air quality of the Town.

**Policy:** Investigate the potential for purchasing development rights and conservation easements for natural resource protection.

**Policy:** Identify funding sources for preserving natural, resources.

**Policy:** Encourage enforcement of uniform setbacks from waterways for land disturbing activities such as logging operations and minerals extraction on public and private land.

**Policy:** Encourage practices that would prevent the spreading of invasive non-native species.

**Objective:** Prevent or limit developments in sensitive environmental areas such as wetlands, water drainage areas and filtering areas.

**Objective:** Ensure that all road development is consistent with Wisconsin Best Management Practices.

**Policy:** Promote the use of the 1995 “*Best Management Practice Guidelines for Water Quality, Field Manual for Loggers, Landowners and Land Managers*”

**Objective:** Develop appropriate provisions for building design, setbacks, size of development, etc., on or near surface waters and wetlands.

**Policy:** Encourage good subdivision design that respects the contours of the land and its adjoining areas of development and fits into the landscape both environmentally and aesthetically.

**Goal:** Preserve and protect the Town’s cultural resources such as Native American sites, early settlements and other places of historical significance.

**Objective:** Encourage the retention of historic resources and development of cultural resources.

**Policy:** Identify historic sites and buildings (e.g. barns, churches etc.) and take necessary action to preserve them.



**Policy:** Support organizations that are working to preserve unique cultural, natural, aesthetic and historic characteristics of the Town.

**Goal:** Restore and protect the shorelines of Lake Superior, Lost Creek Bog, and tributaries of Lake Superior including Lost Creek and the Siskiwit River.

**Objectives:** Limit the permanent removal of native vegetation and discourage introduction of non-native species.

**Objective:** Support efforts to protect and improve wetlands and surface waters.

**Policy:** Preserve Lost Creek Bog, the Siskiwit River, Lake Superior and environmental corridors as scenic and environmentally sensitive sites.

**Policy:** Encourage Town communications with the DNR, Bayfield County Forestry Department, Corps of Engineers and the National Park Service regarding planning and plan implementation for the Siskiwit River, which is a Class I trout stream.

**Policy:** Encourage practices that would prevent the spreading of invasive aquatic non-native species.

**Objective:** Adopt erosion control standards for construction sites.

**Policy:** Encourage enforcement of uniform setbacks from the Lake Superior shoreline for development and other soil disturbing activities.

**Policy:** Promote the use of the 2007 *“Managing Woodlands On Lake Superior’s Red Clay Plain”* in addition to the 1995 *“Best Management Preactice Guidelines for Water Quality, Field Manual for Loggers, Landowners and Land Managers”*

**Goal:** Maintain the scenic and aesthetic beauty of the Town of Bell.

**Objective:** Use setbacks and vegetative screening to preserve the rural appearance of highways and roadways.

**Policy:** Develop a guide to review each development proposal requesting zoning changes and variances and assure consistency of proposed development with this comprehensive plan.

**Policy:** Support the enactment of a scenic byway designation for State Hwy. 13.

**Objective:** Encourage sensitive forestry practices, especially near scenic corridors and adjacent to lakeshores, streams and wetlands.



**Policy:** Identify scenic views and take appropriate action to insure their protection and make them available to the public.

**Objective:** Maintain Town owned parks and forest areas by applying state of the art stewardship techniques to provide areas for public enjoyment.

**Policy:** Improve existing parks and recreational facilities that provide a significant part of the visitor attraction while protecting the unique natural resources of the town.

**Policy:** Promote the use of the 1995 “*Best Management Practice Guidelines for Water Quality, Field Manual for Loggers, Landowners and Land Managers*”

**Policy:** Balance the need for environmental protection with reasonable use and development

**Objective:** Identify and clearly designate wetlands, scenic open spaces, prime forest areas and historic sites and develop plans to preserve them.

**Goal:** Preserve and protect farmland and agricultural activities in the Town of Bell.

**Objective:** Support and promote diverse agricultural activities and growth.

**Policy:** Encourage the development of truck farming, hobby farms, alternative agriculture and fruit farms.

**Policy:** Discourage the development of large scale/factory farms.

**Policy:** Promote participation in the Farmland Preservation Program.

**Objective:** Identify and designate the Town’s farmland areas for preservation.

**Policy:** Investigate the potential for purchasing development rights and conservation easements for preservation of agricultural land.

**Policy:** Discourage residential development on productive agricultural lands.

**Objective:** Promote erosion control through sound soil conservation practices.

**Policy:** Encourage good soil and water conservation such as Best Management Practices for forests, woodlands and agriculture.

**Policy:** Maintain and encourage restoration of natural buffer areas adjacent to surface water resources.



Specific actions pertaining to the Agriculture, Natural & Cultural Resources Element are as follows:

	<b>Schedule</b>				
	<b>2010 to 2014</b>	<b>2015 to 2019</b>	<b>2020 to 2024</b>	<b>2025 to 2029</b>	
<b>Implementation Action Items</b>					<b>Responsible Entity</b>
Meet with DNR land managers periodically to understand and assist with the management of key natural resources in the Town.	X	X	X	X	Town Board
Prevent land use practices that have a detrimental effect on the land, soil, water and air quality.	X	X	X	X	Town Board
Acknowledge Bayfield County guidelines for building design, setbacks and size of developments on or near surface waters and wetlands.	X	X	X	X	Town Board
Use the current “ <i>Best Management Practice Guidelines for Water Quality, Field Manual for Loggers, Landowners and Land Managers</i> ” for all road developments and improvements.	X	X	X	X	Town Board Road Crew
Work with the local and/or State Historical Society representatives to sustain and improve historic preservation.	X	X	X	X	Town Board Museum Committee
Develop management plans for key parcels of Town owned land, such as the Siskiwit River, Airport-Recycling Center and Klemik road properties.	X				Parks & Lands Committee
Identify options for preservation and development of sustainable agriculture in the Town.	X	X	X	X	Town Board
Continue to support a farmers market.	X	X	X	X	Town Board
Develop a boat and equipment cleaning station at the Town Marina to facilitate removal of aquatic invasive species from boats.	X				Harbor Committee



## 7.0 Economic Development

### 7.1 Introduction

The Town of Bell has historically depended upon its' local natural resources. It appears that this continues to be true today and could well continue on into the future. The commercial/industrial enterprises support this premise

### 7.2 Labor Force Background

The 2000 U.S. Census shows that of the 109 people in the labor force in the Town of Bell, 89 of them commute to work for an average of 26.6 miles per commute. Of these 89 gainfully employed commuters, 33 are classified as being employed in the category of "education, health and social services." The other 20 people in the labor force are employed in commercial enterprises that serve the community.

It should be noted that of the total census 230 people in the town, 197 people are 16 years of age or older and the total is made up of 118 males and 112 females. This includes retirees and "stay at home spouses."

### 7.3 Economic Base

At the present time (2009) the Town of Bell seems to be well served by a number of retail and service organizations that satisfy its economic needs. These business are listed in Table 7.1.

**Table 7.1.** Businesses In The Town Of Bell

<b>Type of Business</b>	<b>Total Businesses</b>
General Store – food, hardware liquor video	1
Bars and restaurants	2
Marinas (private and municipal)	2
Loggers	1
Conference Facility	1
Commercial Fishing Enterprise	1
CPA Firm	1
Building Contractors	Several
Plumbing Contractor	1
Electrical Contractors	2
Real Estate Firms	1

#### *User Guide to the Economic Development Element*

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Printing Shop	1
Tourist Cottages	2
Bed and Breakfasts	2
Septic Service	1
Solar Energy Shop	1
Mail Order Business	1
Shops – antiques, art, gifts and miscellany	Several
Coffee Shop	1
Campgrounds (Private)	2
Metal Manufacturing	1
ATM Machine	1
Banks or Branches of Banks located within 20 miles	6
Sanitary District	1
U.S. Post Office	1
Farms	2
Upholsterer	1

As in most small communities it can be difficult to maintain a viable business due to small clientele and lack of business. Within the last 5 years the Town of Bell saw its only motel, gas station and laundromat close.

### 7.3.1 Future Economic Base Considerations

In addition to the above enumerated businesses, there are several small businesses operating with their service and efforts being used elsewhere. This phenomenon is the result of the internet technology. The advent of the internet and all of its attendant service possibilities lends itself extremely well to the growth of “cottage industries.” It is relatively simple to envision individuals, who appreciate the natural resources of the area, to create a full time employment situation and be able to work from their home. This would mesh the value and beauty of the natural resources with gainful environmentally non-invasive employment without the necessity of commuting.

The Town of Bell should continue to implement means to maintain the natural beauty and ambience of the small and rural township. The Town of Bell will follow Bayfield County guidelines and develop additional guidelines should they be necessary. The guidelines should stipulate those factors acceptable to the maintenance of “cottage based businesses” such as noise levels, lighting, number of employees, etc. Guidance should be given as to when such a type of business could perhaps be relocated to an appropriate commercial or industrially zoned location.

The Town Sanitary District should continue to be flexible in order to accommodate any variation in business or industrial patterns.



## 7.4 Economic Results From Comprehensive Plan Survey

The Comprehensive Plan Survey, conducted from December 2006 through February 2007, produced the following results which address themselves to two basic questions regarding economics.

- § Question: Do you believe that the present retail and service establishments are sufficient in number to satisfy the needs of the Town of Bell? (Note – this survey was conducted prior to the closure of the above mentioned service station, laundry mat). Responses were as follows:

Yes .....	212
No .....	80
No Opinion ...	<u>47</u>
Total .....	339

- § Question: Do you think that “Working From the Home – Cottage Industry” is a viable method of building the economic structure of the community. Responses were as follows:

Yes .....	194
No .....	56
No Opinion ...	<u>89</u>
Total .....	339

One question in the Land Use section of the questionnaire also affects the business climate in the Town. The results of this question on the survey seem to indicate that the residents are interested in being supportive of development of residences and second homes and the enhancement of commercial enterprises (stores and services). There seems to be a preponderance of feeling against “industrial development.

Question: In planning for the future, how do you think that the Town of Bell should act on the following? Responses are summarized in Table 7.2:

In addition, Table 7.2 supports the need for conservation of natural resources and enhancement of the Town’s ambience which attracted many of the current residents to settle here. It is pointed out in this table that the maintenance of the environment as we know it must be continued. Protecting our natural resources should be considered in the development of commercial enterprises.



Table 7.2. Responses to the Comprehensive Plan Question “In planning for the future, how do you think that the Town of Bell should act on the following?”

	<u>Do Nothing</u>	<u>Encourage</u>	<u>Discourage</u>	<u>No Opinion</u>	<u>Total</u>
Residential Development	93	127	51	46	317
Commercial Development	58	115	74	26	308
Industrial Development	57	91	134	38	320
Recreational Development	38	228	35	16	317
Preserve Forest/Greenspace	27	287	4	11	329
Preserve/develop Farmland	54	218	15	38	325

It should also be mentioned that the Comprehensive Plan Committee attempted to project what the impact of 10-20 additional jobs might be on the community. After checking with a number of possible sources, including the Northwest Regional Planning Commission and Bayfield County, it was found that such a projection is fraught with so many variables that no one is venturing to make such predictions. The problems of a transient workforce, range of wage rates, seasonality of employment, etc. make such projections too nebulous.

## 7.5 Economics Issues

**Issue:** The increasing cost of transportation and the distances involved in arriving at "outside" sources of employment

**Issue:** The preference of the community's residents in wanting to live in the ambiance of the area dictates that many people would rather work "at home".

**Issue:** The seasonal characteristics of local businesses limit employment opportunities and economic success.

## 7.6 Economics Element Goals and Objectives

### 7.6.1 Economic Element Vision Statement

The Town of Bell must nurture and promote the Economic Development of the Town to ensure that there will be adequate business service establishments as well as encourage the development of employment related activities while being cognizant of the historical traditions and the environmentally friendly culture.



**7.6.2 Economic Development Element Goals, Objectives, and Policies**

**Goal:** To support and enrich the development of existing service establishments, (See Table 7.1), and to aggressively add to the business list those businesses that are perceived as being vital to the community at large.

**Objective:** Ascertain the perceived needs that are being filled by existing businesses.

**Objective:** Identify those areas of business service activity that are currently not being served by the existing business community.

**Objective:** In conjunction with the local Cornucopia Business Association ascertain the business community's concerns and possible ways of coordinating efforts to bring the filling of needs for certain business establishments to a successful solution (s).

**Objective:** Set a priority list of retail and service needs and attempt to help solve these perceived needs. Possible needs as currently perceived, but by no means exclusive to this listing could include: service station, laundromat, branch bank etc.

**Objective:** All of these kinds of retail development must lie within the constraints of county zoning and state wide regulations and more importantly with the advice and consent of the community, as they impact the environment as well as the ambience of the community.

**Objective:** Encourage efforts to promote local businesses on a year round basis.

**Goal:** Encourage job development industries.

**Objective:** Encourage clean industry job development that fit into the parameters of preserving forest/greenspace. (Table 7.2)

**Policy:** Support existing industries which will serve as possible sources of employment expansion. Ascertain that these businesses are environmentally friendly and conform to governmental regulations.

**Policy:** Encourage the development of a Business Park as tentatively identified on Spirit Point Rd. (See Appendix J)

**Policy:** Encourage the development and use of "Cottage Industries" now more and more significant in the "Computer Age". Ascertain that possible needs for such industrial development are met, particularly by the electrical and communications utilities. (See Section 7.4).

**Policy:** Promote agricultural related economic activities.

**Goal:** Promote economic activity which will serve the needs of the service part of the business community and the job development in the community.

**Objective:** The economic development of the community must be integrated with the recommendations of the Transportation and Utilities



Elements in particular and to the entire Comprehensive Plan.

**Goal:** The Town will seek to create job opportunities that provide wages that will support increasing housing values and costs.

**Objective:** Increase annual household income so that existing housing units can remain occupied and be maintained.

**Policy:** Seek out and encourage opportunities to locate higher wage paying entities in the Town of Bell.

**Policy:** Allow work-at-home opportunities for residents that may provide additional income.

**Policy:** Create an Economic Development Committee.

**Objective:** Retain or increase the number of resident families with children in the Town of Bell by providing jobs that can support families.

Specific actions pertaining to the Economic Development Element are as follows:

Implementation Action Items	Schedule				Responsible Entity
	2010 to 2014	2015 to 2019	2020 to 2024	2025 to 2029	
Establish an economic development committee.	X				Town Board
Seek out and encourage opportunities to locate higher wage paying businesses in the community.	X	X	X	X	Economic Development Committee
Constantly be aware of the potential of the “computer based” possibilities for economic development.	X	X	X	X	Economic Development Committee
Develop a Business Park on West Spirit Pt. Rd.	X				Town Board
Establish a system of frequent communication with the existing public utilities (e.g. Sanitary district, Bayfield Electric, XCEL Energy and Chequamegon Telephone), in order to let them know what our needs may be and allow them to advance their ideas.	X	X	X	X	Town Board
Provide for transportation needs (eg. good roads, good signage and available possible public transportation such as BART over-the-road carriers).	X	X	X	X	Town Board Town Road Crew
Work with UWEX to support agricultural activities in the community	X	X	X	X	Town Board



Encourage or dedicate considerable effort to develop broad band and cellular coverage to promote economic growth.	X	X	X	X	Town Board
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## 8.0 Intergovernmental Cooperation

### 8.1 Introduction

Intergovernmental relationships are simplified by the Town of Bell's remote location. There are no incorporated municipalities bordering the town, as Bell is surrounded only by other towns. The Town of Bell and all of the surrounding towns are under the jurisdiction of Bayfield County Zoning, therefore consistency between land regulations on town borders have not been an issue. The Chequamegon-Nicolet National Forest and Bayfield County are major landowners in the Town which presents the potential for cooperation, and occasionally conflict, with both agencies.

#### *User Guide to the Intergovernmental Cooperation Element*

	<i>Section</i>	<i>Page</i>
8.1	Introduction	8-1
8.2	Intergovernmental Relations	8-1
8.3	Town of Bell Agreements or Plans	8-8
8.4	Intergovernmental Cooperation Element Issues	8-8
8.5	Intergovernmental Cooperation Element Goals And Objectives	8-8

Cooperation between governmental units is becoming increasingly necessary in order to deal with issues that cross municipal boundaries and to establish mutual relationships that can benefit both entities. Intergovernmental cooperation not only means cooperation with other towns, but also with county, state and federal agencies as well as with school districts, sewer districts, regional and non-profit organizations.

This element will contain information regarding existing plans or agreements between the Town of Bell and other jurisdictions. In addition, the element identifies existing or potential conflicts, as well as processes to resolve such conflicts relative to cooperative planning and decision making between the town and other governmental units.

### 8.2 Intergovernmental Relations

#### 8.2.1 United States Government

##### U.S. Forest Service

The United States Forest Service (USFS) manages approximately 10,900 acres of land in the southern 1/3 of the Town of Bell as part of the Chequamegon-Nicolet National Forest (CNNF). According to the Chequamegon-Nicolet National Forest Land and Resource Management Plan (USDA Forest Service, 2003) different management prescriptions are identified for each area of the CNNF). Only one management prescription area occurs on CNNF lands in the Town of Bell.

Management Area 4A: This area occurs in the southern third of the Town of Bell. The desired land condition include even-aged timber management; long and short rotation softwoods (mainly white pine, red pine and jack pine); pulp and sawtimber production; motorized recreation; game and non-game wildlife species in a roaded natural setting.



Road densities will not exceed an average of 3.6 miles of forest system roads per square mile.

The Town and the Forest Service share jurisdiction of roads in the CNNF. The two agencies co-manage 32.69 miles of roads in the Town of Bell. Day to day road maintenance such as grading, ditch maintenance, mowing and snowplowing is the responsibility of the town through funds provided by the State of Wisconsin under road aids. Major upgrades to road systems through the USFS are, on occasion, designed and installed as part of regular forest management programs. Road maintenance levels in the Town of Bell are identified in USFS Roads Analysis For The Chequamegon-Nicolet National Forest (USDA Forest Service, 2002):

Maintenance Level 3: Assigned to roads open and maintained for travel by a prudent driver in a standard passenger car. User comfort and convenience are not considered priorities. Roads in this maintenance level are typically low speed, single-lane with turnouts and spot surfacing. Some roads may be fully surfaced with either native or processed material. Typically these roads are local or minor collector roads.

Maintenance Level 4: Assigned to roads that provide a moderate degree of user comfort and convenience at moderate travel speeds. Most roads are double-lane and aggregate surfaced. However, some may be single lane. Some roads may be paved and/or dust abated. These roads are usually collector or minor arterial roads.

Maintenance Level 5: Assigned to roads that provide a high degree of user comfort and convenience. These roads are double-lane, paved and connected to public highways. Some may be surfaced with aggregate and dust abated.

In addition to these maintenance levels, forest highways and public Forest Service roads are designated. Funding is available to upgrade these roads and is based on project planning and proven need. Contact should be made with the USFS in Park Falls to determine if any roads in Bell are on these lists.

Local governments receive two kinds of payments from the federal government to help offset national forest lands that do not provide property tax payments. Payment in Lieu of Taxes (PILT) payments are made on a per acre basis and are funded annually based on appropriations from Congress. There are no restrictions on the use of PILT payments. In 2006, PILT payments totaled \$821,825 in the 11 Wisconsin counties with National Forest lands. Bayfield County received \$110,005 of which \$4,451 was distributed to the Town of Bell. The majority of PILT payments are for national forest lands, but also include other federal lands in those counties. The Bureau of Land Management administers the PILT program.



Local governments also receive twenty-five percent of the revenues collected by the Forest minus those collected under the Recreation Fee Demo program. These funds are used specifically for roads and schools. Payments from the 25% Fund have doubled during the last decade. Annual fluctuations in 25% Fund payments correspond with annual timber sale harvest volumes, which reflect timber market conditions.

**Table 8.1.** Payment in lieu of taxes (PILT) and 25% funds paid by the Federal Government to Bayfield County, 2003-06.

<b>Year</b>	<b>PILT</b>	<b>25% Funds</b>
2002	-----	\$267,518
2003	\$44,781	\$180,095
2004	\$290,390	\$164,438
2005	74,198	\$326,034
2006	110,005	\$265,975

PILT and 25% funds are funneled to the towns through the State of Wisconsin and Bayfield County.

#### U.S. Park Service

The Apostle Islands National (AINL) is located to the east of the Town of Bell. The 21 islands and 12 miles of mainland host a unique blend of cultural and natural resources. Lighthouses shine over Lake Superior and the new wilderness areas. Visitors can hike, paddle, sail, or cruise to experience these “Jewels of Lake Superior.”

Visitors to the AINL often pass through the Town of Bell, in particular Cornucopia. They provide a source of revenue to the Town by doing business with local restaurants, stores and shops and some use the town and private marina to access the AINL by boat. As a side note, a visit to the Apostle Islands was the last official trip made by President John F. Kennedy before he went to Dallas in 1963 (<http://www.nps.gov/apis/>, 2007)

### **8.2.2 State of Wisconsin**

#### Lost Creek Bog Natural Area

The WDNR owns the 713 acre Lost Creek Bog Natural Area located at the junction State Highway 13 and County Highway C in Cornucopia, and west on Blueberry Lane about 1.3 miles to its end.

Lost Creek Bog features a Lake Superior estuarine system at the drowned mouths of three small creeks (Lost Creek 1, 2, and 3) where they empty into Siskiwit Bay. A complete description of the site can be found in the Agriculture, Natural & Cultural Resources Element of this plan.

Limited parking is available at the undeveloped canoe/kayak launch for access to the northern portion of the bog via foot or water. DNR land ownership at the launch is



extremely limited, affording space for only 1 or 2 vehicles. Also, DNR land is not directly accessible along Blueberry Lane to the east, as may be depicted in plat and other maps. Parking is not allowed elsewhere along Blueberry Lane. The Town has been working with the WDNR to encourage canoers and kayakers to use the Town of Bell Marina to access Lost Creek Bog Natural Area via Lake Superior in order to avoid conflicts with local landowners on Blueberry Lane adjacent to Lost Creek.

### **8.2.3 Bayfield County**

Bayfield County provides many services to the Town of Bell including police, highway maintenance, and zoning. The Town maintains a general working relationship with the county and wishes to seek expanded intergovernmental cooperation wherever possible.

#### Bayfield County Zoning Department

The Town of Bell has adopted Bayfield County's Zoning Ordinances. The Town Board and Plan Commission provides input and recommendations about land use decisions to the Bayfield County Zoning Committee and Department. Assistance in planning and ordinance interpretation is available through the Department.

In areas where the Bayfield 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 Bayfield County. These lines of communication have not always proved to work effectively or efficiently, resulting in conflict.

Additionally, the Town must coordinate with the Bayfield County Zoning Department to ensure that the provisions of this plan are reflected in the county zoning ordinance. The land use recommendations proposed by this plan cannot be fully implemented until local land use regulations are consistent with the plan.

#### Bayfield County Sheriff

The Bayfield County Sheriff's Department provides deputy sheriff services for the Town of Bell.

#### Bayfield County Extension

The extension office provides community development services, agricultural services (garden, orchards and livestock) and 4-H and youth development services to all of Bayfield County. Assistance from any or all of these disciplines is available upon request.



### Bayfield County Forest

Bayfield County manages 14,278 acres in the Town of Bell under the Bayfield County Forest Comprehensive Land Use Plan (2006-2020). All silvicultural activities approved for use in the forest can be found in the plan. Special best management practices and activities include larger setback for stream corridor protection. Some of the more pertinent Plan highlights include:

- § Silvicultural practices of controlling establishment, composition, structure, health, quality, and growth of forests to meet the diverse needs of society on a sustainable basis,
- § Establishing and maintaining recreational areas and trail systems,
- § “no cut zones” of 150 ft. on either side of Wisconsin Trout Streams,
- § “no cut zones” of 75 ft. on either side of all other tributaries and streams,
- § Manage for long lived timber species in the “no cut zones,”
- § Eroding roads and those threatening water quality within the “no cut zones” are scheduled for closure, and
- § Management of three special management areas on Bayfield County Land: Lost Creek Falls Scenic Special Management Area, the Glacial Kettles Geological Area and the Spring Creek Walking Trails.

Additional information can be obtained by contacting the Bayfield County Forestry Department. They implement the county’s 15-year management plan with assistance from the Wisconsin Department of Natural Resources and under the guidance of the Bayfield County Forestry Committee.

### Bayfield County Land Conservation Department

Located in the City of Washburn, Bayfield County’s Land Conservation Department (LCD) provides services to local communities and land owners. Through their Land & Water Resource Management Planning program, a 3-5 year work plan for the department, the committee and staff obtain input from citizens on the types of projects and priorities that should be addressed by the department. Technical assistance, environmental education, workshops and funding are available to all property owners and municipalities in Bayfield County. The LCD also sponsors and implements the Wildlife Abatement and Claims Program. Special projects in select watersheds may already be available or may be requested from the department’s oversight committee (Land Conservation Committee). The LCD and the Town of Bell cooperated in a shoreline stabilization and erosion control project at the Siskiwit Lake Campground. The LCD funded 70% of the project.

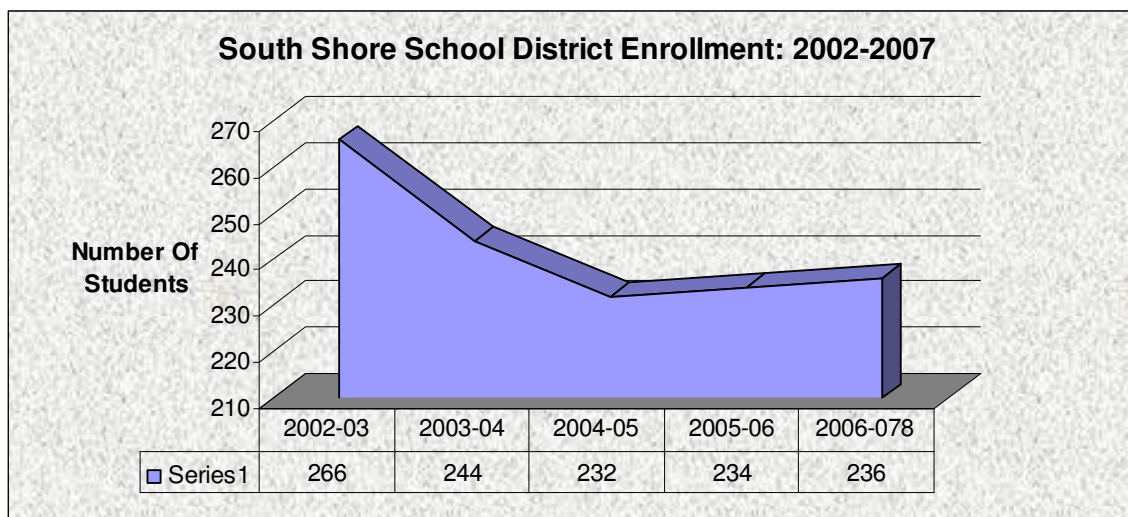
### **8.2.4 School Districts**

The South Shore School District encompasses several towns along the South Shore of Lake Superior. The Towns of Bell, Clover, Port Wing, Orienta, Oula and Tripp



combined to create the first consolidated school district in the State of Wisconsin. The old school in Cornucopia closed in 1965. As small local elementary schools were targeted for closure in 1990, an addition to the South Shore School in Port Wing was constructed to house the consolidated elementary schools from the district.

The district has a small but stable enrollment, and it has a small number of tax payers to draw from. The South Shore School District identifies enrollment as 236 students in the 2006-07 school year, as compared to 266 students in 2002-03 (Figure 8.1). Only 9 students from the Town of Bell attended the South Shore School District in the 2005-06 school year. A total of 29 students were identified as home schooled within the South Shore School District in 2005 (Wisconsin Taxpayers Alliance, 2006). Home schooled students increased to 36 in 2006. Revenue sources for the South Shore School District for the 2004-05 school year came from \$2.1million (65.7%) local funding, \$0.74million (23%) from the State of Wisconsin and \$0.26million from the Federal government (Wisconsin Taxpayers Alliance, 2006). South Shore School District records show that the Town of Bell's tax contribution was \$633,000. The percentage of local revenue continues to increase as property values in the school district rise. The portion of the South Shore School District budget generated from local taxes increased to 80% in the 2006-07 school year (Christianson, 2007).



**Figure 8.1.** South shore School District Enrollment: 2000-2007.

It has been difficult for small school districts such as the South Shore School district to survive because of tight funding schedules from the State and local opposition to increased property taxes. However, the South Shore School District has worked hard to maintain their school facilities and programs to keep students attending school near their homes. Concerns about the ability to maintain the local public school will arise if the decline in population of school age children continues. Enrollment is declining mainly due to the increased property values, making it difficult for young families to remain in the area leading to fewer students and decreased enrollment (Superintendent Christianson, 2006). Lack of jobs that provide sustainable income for young families is also a contributing factor.



### 8.2.5 Wisconsin Indianhead Technical College

The Cornucopia Lifelong Learning Center is beginning its 7<sup>th</sup> year (2009) as the adult education arm of Wisconsin Indianhead Technical College (WITC) in Ashland. The growth of the Center's program is reflected in the annual figures for participation displayed in Table 8.2.

**Table 8.2.** Cornucopia Lifelong Learning Center Annual Figures For Participation.

Year	Number of Courses*	Registrants*
2004	45	565
2005	74	923
2006	81	1,045

\* These figures do not include several additional courses held in Port Wing.

The popular wide-ranging subjects include the visual and performing arts, humanities, outdoor and environmental education, food preparation, needle arts, computer science, and physical fitness. New courses are introduced each semester, current examples being Exploring Apostle Islands Quarries, American Jazz Classics, rosemaling, pottery, Orienteering and Navigation with a Compass and Native American Education Issues. The Center has continuing classes with instructors and participants in T'ai Chi Moving Meditation, Hiking the South Shore, quilting, Around the World in Film Discussion, group dancing, vocal ensemble and watercolor.

Under a Minimal Rental Agreement with WITC, classes are held in the Fellowship Hall of Immanuel Lutheran Church and at the newly renovated Town of Bell Community Center.

The Center has a faculty roster of more than 20 experienced instructors that are passionate and enthusiastic about what they do. All of the instructors are year-round or seasonal area residents, and more than half of them reside in the Town of Bell (Life Long Learning Coordinator Florence, 2007).

### 8.2.6 Adjacent Communities

The adjacent towns Washburn, Bayview, Bayfield and Clover are all in various stages of developing their comprehensive land use plans. Goals similar to the Town of Bell include:

- § Preserving the quality of life and rural character of the area;
- § Preserving and protecting the natural beauty and resources of the area;
- § Encouraging sustainable forest management practices;
- § Protecting existing agricultural land;
- § Encouraging residential development;
- § Encouraging non-polluting business and small light industry; and
- § Preserving and enhancing recreational opportunities.



### **8.3 Town of Bell Agreements or Plans**

The Town of Bell has the following agreements in place with adjacent communities:

#### **8.3.1 Fire Protection**

The Town of Bell has a volunteer fire department. But the towns of Bell, Clover, Port Wing and Orienta have a Mutual Aid Agreement for fire protection. This allows each community to assist neighboring communities in the event of an emergency. In December of 2002, these communities worked together to raise and purchase a Jaws of Life machine to benefit the entire region.

#### **8.3.2 Ambulance Service**

Herbster runs the ambulance service for the south shore region, including the Town of Bell. Area communities cooperate to fund and staff the ambulance.

#### **8.3.3 Law Enforcement**

The Town of Bell does not have a town constable. But the Bayfield County Sheriff's Department provides law enforcement services to the entire town.

### **8.4 Intergovernmental Cooperation Element Issues**

**Issue:** Cooperation between governmental units is becoming increasingly necessary in order to deal with issues that cross municipal boundaries and to establish mutual relationships that can benefit both entities.

### **8.5 Intergovernmental Cooperation Element Goals And Objectives**

#### **8.5.1 Intergovernmental Cooperation Vision Statement**

The Town of Bell will continue to establish and enhance mutual relationships with Federal, State, County and local governments to develop solutions to issues within the Town as well and issues that involve multiple jurisdictions or cross municipal boundaries.

#### **8.5.2 Intergovernmental Cooperation Development Element Goals And Objectives**

**Goal:** Continue to seek to establish and improve mutually beneficial relationships with other units of government.



- Objective:** Encourage cooperation with adjacent towns in developing policies for the protection of their natural, cultural, scenic and historic resources.
- Objective:** Encourage cooperation among South Shore communities in the preparation of public information programs to educate the public with regard to land use planning and zoning ordinances and their implementation.
- Objective:** Continue to cooperate with the other South Shore communities to provide fire protection, ambulance, and search and rescue services to the partnering communities.
- Goal:** Improve relationships with federal, state and county agencies with a major presence in the Town.
- Objective:** The Town board should stay informed of changing issues, policies and opportunities that affect the Town of Bell.
- Policy:** Designate a Town Board member to regularly seek, monitor and report agency updates that relate to the Town.
- Policy:** Make efforts to reduce the cost to municipal governments by cooperating with neighboring municipalities.

Specific actions pertaining to the Intergovernmental Cooperation Element are as follows:

Implementation Action Items	Schedule				Responsible Entity
	2010 to 2014	2015 to 2019	2020 to 2024	2025 to 2029	
Invite area governments and school districts to participate in facility planning meetings.	X	X	X	X	Appropriate Body
Work with adjacent towns and other governments to maintain and improve government services along the South Shore.	X	X	X	X	Town Board
Develop and maintain an accurate inventory of all active and terminated inter-governmental agreements.	X				Town Board
Send copies of draft plan amendments to surrounding jurisdictions to allow the opportunity to review and comment on proposed amendments.	As Amended				Plan Commission



Initiate joint Plan Commission meetings with surrounding jurisdictions on a periodic basis to discuss issues of common concern.	X	X	X	X	Plan Commission
Designate a Town Board member to regularly seek, monitor and report agency updates and attend meetings when necessary that relate to the Town.	X	X	X	X	Town Board
Contact adjacent municipal governments to discuss sharing some services and expenses	X				Town Board



## 9.0 Land Use Element

### 9.1 Introduction

Defining appropriate land uses is about more than making appropriate ecological and economic choices. It is also about retaining community character, values, lifestyles, and cultural assets. It is the purpose of this element to analyze the existing land use pattern and to develop a guide to assist the community in achieving desirable and sustainable growth over the 20-year planning period.

The Land Use Element includes goals and objectives that will guide the development and redevelopment of both public and private property. This section includes the following:

<i>User Guide to the Land Use Element</i>		
	<i>Section</i>	<i>Page</i>
9.1	Introduction	9-1
9.2	Existing Zoning Districts	9-1
9.3	Existing Land Use Patterns and Land Use Availability	9-3
9.4	Projections	9-3
9.5	Future Land Use Plan	9-4
	Land Use Issues	9-4
	Land Use Element Goals and Objectives	9-4

- § current information necessary to establish a baseline for land use planning;
- § an analysis of trends in the supply, demand and price of land and opportunities for redevelopment;
- § projections, that are based on historical information, for 20 years of future residential, agricultural, commercial and industrial land uses; and
- § maps showing:
  1. current and future land uses that indicate natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands;
  2. boundaries of areas to which services of public utilities and community facilities will be provided in the future; and
  3. general locations of future land uses by net density or other classifications.

By providing comprehensive background information as well as identifying future trends, elected officials will have the tools necessary to make informed decisions that are based on a sound understanding of the community's assets, limits and needs.

### 9.2 Existing Zoning Districts

Zoning is one method that can be used to implement or carry out the recommendations contained in the *Land Use* element of a comprehensive plan. The zoning ordinance consists of written text and a map that shows the location of the different zones. The text of the ordinance specifies, for each district, the permitted land uses, the size of buildings, yard/lot dimensions, and other prerequisites in obtaining permission to develop. The zoning map arranges the community into districts or zones such as forestry, residential, commercial, agricultural, etc. The goal of the zoning ordinance is to secure a reasonable development pattern by keeping similar and related uses together and separating dissimilar, unrelated, and incompatible uses.



A county may enforce a zoning ordinance as described above for the unincorporated areas of the county, that is, areas outside of the corporate boundaries of cities and villages. It is only effective, however, if a town adopts it for application to its jurisdiction. Initial countywide zoning in Bayfield County was enacted in 1934 and revised to incorporate shoreland zoning provisions in the 1970s. All towns in Bayfield County, except the Town of Pilsen, adopted the county zoning ordinance by 1990. The county's zoning ordinance identifies 12 distinct land use districts (zones). Only eight County zoning districts are currently found within the Town of Bell including (see Map A-9):

- § Residential 1 (R1): This district provides for permanent residential developments in unsewered neighborhood environments capable of being served with required services and utilities while, at the same time, being protected from traffic hazards and the intrusion of incompatible land uses.
- § Residential 2 (R2): This district is to require large lot residential development as a means of preserving the space characteristics of country living.
- § Residential-4 (R-4): (1) This district provides for permanent residential developments in neighborhood environments with water and/or sewer as well as other services and utilities. Such developments should be protected from traffic hazards and the intrusion of incompatible land uses. (2) Upon the installation of public sewer and/or water supply facilities in an existing unincorporated village, the area may be rezoned to the Residential-4 District. (3) The Residential-4 District is not intended for and shall not be applied to areas outside existing unincorporated villages.
- § Residential Recreational Business (R-RB): This district is intended to provide for permanent or seasonal residential development and associated recreational value (business).
- § Commercial: This district is intended to provide for the orderly and attractive grouping at convenient locations, of retail stores, shops, offices and establishments serving the daily needs of the area.
- § Agricultural (A): This district is designed to provide areas for general agriculture and to prevent the encroachment of scattered commercial and industrial enterprises and small lot residential development. Non-farm residences in this district shall require town board approval.
- § Forestry 1 (F1): This district is to provide continuation for forest programs and to permit compatible recreational development. Permanent residences in this district shall require Town Board approval.
- § Forestry 2 (F2): This district is to provide for large contiguous tracts that may be used primarily for forestry programs.



### 9.3 Existing Land Use Pattern and Land Availability

The Town of Bell is a rural community. Forested lands, rivers, and wetlands are the dominant features on the landscape. Undeveloped public lands comprise a large portion of the town's land base. The developed environment consists primarily of single family and seasonal/recreational homes, small farms, and recreational facilities. The overall development density is generally low, with the highest densities found in close proximity to the village of Cornucopia and along the coastline of Lake Superior.

The Town of Bell has a land base of 75.33 square miles (approximately 48,212 acres.). Fifty seven percent of the town's overall land base is under public ownership. The largest landowner in the Town is Bayfield County, which owns and manages 14,278 acres (32%) of the Town's land base. The U.S. Forest Service owns and manages another 10,900 ac. (23%) of the land base in the Town of Bell. In addition the WDNR owns a 713 acre tract (1%) of the Lost Creek Bog. These public lands are managed for resource utilization, resource protection, and recreational purposes. The Town of Bell owns another 723 acres (1%) of the land base.

Private lands occupy about 43 percent of the remaining town land base. The town's developed environment is confined to these lands. Most privately owned lands are located in the northern two-thirds of the town along with the heaviest development occurring in and around Cornucopia and along the Lake Superior shoreline.

Map A-10, *Land Ownership*, displays land ownership patterns for the Town of Bell. Absentee landowners may be slightly more prevalent than local landowners. Paper and lumber companies also own large blocks of land in the town. Private land does not become available very often, as there is an overall limited supply.

### 9.4 Projections

In the past 20 years population and economic growth have been minimal. The lumber and fishing economy that created growth early in the century has virtually disappeared. Some forestry use can be foreseen but conservation priorities will more than likely keep growth at a minimum. A tourism economy appears to be the most active growth opportunity for the foreseeable future. The Apostle Islands National Lakeshore has created a strong foundation for growth of tourism related businesses and the attraction of seasonal and year round residents. The National Lakeshore, the overall attraction of Lake Superior, and the many recreational opportunities of the nearby forest lands, combined with the proximity of the region to major urban areas will assure a slow steady growth of residents and visitors to the Town. Vacation homes and seasonal residential properties will more than likely continue to make up the largest percentage of residential housing. The current ratio of 80% seasonal to 20% permanent residences will more than likely stay relatively stable into the future.



## **9.5 Future Land Use Plan**

One of the goals of land use planning is to secure a reasonable development pattern by keeping similar and related uses together and separating dissimilar, unrelated, and incompatible uses. The Comprehensive Plan makes it a priority to monitor that goal. It has also been noted in survey responses that maintaining rural and natural resources is important to a majority of land owners.

## **9.6 Land Use Element Issues**

Issues identified in analyzing current and future Land Use in the Town of Bell are:

**Issue:** Policies need to be put in place to reduce inconsistent land use practices.

**Issue:** There is a need to establish consistent criteria for requests for exceptions and variances from approved land uses in zoning districts.

**Issue:** A limited area of existing commercial zoning may require expansion or redefinition of commercial lot requirements.

**Issue:** There is no existing Business Park with services for those who may be interested in non storefront business development.

**Issue:** A Natural Resources Protection Overlay may be available but has not been enacted to protect sensitive natural areas.

**Issue:** Retaining the rural characteristics of the Town was noted as important to a majority of land owners responding to the Land Use survey. Protecting those characteristics may involve setting up standards and requirements for future development that may include architectural review, lighting restrictions and signage oversight.

## **9.7 Land Use Element Goals and Objectives**

### **9.7.1 Land Use Vision Statement**

The Town of Bell is committed to protecting the rural characteristics of the Town and its' abundant natural resources through thoughtful and consistent land use practices.

### **9.7.2 Land Use Element Goals And Objectives**

**Goal :** The Town of Bell will attempt to reclassify identified parcels that do not follow consistent land use practices.



- Objective:** Some areas currently zoned RRB should be rezoned to correspond with adjacent properties. These areas are: See Map A-9a for details.  
Area #1 includes 5 parcels on Lupine Lane to be rezoned R1  
Area #2 includes 2 large parcels to be rezoned A1 and 8 smaller parcels rezoned to R1  
Area #3 is one parcel on Huron Ave. that should be rezoned to R1  
Area #4 is one Town owned parcel on spirit Point to be rezoned as Industrial to allow the development of a Business Park (See Appendix J).
- Policy:** Prepare Class Action Rezone application to Bayfield County Zoning. No parcel of land will be included in a Class Action Rezone application without written approval from the affected landowner(s).
- Goal:** The Town of Bell will plan for future growth by identifying areas that would appropriately enlarge specific land use districts.
- Objective:** Increase the Commercial Zoning district in the Town as needed.
- Policy:** Approve applications for change of use or rezoning to Commercial, the land on the South Side of County Road C from the intersection of State Highway 13 and County Road C to the existing commercial zone. See Map A-9
- Policy:** Decrease commercial lot size requirements to allow for greater concentration of business in the existing commercial area.
- Objective:** All parcels adjacent to the Village Core except those set aside for Commercial expansion should be considered for conversion to Village Mixed Use. See Appendix I for Land Use Definitions. See Map A-9
- Policy:** Consider approving applications for Village Core use in adjacent zoning districts that might be suitable for senior housing or provide affordable multi-unit housing.
- Goal:** The Town of Bell will establish a Business Park.
- Objective:** To provide a concentrated, properly zoned area with appropriate services for business growth away from Highway 13 and other conflicting land use.



**Policy:** The Town will move forward to set aside and properly zone the parcel of land previously identified for use as a Business Park by the Parks and Lands Committee appointed by the Town Board. See Appendix J for details.

**Policy:** The Town will estimate costs and locate funding to construct road access and extend sanitary services to the identified parcel.

**Policy:** The Town will determine optimum parcel sizes, survey and lay out parcels for sale or lease within the Business Park.

**Policy:** The Town will discourage requests for exceptions and variances within conflicting land use districts.

**Goal:** The Town of Bell will protect and preserve the unique natural resources of the Town.

**Objective:** The Town of Bell will create a Natural Resources Overlay Land Use District to protect the Towns' unique natural areas including:

1. Lost Creek Bog
2. Lost Creek Tributaries
3. Siskiwit Lake, Little Siskiwit Lake, and Perch Lake
4. The Siskiwit River Riparian Zone – See Appendix I
5. Lake Superior Shoreline

**Policy:** Proceed through the required steps to get the referenced Natural Resources Overlay in effect.

**Objective:** The Town will attempt to make the best use of natural resources within the town for conservation and recreational use, including creation of an Open Space Fund.

**Policy:** Consider carefully opportunities to acquire or trade land that provides recreational or conservation uses.

**Goal:** The Town of Bell will have a review process for structures built or modified within Commercial, Residential/Recreational Business, and Village Mixed Use Land Use districts.

**Objective:** To preserve and protect the rural and historical characteristics of the Town of Bell.

**Policy:** The following policy is in response to 315 (93%) persons who responded to the Plan Survey that wanted the Town of Bell to maintain its rural character. Propose an architectural review process that would review design, building mass, exterior construction materials, lighting and



signage in Commercial, Residential/Recreational Business, and Village Mixed Use districts.

**Goal:** The Town of Bell will support attempts to implement Conservation Easements (see Appendix I).

**Objective:** To keep taxes on existing undeveloped land affordable by eliminating the possibility of development by subdivision.

**Objective:** To promote and protect the farming industry within the Town.

**Goal:** The Town will have in place criteria for approval of permits and variance applications.

**Objective:** Establish a fair and equitable process for reviewing the permit and variance application process.

**Objective:** Eliminate subjective decision making by the Town Board and/or Planning Commission.

**Policy:** All permit and variance applications will be subjected to the same approval criteria.

**Goal:** The Town will keep Sanitary District services current with the needs of the Town.

**Objective:** Protect our natural resources by keeping waste treatment effective.

**Policy:** Review sanitary services and service areas on a regular basis.

**Goal:** The Town will thoughtfully consider growth and development in the Lake Superior harbor area.

**Objective:** To allow the marina and retail areas to develop as needed to provide for demand.

**Policy:** Look for ways to move or effectively screen the XCEL substation at the waterfront.

**Policy:** Consider State and Federal programs for funding when examining options for marina and waterfront growth.

**Goal:** The Town of Bell will consider the results of the Land Use Survey of 2006-2007 and any follow up surveys in making decisions regarding Land Use.



Specific Action Items for the Land Use Element are as follows:

Implementation Action Items	<u>Schedule</u>				Responsible Entity
	2010 to 2014	2015 to 2019	2020 to 2024	2025 to 2029	
Create a publication that outlines the procedure in Bell Town for obtaining permits relating to Land Use.	X				Planning Commission
Make application for a Class Action Rezone with the County to clean up inconsistent zoning districts.	X				Planning Commission
Pursue implementation of an ordinance reducing lot size requirements in Commercial Zoning Districts.	X	X			
Establish a Business Park	X	X			Planning Commission Town Board
Create a Natural Resources Protection Overlay (See Goal 4)	X				Planning Commission Property owners
Set up a Review Process for new construction, remodeling, lighting and signage in Commercial, Residential/Recreational Business and Village Mixed Use Land Use Districts.	X				Planning Commission
Create Agricultural Conservation Easements	As Needed				Planning Commission Property owners
Establish criteria for approving permit and variance applications to the Town	X				Planning Commission
Oversee any development at the waterfront including marina and retail	X	X	X	X	Planning Commission
Review Sanitary District capacity and service area	X	X	X	X	Planning Commission Town Board







## 10.0 Implementation Element

### 10.1 Introduction

The Implementation Element contains an anthology of programs, tools and specific actions intended to implement the goals and objectives developed for the Town of Bell. It also includes provisions for integrating each element and a discussion of plan oversight, maintenance and evaluation.

The success of the Comprehensive Plan depends on meaningful plan implementation. The overall plan outlines the town's growth and development philosophy and provides a strategy for attaining the desired future condition.

The goals of the Town of Bell Comprehensive Plan will not be achieved without steadfast commitment and dedication. In order to implement this plan, it will be necessary for town officials to take specific actions in support of it. Implementation builds upon the statement goals and objectives developed for each individual plan element, by:

- § Clearly defining the tasks necessary to achieve the goal;
- § Defining the parties responsible for each task;
- § Establishing a timeframe for completion of the task; and
- § Providing a methodology to measure success.

### 10.2 Plan Adoption Process

The first step in implementing the Town of Bell's Comprehensive Plan is to have it adopted. The process of adoption establishes the plan as an official legal instrument to help guide the community in its future land use decision-making process. Formal adoption and distribution procedures are outlined in Chapter 66.1001 of the Wisconsin State Statutes.

The 11 step comprehensive plan adoption process is as follows:

1. Written public participation procedures are developed to foster public participation in every stage of the preparation of the comprehensive plan;
2. The procedures are "adopted" by the Bell Town Board;
3. By majority vote, the plan commission (or appointed Town committee assigned to develop the plan) recommends the plan to the Town Board for approval;
4. The "recommended" plan is distributed to the recipients listed in s. 66.1001 (4) (b), Stats., and any other identified in the adopted public participation procedures;

<i>User Guide to the Implementation Development Element</i>		
	<i>Section</i>	<i>Page</i>
10.1	Introduction	10-1
10.2	Plan Adoption Process	10-1
10.3	Element Integration	10-3
10.4	Plan Oversight and Evaluation	10-3
10.5	Implementation Tools, Programs & Strategies	10-4
10.6	Implementan Actions	10-10



5. The Town Board may spend time reviewing, revising and requesting plan commission revision to the recommended plan;
6. The Town Board drafts an ordinance adopting the plan;
7. A class 1 public notice is published 30 days prior to the hearing on the proposed ordinance to adopt the final “recommended” plan;
8. The Town Board provides an opportunity for written comments by the public and responds to such comments;
9. A public hearing is held on the ordinance;
10. By majority vote, the ordinance is approved by the Town Board; and
11. The “adopted” plan and ordinance are distributed to the recipients listed in s.66.1001 (4) (b), Stats.

The Town of Bell has fulfilled its statutory obligations with regard to formal adoption of the plan. Copies of the Public Involvement and Communications Plan, and the resolution formally adopting the plan are found in Appendix H. The ordinance to establish the Plan commission can be found in Appendix F.

### **10.2.1 Comprehensive Plan Commission**

#### **10.2.1.1 Establishment Of A Plan Commission**

Wisconsin statutes require that a formal plan commission be established. The law requires that this body be made up of at least 5 members for towns under a population of 2,500 residents. The Town’s chairperson selects the commission members as well as the presiding officer. The law also requires that at least one citizen member, who is not a town official, be appointed to the commission. The “Plan Commission Handbook” is a useful tool for all commission members. This publication was developed by the Land Use Education Center at the University of Wisconsin-Stevens Point, and available for purchase directly from the university or free download at [www.uwsp.edu/cnr/landcenter/pubs.html](http://www.uwsp.edu/cnr/landcenter/pubs.html). It is recommended that no more than two members of the Commission are Town officials.

#### **10.2.1.2 Role Of The Plan Commission**

The main responsibility of the Town of Bell’s Plan Commission will be to advise the Town Board on comprehensive planning and land use issues within the Town and make decisions as delegated by the Town Board.

The Commission will initiate public involvement and establish guidance/advisory committees as needed in all major areas of the Commission’s responsibilities.

General powers and duties of the Plan Commission are:

- § promote comprehensive planning;
- § recommend the comprehensive plan to the Town Board;
- § review all proposals referred to the commission and make recommendations to the Town Board regarding those proposals;



- § hold hearings and make administrative determinations/recommendations as provided by Town Of Bell Ordinance 2007-01.

The Plan Commission is involved in three types of governmental decision making:

**Legislative decisions** – recommending actions to the Town Board regarding adopting or amending plans, ordinances or other implementation tools.

**Quasi-judicial decisions** – applying local ordinances to make decisions regarding zoning conditional use permits, plat approvals and administrative appeals and variances for specified ordinances.

**Administrative decisions** – issuing permits or making personnel or other management decisions.

Wisconsin State statutes require that plan commissions follow certain legal requirements. To avoid legal concerns and in order to operate in a full and open process, a plan commission must meet the requirements of Wisconsin's:

- § Open Records Law
- § Open Meetings Law
- § Voting Requirements
- § Conflict of Interest Laws
- § Public notification requirements

The resolution establishing the Town of Bell Plan Commission is found in Appendix F.

### 10.3 Element Integration

All land use proposals in the Town of Bell should be subject to review against the goals and objectives laid out in this Comprehensive Plan. The Town's Plan Commission should formulate a "checklist" of goals and objectives outlined in this plan to facilitate the integration process. The Plan Commission should review all proposals and determine whether they comply with the goals and objectives of this plan. The Plan Commission would then make a recommendation to the Town Board, which would make the final decision on approval or disapproval.

### 10.4 Plan Oversight and Evaluation

Once this Comprehensive Plan is adopted by the public and the Town of Bell, the Plan Commission will have oversight of the plan implementation, maintenance and evaluation. The Town Of Bell Plan Commission will be appointed in accordance with Sec. 66.1001, Wisconsin Statutes.

- § **Plan Oversight:** All requests from the Bayfield County Zoning Department shall be forwarded to the Town of Bell Plan Commission. They will be asked



to review all applications and requests for land use permits, construction permits, zoning changes etc. made by the Bayfield County Zoning Department. The Plan Commission will make a recommendation using the goals and objectives of the Comprehensive Plan as a guide and forward their recommendation to the Town Board and Bayfield County Zoning Department.

§ **Plan Maintenance:** All requests to modify or change the Comprehensive Plan will be forwarded to the Plan Commission. A recommendation will be formulated and forwarded to the Town Board as to whether changes are justified. Final approval authority over any recommended changes or additions will be the responsibility of the Town Board.

§ **Plan Evaluation:** The Plan Commission and the Town Board will offer opportunities to review their progress in implementing the Comprehensive Plan. The Commission will review progress annually, inviting the public to attend and review the information collected by the Commission. Also annually, a written statement will be provided to the Town Board informing them of their progress. Updates, revisions and additions will be accomplished as a result of these reviews. Approved updates, revisions and additions should be forwarded to the Bayfield County Zoning Department.

## 10.5 Implementation Tools, Programs & Strategies

The following programs and strategies found in this section were identified by the Comprehensive Plan Commission to implement the goals and objectives listed for each element. The tools listed are available for use by the Plan Commission and are only some of the suggested options available to the community to implement their plan.

### 10.5.1 Housing

§ Affordable Housing was identified as a need for the community. This includes elderly housing, assisted care facilities, low-income rentals and newer homes. Funding for the construction of affordable housing is available through a variety of federal, state and local programs. More detailed planning would provide better direction and community support for actually implementing this activity.

§ Subdivision or Land Division Regulations are excellent tools that can be used to implement a land use plan. Local officials may require developers to include all of the goals and objectives outlined in the comprehensive land use plan in developing their proposal. The Town of Bell has adopted Bayfield County Subdivision regulations. However, the Plan Commission may adopt (with board approval) additional requirements for proposals in the Town of Bell.

§ Building, Housing & Sanitary Codes and Private Sewage System Ordinances may be developed by the Town to provide direction for building, housing and sanitary systems. All codes must, at a minimum, conform to state codes. The Town of Bell adopted Bayfield County's Private Sewage System Ordinance.

Several federal and state housing programs are available to help communities promote the development of housing for individuals with lower incomes and certain special needs. Some communities may also want to explore developing their own programs.



### Federal Programs

- § Department of Housing and Urban Development (HUD) is the federal agency with primary responsibility for housing programs and community development. It provides subsidized housing through low-income public housing and the Section 8 program which provides subsidies for rent in private apartments to low-income households. Both of these programs operate mainly through local public housing authorities. These programs provide to communities through grants to states who distribute the money to non-entitlement communities. In Wisconsin, the state agency that serves as the channel for these funds is the Division of Housing & Intergovernmental Relations (DHR) within the Department of Administration. [www.hud.gov/local/mil/](http://www.hud.gov/local/mil/)
- § Rural Development – United States Department of Agriculture (USDA-RD) provides a range of housing and community development programs for rural areas. It provides assistance for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development. [www.rurdev.usda.gov/agency/rhs.html](http://www.rurdev.usda.gov/agency/rhs.html)

### State Programs

- § Department of Administration, Division of Housing & Intergovernmental Relations (DHIR) administers a number of programs that are funded by the state and many more that are funded by HUD. State programs funded by general purpose revenue cannot be used to invest directly in housing development. Instead, these funds are used to help organizations develop the capacity to develop houses or to provide various types of financial assistance to home buyers or renters through grants to local governments or non-profit agencies (608)266-0288.
- § Wisconsin Housing and Economic Development Authority (WHEDA) is a quasi-governmental agency that finances housing development through the sale of bonds. It provides mortgage financing for first-time home buyers and financing for multifamily housing. Specific programs evolve and change with the needs of the housing development. It provides private investor with income tax credits when they invest in low-income projects on a competitive basis. (800)362-2761.

### Local Programs

- § Housing Trust Fund is a pool of money available for housing projects for middle and lower income households. The fund is used to fill financial gaps to make projects viable. Trust fund money may be used to assist in home purchase, down payment, housing construction, rehabilitation, security deposit assistance, maintenance, operation and technical assistance for housing organizations. For information on how this fund was established and how it is used, contact the Housing Authority of the City of Stevens Point (715)371-3444.



### Private Programs

- § Non-profit housing development corporations are eligible for state and federal financial resources, making them an important vehicle for publicly desired housing. They often work in partnership with local governments, civic organizations, citizens groups and for-profit developers. Wisconsin is unique in that it has a program to specifically assist non-profit housing organizations. The program is called the Local Housing Organization Grant (LHOG) Program. It provides grants to nonprofits to increase their capacity. For more information contact Department of Administration, Division of Housing and Intergovernmental Relations (608)266-0288.

### Design Techniques

- § Conservation Design Subdivisions: provide an alternative to the traditional subdivision design. It provides for common space (open space, woodlands, wetlands, etc.), encourages interaction between neighbors and protects wildlife habitat and natural features. Generally, these types of subdivision are designed for single-family homes.
- § Cluster Development: allows for a lot of open undeveloped space in a development by “clustering” homes together on smaller acreage. Services and infrastructural needs are directed to a smaller area. Cluster development would provide for larger areas that are designated for no development
- § Limited Use Approach: places reasonable limits on the use of lands designed for conservation or open-space.

### 10.5.2 Transportation Development

- § Impact Fees may be imposed by cities, villages, counties and towns on new developments to help pay for improved infrastructure necessary to service the development. Local governments may impose these fees to finance activities such as highway improvements, other transportation facilities, storm water facilities, solid waste and recycling facilities as well as fire and police facilities.
- NOTE:* Impact fees would also have applicability under the Utilities and Community Facilities Element.

### 10.5.3 Utilities And Community Facilities

- § Capital Improvement Programs are fiscal tools that can assist communities in planning the timing and location and eventual development of community facilities and utilities (i.e. schools, parks, municipal sewer and water, etc.). These programs help to ensure that budgets are allocated for future developments and improvements to a community’s infrastructure.
- § Town Sanitary Districts may be created by the town board or DNR for the purposes of constructing and operating public water supply, sewage treatment,



storm sewers, drainage improvements and solid waste disposal facilities and services. Sanitary Districts have the authority to acquire property, levy special assessments and collect charges for services. The Town of Bell has an established sanitary district that is responsible for sewage treatment and drainage improvements.

#### 10.5.4 Agriculture, Natural And Cultural Resources

- § Land Trusts are private, community-based non-profit organizations established to care for land and water resources for the public benefit. They are intended to protect a variety of natural and historic resources including scenic bluffs, farmland, lakeshore, wetlands, streams, rivers and other environmentally sensitive areas. Conservation easements are a common tool used by land trust organizations.
- § Inland Lake Protection and Rehabilitation Districts may be established by local lake property owners and local municipalities for a variety of lake management purposes. They have the power to own property and have the authority to levy special assessments to fund water quality studies and implement lake rehabilitation programs.
- § Watershed Protection/Stream Corridor the unique characteristics of streams flowing through the Town of Bell were identified by a majority of people surveyed as areas that should be protected. These areas are identified on map A-3 and in Appendix A. Voluntary protection efforts and special programs to encourage protection could be utilized by the community if a more detailed plan for these areas were completed. Efforts such as Bayfield County's Stewardship Credit for Buffers program could be expanded to include these watersheds if requested by the community and agricultural areas may be eligible for USDA's Buffer Program.
- § Environmental Guidelines and Best Management Practices are important tools that can be used to maintain and protect water quality. A number of voluntary best management practices (BMP) guidelines and handbooks are available through the Bayfield County Land Conservation Office UWEX and WDNR at little or no cost. Many of these tools can be downloaded off of the internet at no cost. These guides give detailed information about conservation practices that will protect water quality, fish and wildlife habitat, aesthetics and even reduce project costs. Some guides currently available include:
- *Forest Water Quality Best Management Practice Handbook*, WDNR
  - *Wisconsin voluntary Site-level Forest Management Guidelines*, WDNR
  - *Best Management Practice Guidelines for the Wisconsin Portion of the Lake Superior Basin*, Bayfield County Land Conservation Department
  - *Managing Woodlands in Lake Superior's Red Clay Plain*, WDNR
  - *Lakescaping for Wildlife and Water Quality*, MNDNR
  - *Construction Site Erosion Control Best Management Practice Handbook*, WDNR
  - *Agriculture Best Management Practices*



Encouraging the use of best management practices is an economical implementation tool for the Town. They can be accomplished locally by providing educational opportunities, information sharing through existing mailings or through recommendations resulting from zoning reviews. Using BMP's and recommending the use of BMP's can significantly improve the health of a resource, especially helping in watershed management.

§ Aesthetic Guidelines are important tools used for the preservation of historic places and maintaining the aesthetic qualities expected in northern Wisconsin communities.

**Sign Ordinances** determines the type, size, location and allowable construction materials of signs within the community. This plan identified the need to maintain a rural northwoods community signage should conform to that vision. The Planning Commission should evaluate the county's sign ordinance to determine whether it meets the needs of the Town of Bell.

**Noise Ordinances** the Plan Survey of 2006 identified the desire to maintain a rural northwoods community. Noise levels should conform to that vision. The Plan Commission should investigate the need for a noise ordinance.

**Historic Preservation Ordinances:** A historic preservation ordinance can help a community interested in preserving important historic buildings and districts within the community. The "Tragedy of the Siskiwit Marker" that documents the site of a battle between the Ojibwa and Fox that was fought on the shores of Lake Superior, the old Cornucopia School which currently serves as the Town of Bell Community Center and the St. Mary's Russian Orthodox Church have been identified as sites of historical significance by the Wisconsin Historical Society archives.

**Design Review** involves the review and regulation of the design of buildings and their sites. Often, this review is included in a zoning or subdivision ordinance. This type of action is especially recommended for communities with buildings of historic or architectural importance and where tourism is a major economic activity.

§ Public Acquisition Programs are one of the most successful plan implementation tools used for the purchase of land for parks, natural areas resource protection and other public facilities. Acquisition may be a result of the local government purchasing land, a private donation or a dedication of land as part of a subdivision process. Two specific types of Public Acquisition Programs are described as follows:

**Conservation Easements** are legally binding agreements made voluntarily between a landowner (public or private) and a qualifying organization (public or private). Permanent restrictions are placed on a property's use and development. The resulting agreement is recorded on the deed and stays with the property.

**Purchase of Development Rights (PDR)** is a voluntary land conservation tool communities can utilize to protect important natural resources such as; farmland, lakeshores and wetlands. A unit of government or a nonprofit



conservation organization (i.e. land trust) buys the developments rights to land and places a conservation easement on the land. An easement is a legal agreement between the purchaser and the land owner and restricts the type and amount of development that can be done on the land. Easements can be customized to the unique characteristics of the property and the interests of the landowner and are recorded on the deed.

### 10.5.5 Economic Development

Local economic development programs include:

- § Bayfield County Economic Development Corporation (BCEDC) provides for recruitment of new businesses and retention of existing businesses. The board and Executive Director are available to assist Bayfield County communities with economic development planning and implementation.
- § Ashland Area Development Corporation provides for recruitment of new businesses and retention of existing businesses. The board and Executive Director assist Ashland and surrounding communities with economic development planning and implementation.

State and Regional economic development programs include:

- § Northwest Wisconsin Regional Planning Commission (NWRPC) is located in Spooner, WI and administers revolving loan funds and will provide consulting services to communities, businesses and individuals.
- § Workforce Development Initiatives through Wisconsin Indianhead Technical College (WITC), University of Wisconsin – Superior, NWCEP and the University of Wisconsin Extension Service (UWEX) provide opportunities for job training and advanced skills for enhancing the capability and talents of our workforce. Linkage of these opportunities with recruitment of new businesses may form an important foundation for economic development.
- § Community Development Block Grants provided through the Wisconsin Department of Commerce supports Community Development Block Grants for public facilities and economic development. Public facilities that provide infrastructure for economic development are supported by these grants.
- § University of Wisconsin Extension, with offices located in Washburn, also provides consulting to those wishing to start a new business. They assist with business panning and funding.

### 10.5.6 Intergovernmental Cooperation

- § Cooperative Boundary Agreements are agreements that may reduce conflicts regarding boundary issues including annexation. This involves the two parties preparing a plan for an area of concern. The plan for changing or maintaining boundaries and for controlling land use and services is submitted to the State of Wisconsin Department of Administration. Upon approval, a contract binding each party to the agreement is developed.



§ Intergovernmental Agreements can be made between municipalities to provide services or to jointly exercise powers or duties as authorized by law. Such agreements prove useful in the implementation of a plan by facilitating efficient provisions of public facilities or services.

### 10.5.7 Land Use

In addition to the above, there could well be other programs available at this time or to be developed in the future, that may apply to land use decisions.

## 10.6 Implementation Actions

The following provides a detailed list of the Comprehensive Plans goals, objectives policies and implementation action items

**Goal:** A broad statement of philosophy that describes the community's desires.

**Objective:** A measurable directive.

**Policy:** Provide the guidelines for interpretation of the action. Policy statements are intended to provide a course of action that is directed toward the achievement of identified goals. Policy statements are intended to be instructive and directional in nature.

**Action Item:** A very specific action directed towards achieving an objective

### 10.6.1 Plan Monitoring And Evaluation

**Goal:** Keep this comprehensive plan relevant, useable, and timely.

**Objectives:** Keep the plan up-to-date.

**Policy:** Conduct a formal review of the plan at least once every 5 years consistent with state requirements.

**Policy:** Prepare annual reviews of the plan.

**Policy:** Amend the plan in a timely fashion.

**Policy:** If actual growth and development is significantly below the forecasts contained in this plan, amend this plan as appropriate to account for lower than expected growth and/or adjust those factors that may be inhibiting growth.

**Policy:** If actual growth and development exceeds the forecasts contained in this plan, adopt appropriate growth management strategies to bring growth in line with the desired growth rate or amend this plan to account for the additional growth.



**Plan Monitoring And Evaluation Action Items**

<b>Implementation Action Items</b>	<b>Schedule</b>				<b>Responsible Entity</b>
	<b>2010 to 2014</b>	<b>2015 to 2019</b>	<b>2020 to 2024</b>	<b>2025 to 2029</b>	
The Plan Commission will develop a “checklist” of goals and objectives outlined in the Comprehensive Plan.	X				Plan Commission
The Plan Commission will prepare and present a report to the Town Board annually summarizing: 1. How the plan was used to direct major spending, regulatory, and construction decisions; 2. How development and redevelopment did or did not coincide with the guidelines of this plan; 3. How the Town has changed in ways that may call for amendments to the plan.	X	X	X	X	Plan Commission
Review the adopted comprehensive plan and revise as necessary (minimum once every 5 years following adoption).	X	X	X	X	Plan Commission
Plan for and anticipate costs for amending this plan.	X	X	X	X	Town Board Plan Commission
Monitor growth and development on a yearly basis, and submit this information to the Town Board in a timely manner.	X	X	X	X	Plan Commission

**10.6.2 Community Involvement**

**Goal:** Encourage citizen involvement in the affairs of the community.

**Objectives:** Increase the number of families and individuals who volunteer their time within this community.

**Objective:** Increase citizen involvement and interest in the functions of Town government.

**Policy:** Seek out and utilize the skills and expertise of residents to serve on volunteer committees.

**Policy:** Provide opportunities for resident involvement in the functions and operation of the Town.

**Policy:** Encourage residents to get out and vote.

**Policy:** Provide residents with the opportunity to review draft plans, propose plan amendments, and participate in the development of rules and regulations.



**Policy:** Support the creation of programs in local schools to promote volunteerism and mentoring.

**Policy:** Support the creation of programs in local schools and neighborhoods that foster pride in the community.

### Community Involvement Action Items

Implementation Action Items	Schedule				Responsible Entity
	2010 to 2014	2015 to 2019	2020 to 2024	2025 to 2029	
Develop a Town newsletter to involve residents in community events and issues.	X	X	X	X	Town Board Community Facilitator
Continue to utilize a media message board in the lobby of the Town Hall and/or other locations to disseminate local government notices.	X	X	X	X	Town Board Community Facilitator
Create a program to annually recognize the contributions of individuals and groups who help make the Town a great place to live.	X	X	X	X	Town Board Community Facilitator

### 10.6.3 Action Items For Individual Elements

Goals, objectives and policies are described for each element in Chapters 3.0 through 9.0. Specific action items for each element are described below as follows:

### HOUSING

Implementation Action Items	Schedule				Responsible Entity
	2010 to 2014	2015 to 2019	2020 to 2024	2025 to 2029	
Do a survey to establish the need for affordable and senior housing.	X				Plan Commission
Provide resources and information on available federal, State and County programs to residents that are seeking help regarding: <ul style="list-style-type: none"> <li>Affordable Housing</li> <li>Senior Housing</li> <li>Home Improvement Funding or Financing – including those programs specific to improvement in energy efficiency.</li> </ul>	X	X	X	X	Community Center Resource Position
Cooperate with private parties interested in developing affordable and senior housing units	X	X	X	X	Plan Commission



Facilitate opportunities for work-at-home employment	X	X	X	X	Town Board, Economic Development Committee
Look for and encourage sustainability and land conservation ideals in future residential development	X	X	X	X	Plan commission

**TRANSPORTATION DEVELOPMENT**

Implementation Action Items	Schedule				Responsible Entity
	2010 to 2014	2015 to 2019	2020 to 2024	2025 to 2029	
Maintain guidelines to create and maintain safe and attractive signage on roads which meet WISDOT	X	X	X	X	Town Board
Explore development of access to recreational systems including hiking, ATV and snowmobile trails.	AS Needed				Town Board
Work with airport and harbor groups directed at improving recreational and economic development.	X	X	X	X	Town Board
Pursue development of emergency landing facilities.	X	X	X	X	Town Board
Support public transportation from Cornucopia to all areas of Bayfield County.	X	X	X	X	Town Board
Create a Capital Improvement Program to budget and delegate annual funds to allow for town road improvements.	X	X	X	X	Town Board

**UTILITIES AND COMMUNITY FACILITIES**

Implementation Action Items	Schedule				Responsible Entity
	2010 to 2014	2015 to 2019	2020 to 2024	2025 to 2029	
Explore the feasibility and local support for creating a Town of Bell job position as a Community Center facilitator.	X				Town Board
Investigate options for promoting recreational opportunities, including the funding source.	X	X	X	X	Parks and Lands Committee
Determine if it is economically feasible to expand or create a sanitary district per lakeshore neighborhoods.	As Needed				Sanitary District
Develop guidelines for storm water run-off and well overflow stewardship.	X				Town Board Appointed Committee



Annually review the solid waste and recycling services.	X	X	X	X	Town Board (at the annual meeting)
Look for opportunities to relocate the XCEL energy substation away from the waterfront.	X	X	X	X	Town Board
Support measures for a crosswalk over Highway 13 to link the waterfront with the business district	X	X	X	X	Town Board

### AGRICULTURE, NATURAL AND CULTURAL RESOURCES

Implementation Action Items	Schedule				Responsible Entity
	2010 to 2014	2015 to 2019	2020 to 2024	2025 to 2029	
Meet with DNR land managers periodically to understand and assist with the management of key natural resources in the Town.	X	X	X	X	Town Board
Prevent land use practices that have a detrimental effect on the land, soil, water and air quality.	X	X	X	X	Town Board
Acknowledge Bayfield County guidelines for building design, setbacks and size of developments on or near surface waters and wetlands.	X	X	X	X	Town Board
Use the current “ <i>Best Management Practice Guidelines for Water Quality, Field Manual for Loggers, Landowners and Land Managers</i> ” for all road developments and improvements.	X	X	X	X	Town Board Road Crew
Work with the local and/or State Historical Society representatives to sustain and improve historic preservation.	X	X	X	X	Town Board Museum Committee
Develop management plans for key parcels of Town owned land, such as the Siskiwit River, Airport-Recycling Center and Klemik road properties.	X				Parks & Lands Committee
Identify options for preservation and development of sustainable agriculture in the Town.	X	X	X	X	Town Board
Continue to support a farmers market.	X	X	X	X	Town Board
Develop a boat and equipment cleaning station at the Town Marina to facilitate removal of aquatic invasive species from boats.	X				Harbor Committee



**ECONOMIC DEVELOPMENT**

<b>Implementation Action Items</b>	<b>Schedule</b>				<b>Responsible Entity</b>
	<b>2010 to 2014</b>	<b>2015 to 2019</b>	<b>2020 to 2024</b>	<b>2025 to 2029</b>	
Establish an economic development committee.	X				Town Board
Seek out and encourage opportunities to locate higher wage paying businesses in the community.	X	X	X	X	Economic Development Committee
Constantly be aware of the potential of the “computer based” possibilities for economic development.	X	X	X	X	Economic Development Committee
Develop a Business Park on West Spirit Pt. Rd.	X				Town Board
Establish a system of frequent communication with the existing public utilities (e.g. Sanitary district, Bayfield Electric, XCEL Energy and Chequamegon Telephone), in order to let them know what our needs may be and allow them to advance their ideas.	X	X	X	X	Town Board
Provide for transportation needs (eg. good roads, good signage and available possible public transportation such as BART over-the-road carriers).	X	X	X	X	Town Board Town Road Crew
Work with UWEX to support agricultural activities in the community	X	X	X	X	Town Board
Encourage or dedicate considerable effort to develop broad band and cellular coverage to promote economic growth.	X	X	X	X	Town Board

**INTERGOVERNMENTAL COOPERATION**

<b>Implementation Action Items</b>	<b>Schedule</b>				<b>Responsible Entity</b>
	<b>2010 to 2014</b>	<b>2015 to 2019</b>	<b>2020 to 2024</b>	<b>2025 to 2029</b>	
Invite area governments and school districts to participate in facility planning meetings.	X	X	X	X	Appropriate Body
Work with adjacent towns and other governments to maintain and improve government services along the South Shore.	X	X	X	X	Town Board
Develop and maintain an accurate inventory of all active and terminated inter-governmental agreements.	X				Town Board



Send copies of draft plan amendments to surrounding jurisdictions to allow the opportunity to review and comment on proposed amendments.	As Amended	Plan Commission
Contact adjacent municipal governments to discuss sharing some services and expenses	X	Town Board

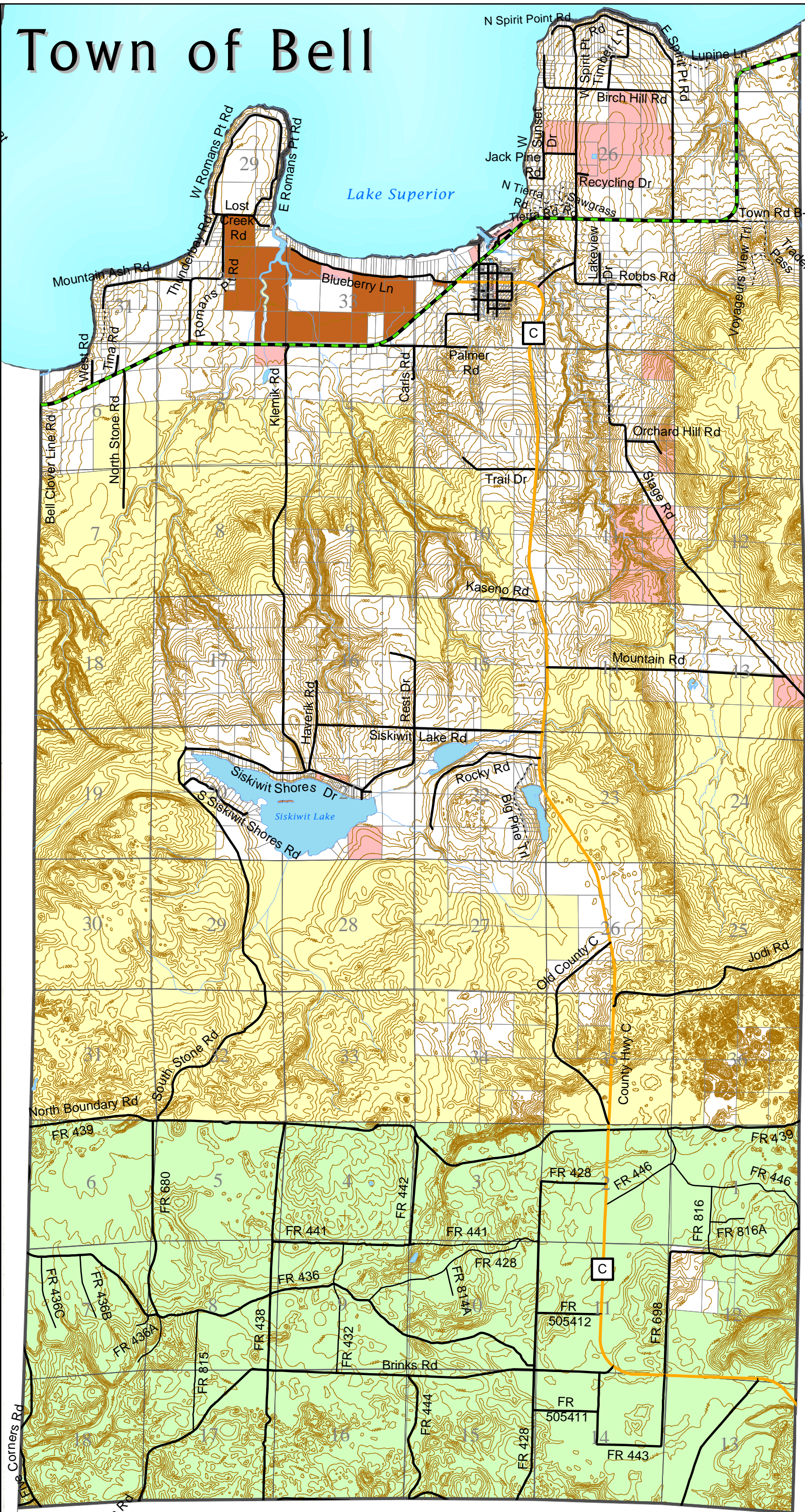
## LAND USE

Implementation Action Items	<u>Schedule</u>				Responsible Entity
	2010 to 2014	2015 to 2019	2020 to 2024	2025 to 2029	
<i>Create a publication that outlines the procedure in Bell Town for obtaining permits relating to Land Use.</i>	X				Planning Commission
Make application for a Class Action Rezone with the County to clean up inconsistent zoning districts.	X				Planning Commission
Pursue implementation of an ordinance reducing lot size requirements in Commercial Zoning Districts.	X	X			
Establish a Business Park	X	X			Planning Commission Town Board
Create a Natural Resources Protection Overlay (See Goal 4)	X				Planning Commission Property owners
Set up a Review Process for new construction, remodeling, lighting and signage in Commercial, Residential/Recreational Business and Village Mixed Use Land Use Districts.	X				Planning Commission
Create Agricultural Conservation Easements	As Needed				Planning Commission Property owners
Establish criteria for approving permit and variance applications to the Town	X				Planning Commission
Oversee any development at the waterfront including marina and retail	X	X	X	X	Planning Commission
Review Sanitary District capacity and service area	X	X	X	X	Planning Commission Town Board



# Town of Bell

## Land Ownership and 10' Contours



**Legend**

**Land Ownership**

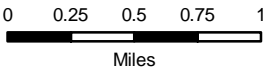
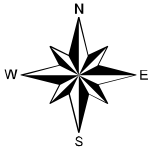
- Town of Bell
- Bayfield County
- Federal
- State
- Private

**Other Symbols**

- Town of Bell Boundary
- 10' Contour Lines
- Approximate Section Lines
- Lakes
- Rivers

**Roads**

- State
- County
- Town
- Private



This map was prepared by Bayfield County Land Records Department in May 2009 for the Town of Bell Comprehensive Land Use Plan Committee. It is intended to illustrate elevation and land ownership in the Town of Bell.





# Town of Bell

## Land Type Association

### Legend

#### Land Type Association

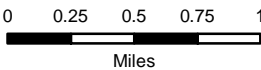
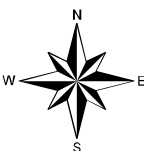
- 212Ya02 - Bayfield Lake-Modified Till Plain
- 212Ka04 - Bayfield Rolling Outwash Barrens
- 212Ka07 - Bayfield Rolling Outwash and Washed Till

#### Other Symbols

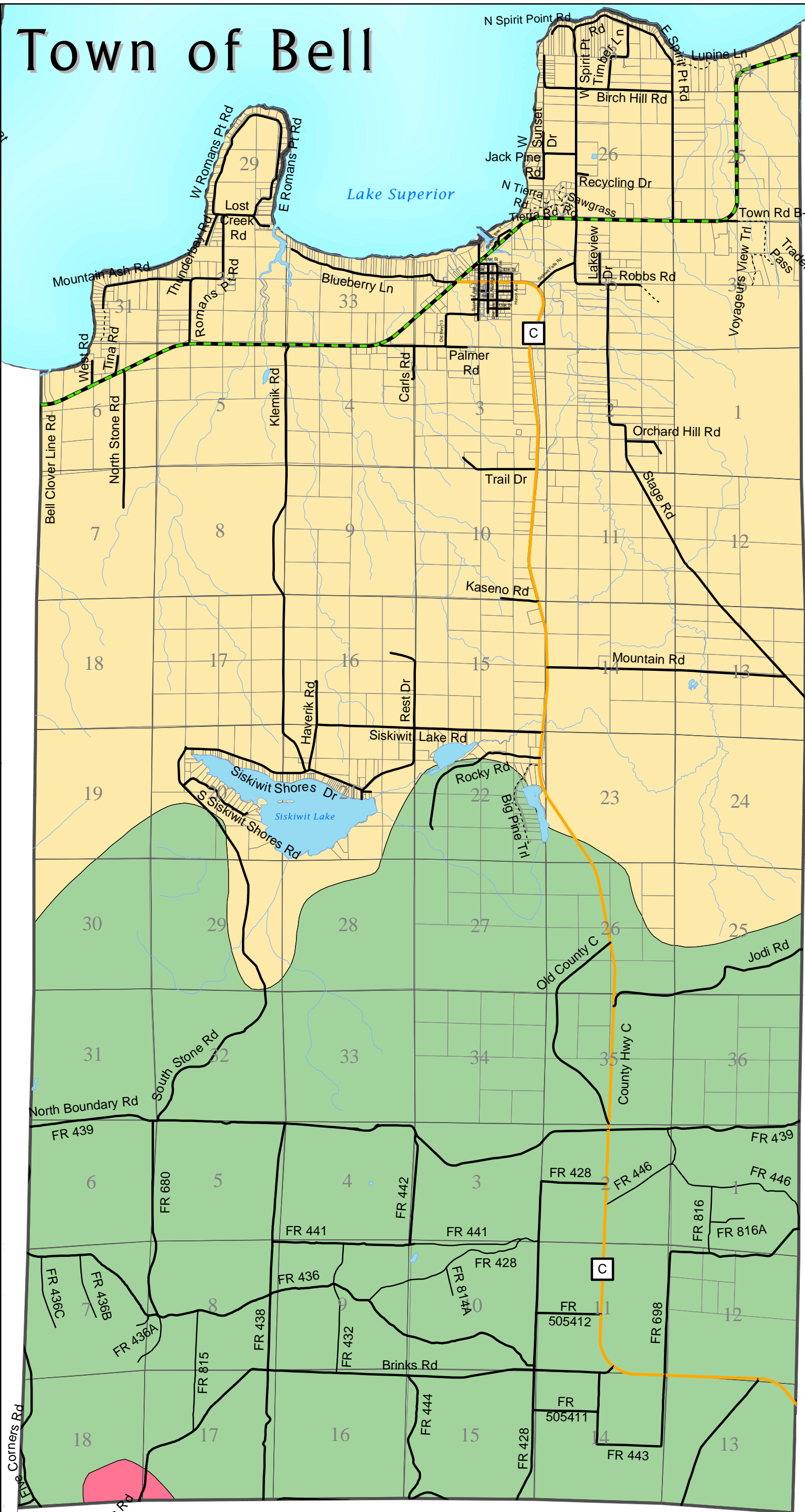
- Town of Bell Boundary
- Approximate Section Lines
- Lakes
- Rivers

#### Roads

- State
- County
- Town
- Private



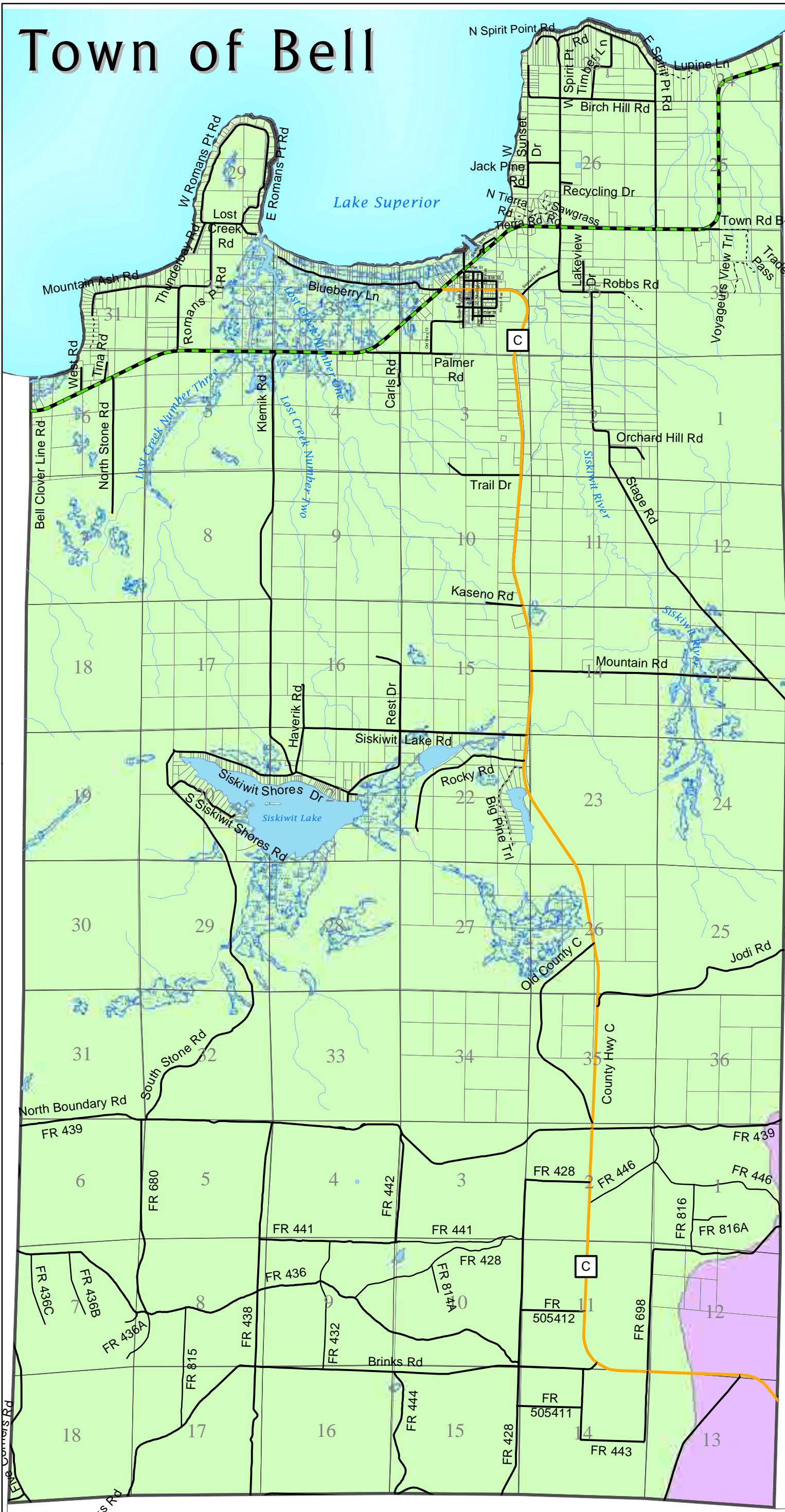
This map was prepared by Bayfield County Land Records Department in May 2009 for the Town of Bell Comprehensive Land Use Plan Committee. It is intended to illustrate land type associations in the Town of Bell. Land type association data derived from Wisconsin Department of Natural Resources.





# Town of Bell

## Watersheds and Wetlands



### Legend

#### Watersheds

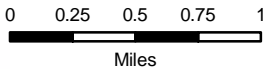
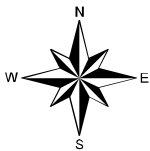
- Bayfield Peninsula/ Northwest
- Bayfield Peninsula/ Southeast

#### Other Symbols

- Wetlands
- Town of Bell Boundary
- Approximate Section Lines
- Lakes
- Rivers

#### Roads

- State
- County
- Town
- Private



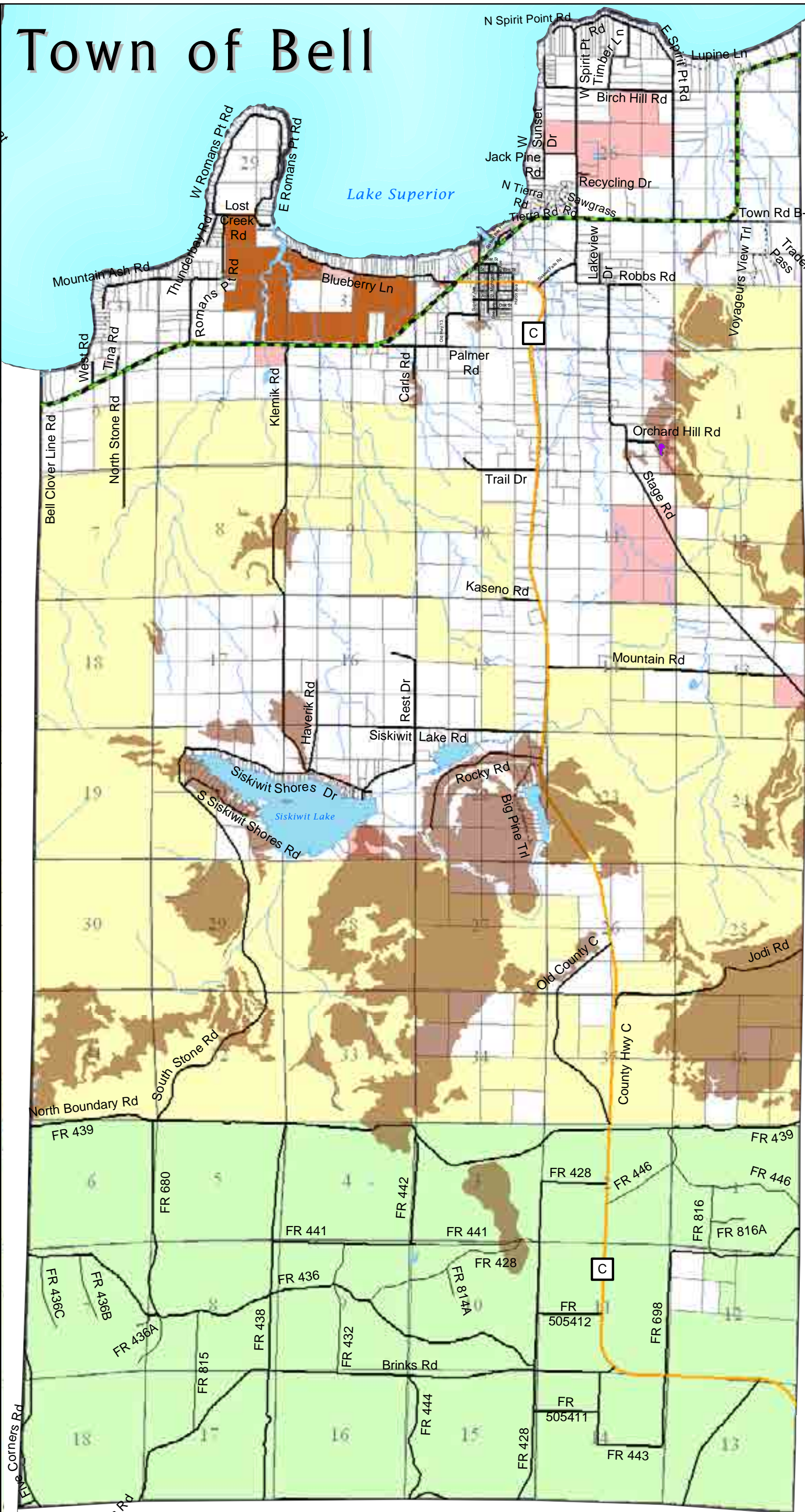
This map was prepared by Bayfield County Land Records Department in May 2009 for the Town of Bell Comprehensive Land Use Plan Committee. It is intended to illustrate watersheds in the Town of Bell.





# Town of Bell

## Potential Gravel Pit Source Areas



### Legend

- Soils Suitable for a Gravel Pit
- Existing Gravel Pit

### Land Ownership

- Town of Bell
- Bayfield County
- Federal
- State
- Private

### Other Symbols

- Town of Bell Boundary
- Approximate Section Lines
- Lakes
- Rivers

### Roads

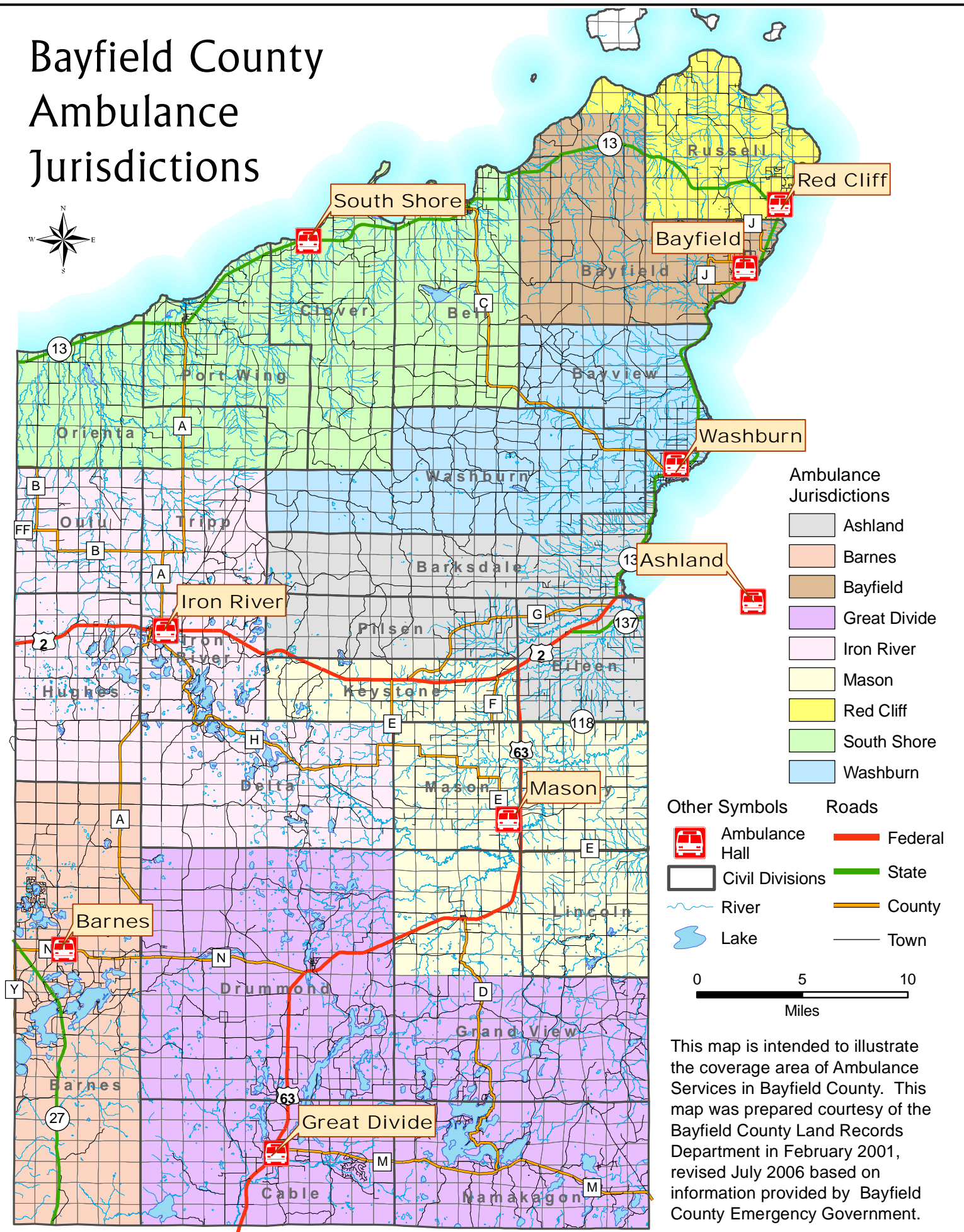
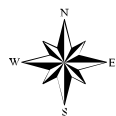
- State
- County
- Town
- Private

This map was prepared by Bayfield County Land Records Department in May 2009 for the Town of Bell Comprehensive Land Use Plan Committee. It is intended to illustrate soils suitable for gravel pits in the Town of Bell.





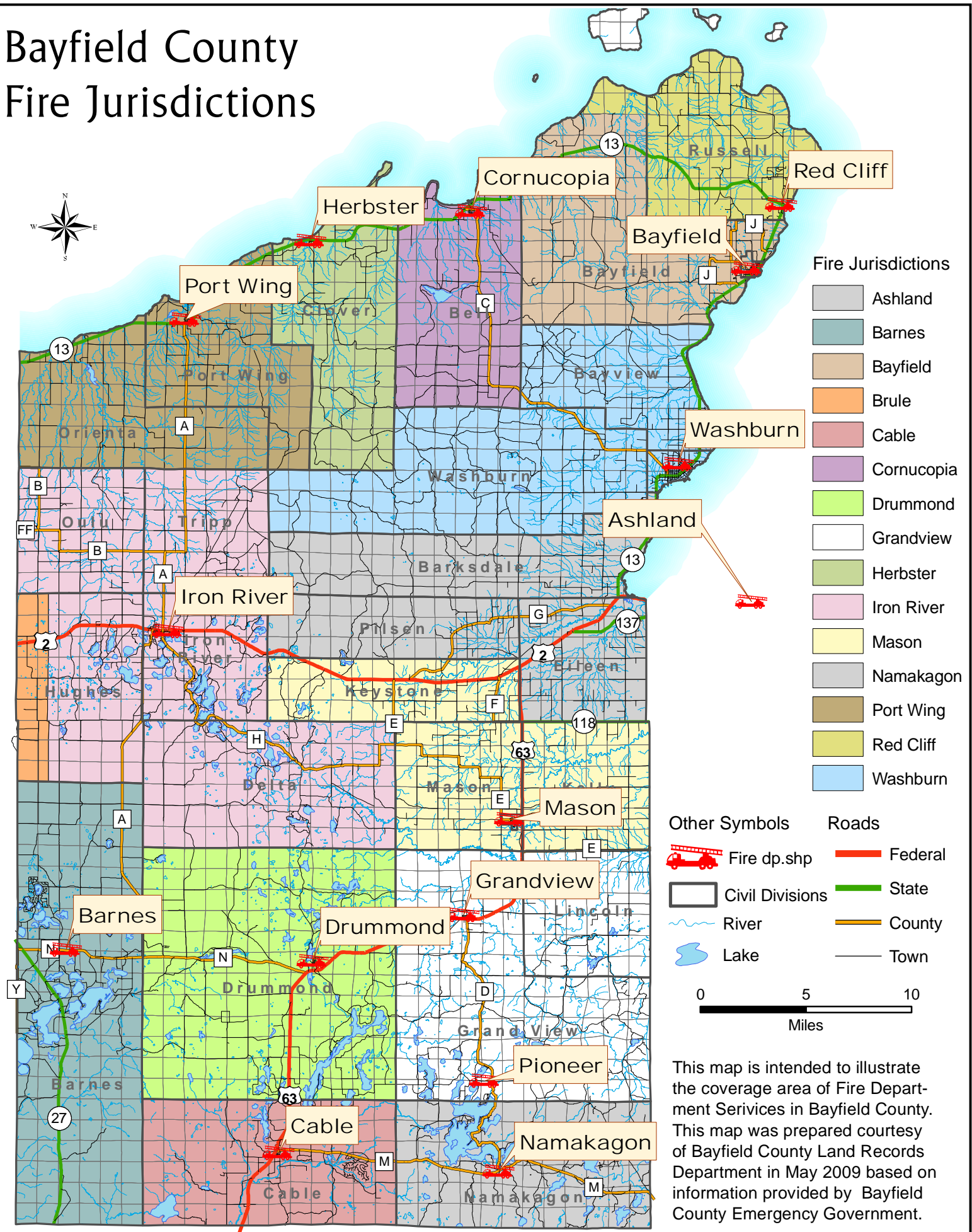
# Bayfield County Ambulance Jurisdictions



This map is intended to illustrate the coverage area of Ambulance Services in Bayfield County. This map was prepared courtesy of the Bayfield County Land Records Department in February 2001, revised July 2006 based on information provided by Bayfield County Emergency Government.

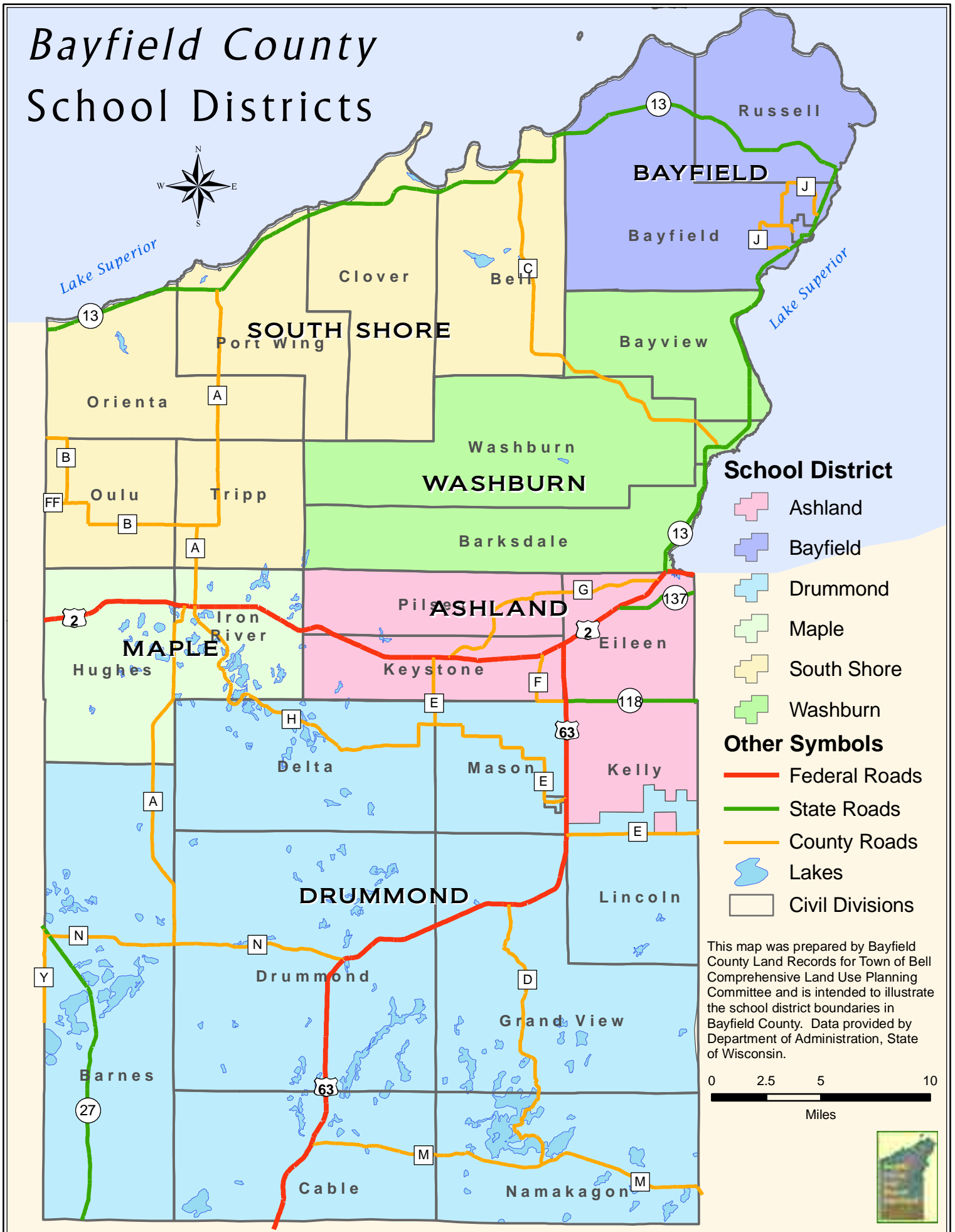


# Bayfield County Fire Jurisdictions





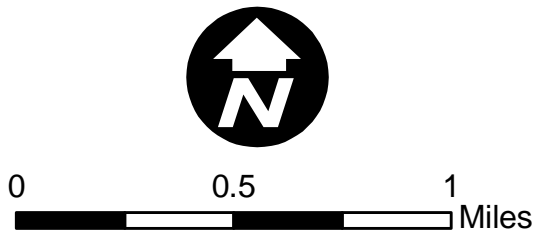
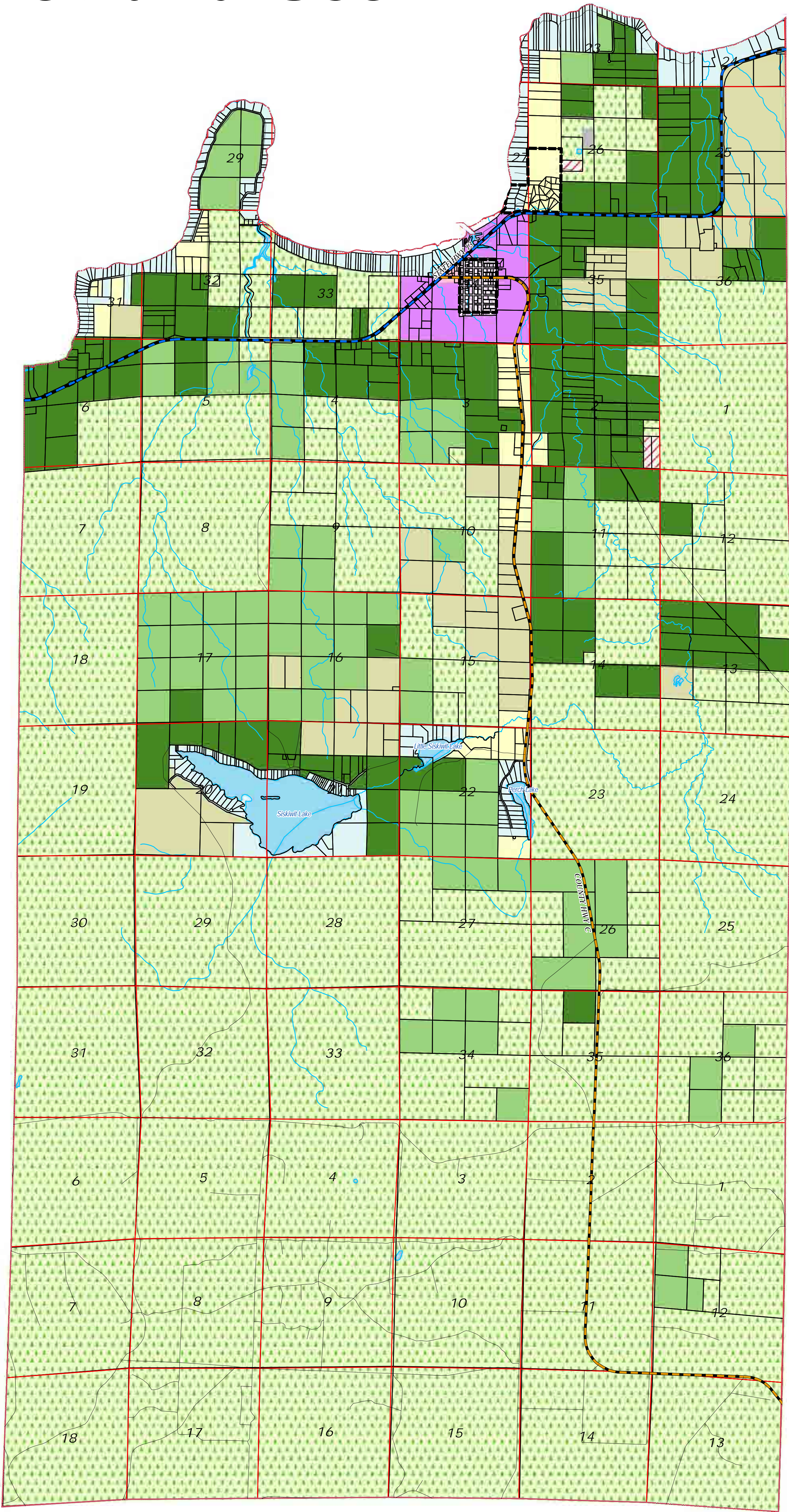
# Bayfield County School Districts





# Town of Bell

## Future Land Use



- Public Forest
- Industrial (or Private) Forest
- Forest - Limited Residential
- Agricultural Core
- Agricultural - Limited Residential
- Rural - Moderate Residential
- Shoreland - Concentrated Residential
- Shoreland Recreation

- Village Mixed Use
- Village Residential
- Commercial
- Industrial
- Mining Overlay
- Natural Resources Protection
- Tribal Lands Overlay
- Municipal / Institutional

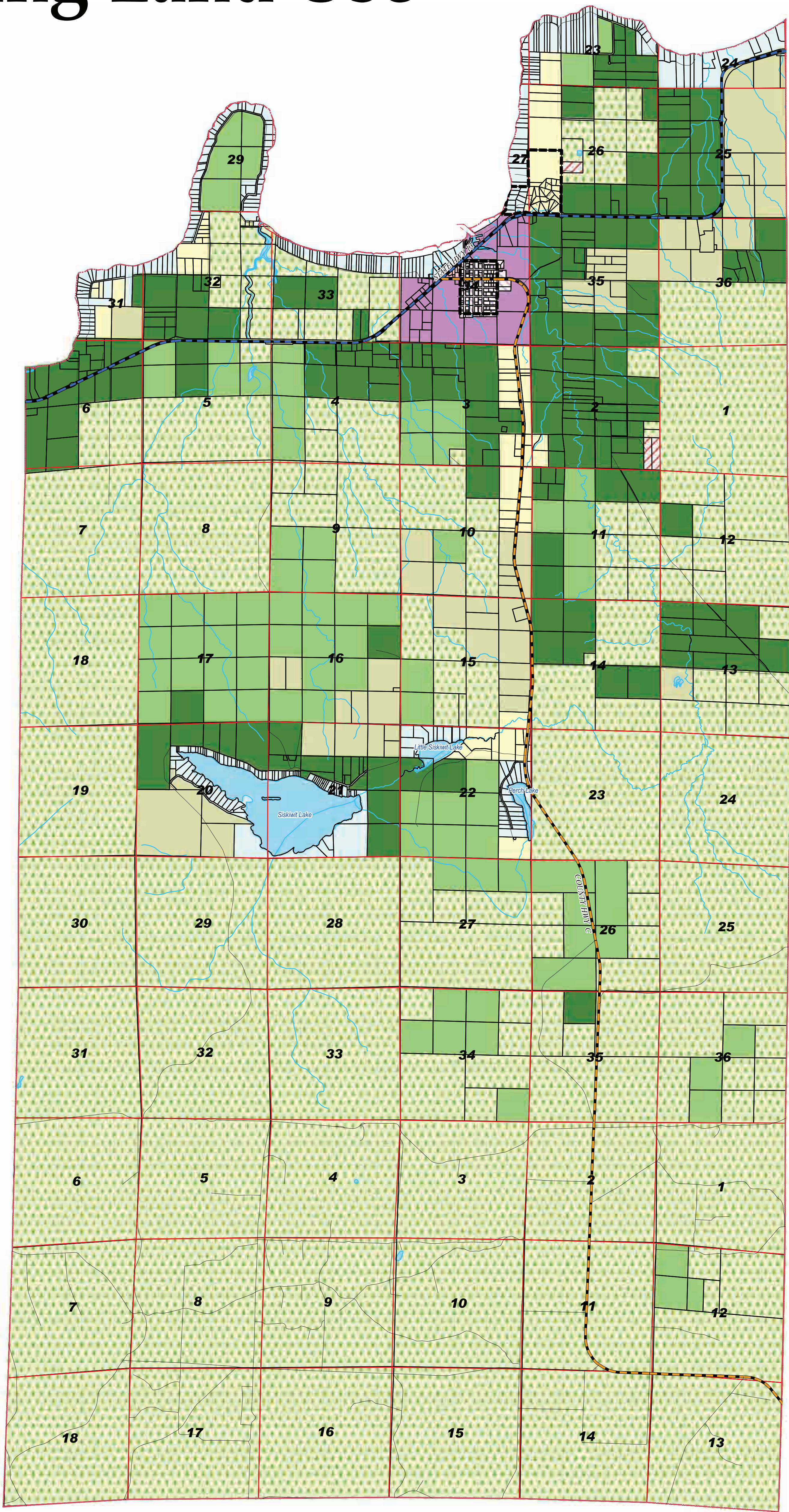
- Roads
- Federal
  - State
  - County
  - Town
  - Private
  - Water

- Section Line
- Municipal Boundary
- County Boundary
- Sanitary District



# Town of Bell

## Existing Land Use



0 0.5 1 Miles

- Public Forest
- Industrial (or Private) Forest
- Forest - Limited Residential
- Agricultural Core
- Agricultural - Limited Residential
- Rural - Moderate Residential
- Shoreland - Concentrated Residential
- Shoreland Recreation

- Village Mixed Use
- Village Residential
- Commercial
- Industrial
- Mining Overlay
- Natural Resources Protection
- Tribal Lands Overlay
- Municipal / Institutional

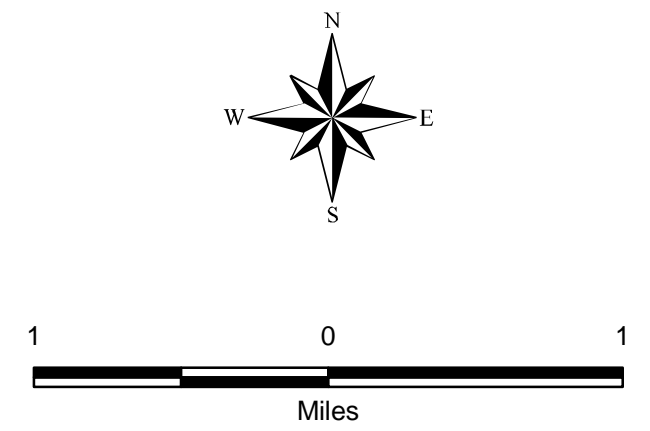
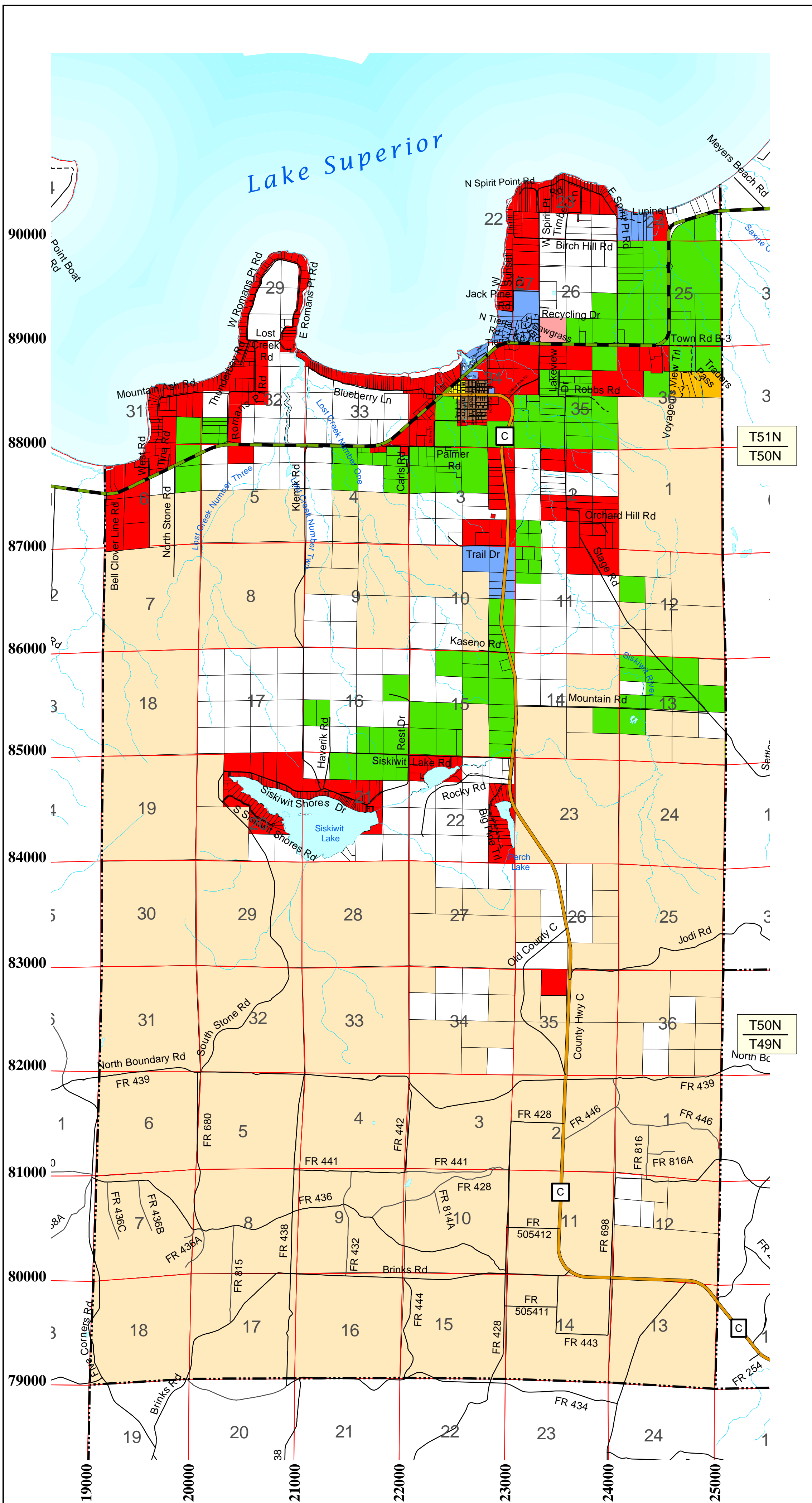
- Roads
- Federal
  - State
  - County
  - Town
  - Private
  - Water

- Section Line
- Municipal Boundary
- County Boundary
- Sanitary District



# Town of Bell

## Zoning Districts



### County Zoning Districts

- (R1) - Residential - 1
- (R2) - Residential - 2
- (R3) - Residential - 3
- (R4) - Residential - 4
- (C) - Commercial
- (I) - Industrial
- (F1) - Forestry - 1
- (F2) - Forestry - 2
- (A1) - Agricultural - 1
- (A2) - Agricultural - 2
- (W) - Conservancy
- (R-RB) - Residential - Recreational Business

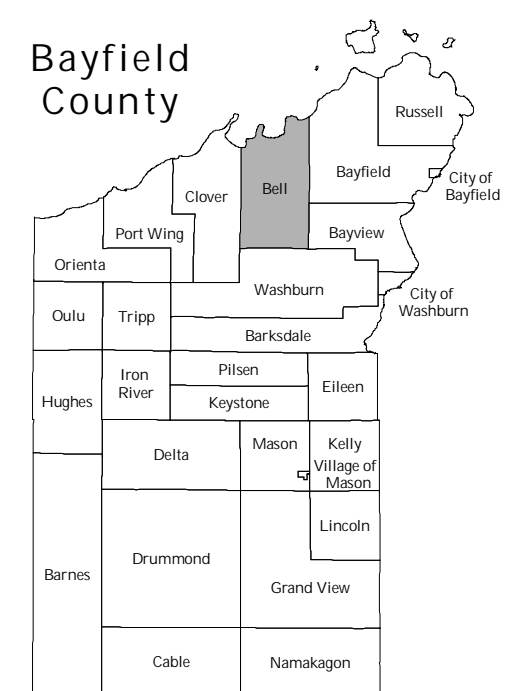
### Roads

- Federal Highway
- State Highway
- County Road
- Town Road
- Forest Road
- Private Road

### Other Symbols

- MCD Boundary
- Section Lines
- Parcels
- 16000 Address Grid
- Streams
- Lakes

### Bayfield County



ZONING INFORMATION  
FURNISHED BY:



CARTOGRAPHY  
BY:

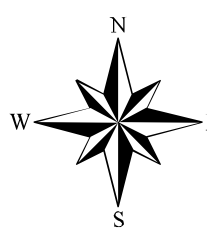


The Zoning Districts portrayed on this map were derived from the Official Bayfield County Zoning District Map maintained by the Zoning Department. Bayfield County makes no warranty with respect to accuracy or completeness of this map and assumes no liability for its use or misuse. This map was last updated on March 1, 2007.



# Town of Bell

## Future Zoning District Changes



### County Zoning Districts

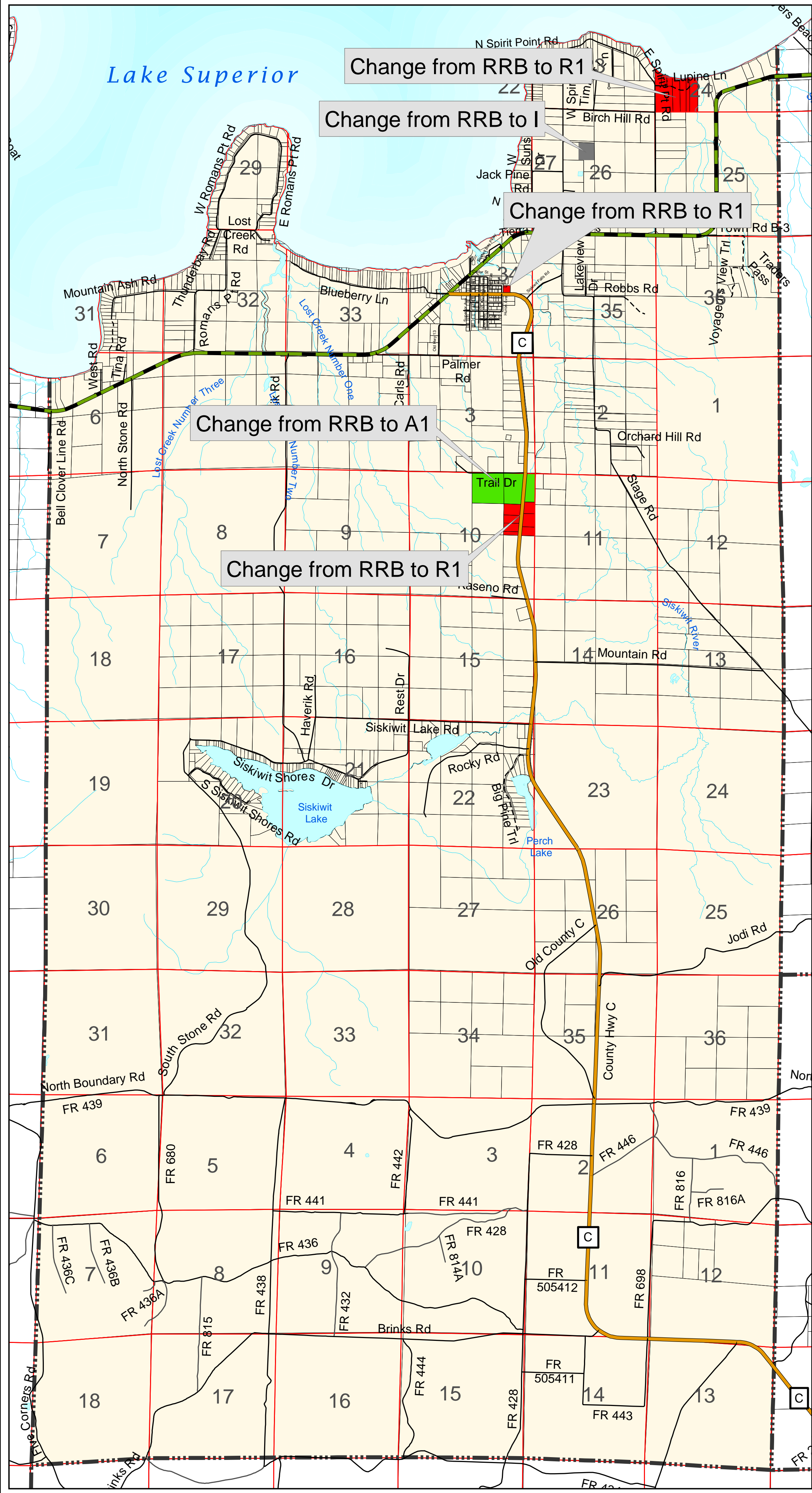
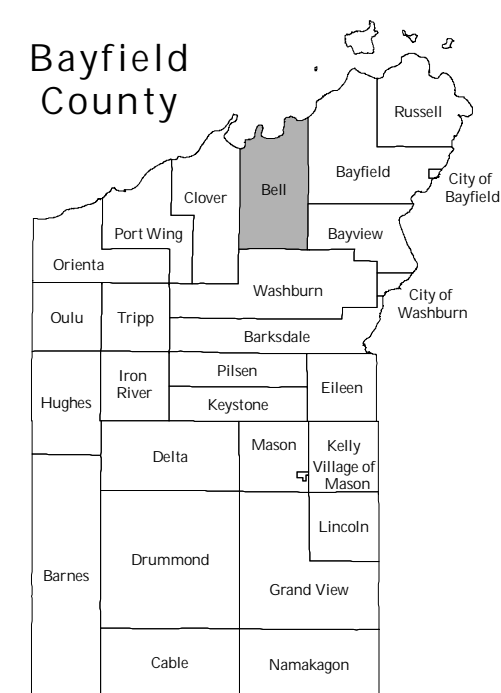
- (R1) - Residential - 1
- (I) - Industrial
- (A1) - Agricultural - 1

### Roads

- State Highway
- County Road
- Town Road
- Forest Road
- Private Road

### Other Symbols

- MCD Boundary
- Section Lines
- Parcels
- Streams
- Lakes



The Zoning District categories portrayed on this map were derived from the Official Bayfield County Zoning District Map maintained by the Zoning Department. Future Zoning District changes were provided by the Town of Bell.

This map was prepared by Bayfield County Land Records Department on September 2, 2009 at the request of the Town of Bell.



# Town of Bell

# Land Ownership and Road Network

### Legend

#### Land Ownership

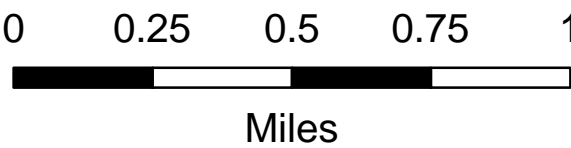
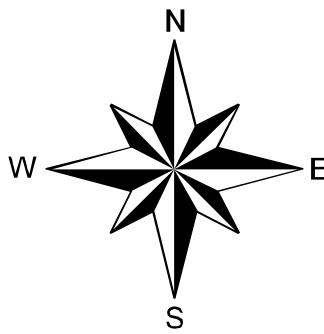
- Town of Bell
- Bayfield County
- Federal
- State
- Private

#### Other Symbols

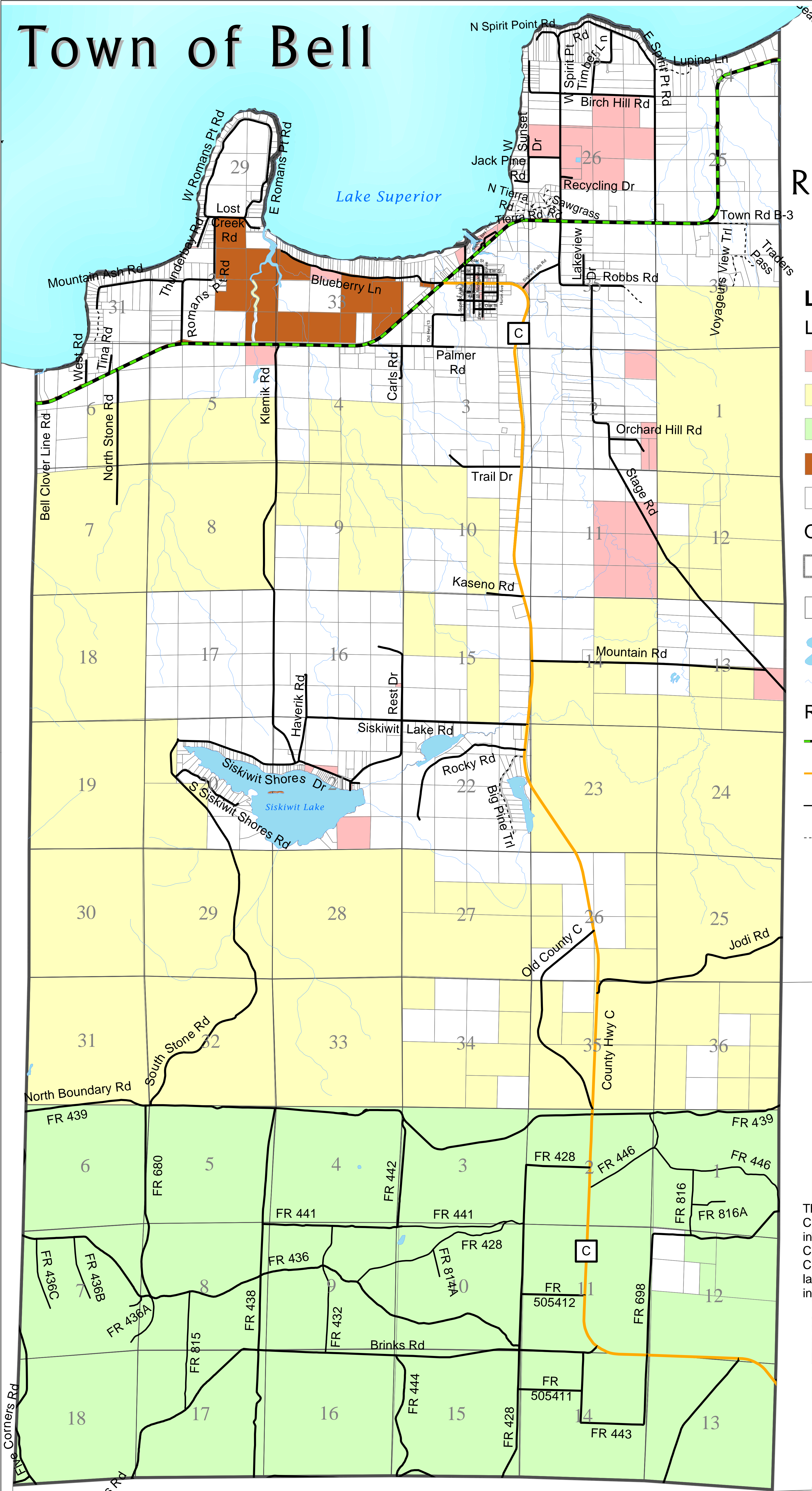
- Town of Bell Boundary
- Approximate Section Lines
- Lakes
- Rivers

#### Roads

- State
- County
- Town
- Private



This map was prepared by Bayfield County Land Records Department in May 2009 for the Town of Bell Comprehensive Land Use Plan Committee. It is intended to illustrate land ownership and the road network in the Town of Bell.





# Town of Bell

## Land Values

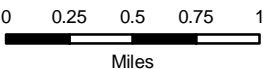
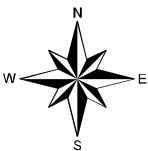
### Legend

#### Land Values

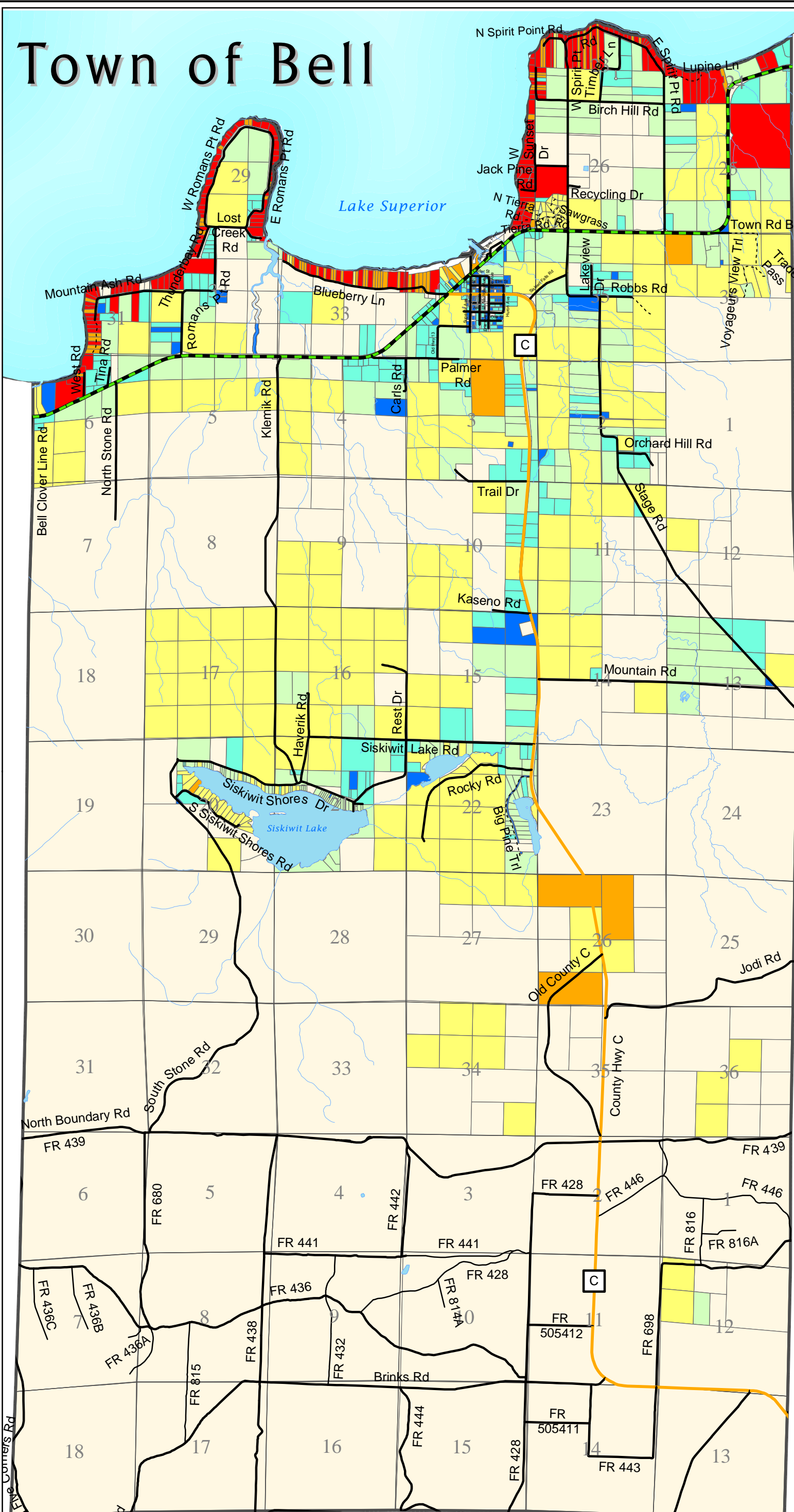
- 0
- >\$0 - \$10,000
- \$10,001 - \$25,000
- \$25,001 - \$50,000
- \$50,001 - \$100,000
- \$100,001 - \$150,000
- >\$150,001

#### Other Symbols

- Town of Bell Boundary
- Approximate Section Lines
- Lakes
- Rivers
- Roads
  - State
  - County
  - Town
  - Private



This map was prepared by Bayfield County Land Records Department in May 2009 for the Town of Bell Comprehensive Land Use Plan Committee. It is intended to illustrate land values in the Town of Bell.





# Town of Bell

## Improvement Values

### Legend

#### Improvement Values

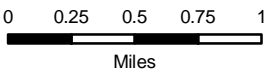
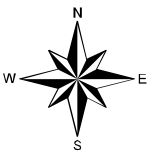
	\$0
	>\$0 - \$15,000
	\$15,001 - \$40,000
	\$40,001 - \$60,000
	\$60,001 - \$100,000
	>\$100,001

#### Other Symbols

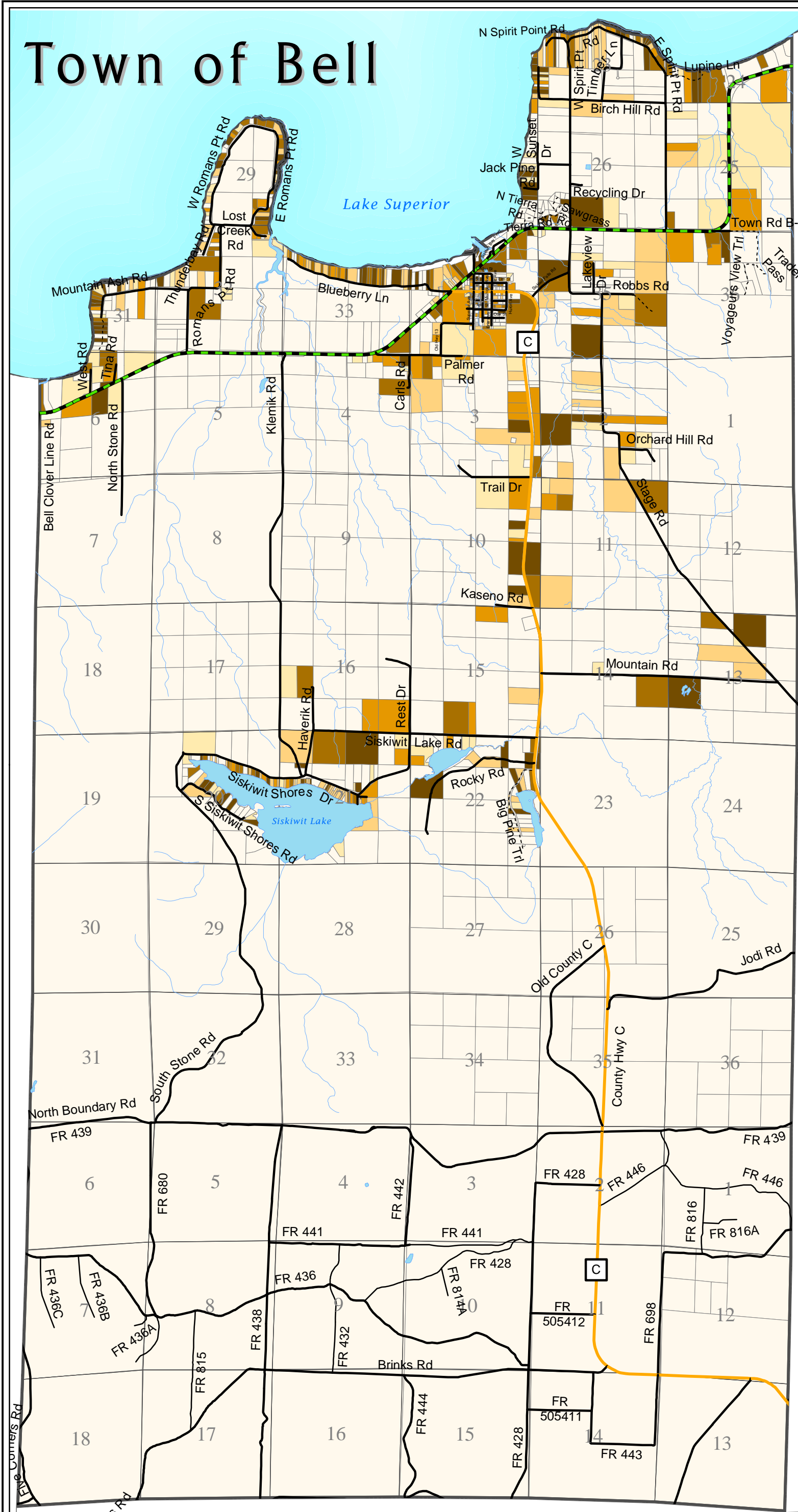
	Town of Bell Boundary
	Approximate Section Lines
	Lakes
	Rivers

#### Roads

	State
	County
	Town
	Private



This map was prepared by Bayfield County Land Records Department in May 2009 for the Town of Bell Comprehensive Land Use Plan Committee. It is intended to illustrate improvement values in the Town of Bell.





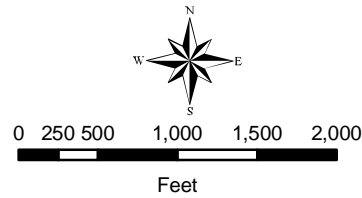




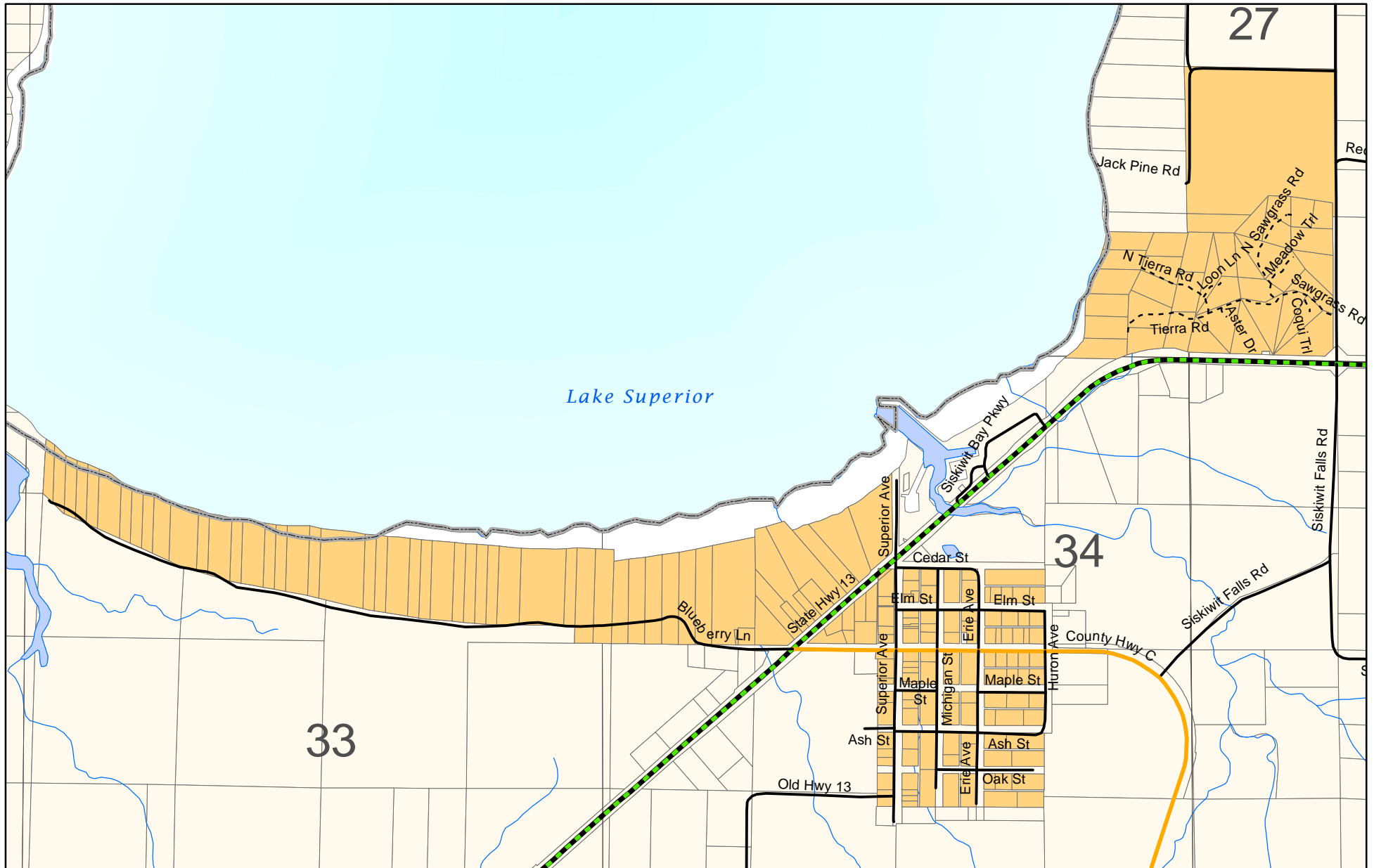


This map was prepared by Bayfield County Land Records Department in September 2009 at the request of the Town of Bell. The intent of the map is to illustrate the parcels in the Bell Sanitary District. Sanitary District data derived from the tax roll assessment database and the Town of Bell.

# Bell Sanitary District



- |                        |         |
|------------------------|---------|
| Bell Sanitary District | State   |
| Parcels                | County  |
| Lakes                  | Town    |
| Rivers                 | Private |





Appendix B  
Town of Bell  
Comprehensive Plan Survey Results



Appendix B  
Town of Bell Comprehensive Plan Survey Results

Resident And Non-Resident Surveys

Residential status		
	Full Time	91
	Seasonal	151
	Non-resident landowner	112
	<b>Total</b>	<b>354</b>
Number of resident household members		
	1	38
	2	165
	3	22
	4	25
	5	9
	6+	3
	<b>Total</b>	<b>262</b>
160-occasionally. Up to ten (kids & grandkids)		
Respondent age		
	18-25	1
	26-44	51
	45-64	214
	65+	113
	<b>Total</b>	<b>379</b>
Employment status		
<b>NOTE:</b> Some respondents checked more than one category.	Full time	192
	Part time	42
	Retired	129
	Unemployed	4
	<b>Total</b>	<b>367</b>
Principle employment category		
	Self	69
	Public	95
	Corporate	81
	Small Business	54
	<b>Total</b>	<b>299</b>



Appendix B  
Town of Bell Comprehensive Plan Survey Results

Residents

Residential status		
	Full Time	91
	Seasonal	0
	Non-resident landowner	0
	<b>Total</b>	<b>91</b>
Number of resident household members		
	1	26
	2	49
	3	7
	4	6
	5	1
	6+	
	<b>Total</b>	<b>89</b>
Respondent age		
	18-25	1
	26-44	11
	45-64	46
	65+	34
	<b>Total</b>	<b>92</b>
Employment status		
	Full time	10
	Part time	16
	Retired	38
	Unemployed	3
<b>NOTE:</b> Some respondents checked more than one category.	<b>Total</b>	<b>67</b>
Principle employment category		
	Self	20
	Public	25
	Corporate	11
	Small Business	14
	<b>Total</b>	<b>70</b>



Appendix B  
Town of Bell Comprehensive Plan Survey Results

Housing

If you are a full time resident of the Town of Bell, do you:				
own your home	93			
rent	2			
<b>Total</b>	<b>95</b>			
If you own your home, what is the approximate age of the structure?				
0-5 yrs old	33			
6-9 yrs old	7			
10-19 yrs old	28			
20-29 yrs old	29			
30-49 yrs old	30			
50+ yrs old	48			
<b>Total</b>	<b>175</b>			
If you are a non-resident property owner, do you plan to be a resident in:				
1-3 years	29			
4-10 years	53			
more than 10 years	45			
Never	89			
<b>Total</b>	<b>216</b>			
If you own vacant land, what are your plans to build on your property?				
3 years or less	30			
4-10 years	33			
10-20 years	5			
Never	58			
<b>Total</b>	<b>126</b>			
How would you rate housing needs in the Town of Bell? (check one per category)				
	<u>No More</u>	<u>Satisfactory</u>	<u>Need More</u>	<u>Totals</u>
Single family homes	16	161	81	<b>258</b>
Second/vacation homes	48	171	37	<b>256</b>
Condominium/townhouses	158	74	35	<b>267</b>
Rental housing/apartments	80	78	98	<b>256</b>
Low priced housing	81	93	77	<b>251</b>
Moderately priced housing	30	139	85	<b>254</b>
Higher priced housing	102	115	35	<b>252</b>
Elderly/assisted living	26	66	162	<b>254</b>
Mobile/manufactured homes	178	76	13	<b>267</b>



Appendix B  
Town of Bell Comprehensive Plan Survey Results

Economics

Do you believe that the present retail and service establishments are sufficient in number to satisfy the needs of the Town of Bell?	
Yes	213
No	80
No Opinion	47
<b>Total</b>	<b>340</b>

Do you think that "Working From The Home" - Cottage Industry - is a viable method of building the economic structure of the community?	
Yes	195
No	56
No Opinion	89
<b>Total</b>	<b>340</b>



Appendix B  
Town of Bell Comprehensive Plan Survey Results

Transportation

How would you rate the overall condition of the roads in the Town of Bell? (check one)	
Very good	37
Good	122
Average	121
Poor	65
No Opinion	5
<b>Total</b>	<b>350</b>
The proportion of blacktopped roads in the Town of Bell is.....(check one)	
Just right	169
Not enough	120
Too much	13
No opinion	40
<b>Total</b>	<b>342</b>
Do you favor recreational trails in the Town of Bell?	
Yes	178
No	32
No opinion	29
<b>Total</b>	<b>239</b>
If yes, what kind of trails would you like to see? (check all appropriate items)	
Motorized (snowmobile/ATV)	138
Bicycle	194
Hiking	228
Other*	41
<b>Total</b>	<b>601</b>
Do you feel that most Town roads should be open to ATV's and snowmobiles?	
Yes	133
No	181
No opinion	33
<b>Total</b>	<b>347</b>
Do you favor expansion or development of the Cornucopia Airport?	
Yes	93
No	139
No opinion	116
<b>Total</b>	<b>348</b>



Appendix B  
Town of Bell Comprehensive Plan Survey Results

Agriculture, Natural And Cultural Resources

Do you feel that at the present time important natural resources and natural characteristics such as woodlands, wildlife habitat, streams, wetlands and inland lakes are being adequately protected in the Town of Bell:	
Yes	201
No	79
No opinion	64
<b>Total</b>	<b>344</b>
Do you think the Town of Bell should promote the restoration and preservation of the Lake Superior shoreline, including Lost Creek Bog and the Siskiwit River system from further erosion and decline important to you?	
Yes	252
No	34
No opinion	57
<b>Total</b>	<b>343</b>
In what ways should the natural beauty of the Town's roadways and scenic views be preserved? (check all that apply)	
Setback requirements	212
Forest buffers	207
Litter control	265
Sign ordinance	218
Vegetative screening	161
Other	60
<b>Total</b>	<b>1123</b>



Appendix B  
Town of Bell Comprehensive Plan Survey Results

Utilities And Community Services

How would you rate the following services in the Town of Bell (check one per category)							
	<u>Excellent</u>	<u>Good</u>	<u>Average</u>	<u>Below Average</u>	<u>Poor</u>	<u>No Opinion</u>	<u>Total</u>
Fire protection	46	118	56	8	5	95	<b>328</b>
Ambulance service	40	100	61	12	6	113	<b>332</b>
Snowplowing	62	144	46	12	2	64	<b>330</b>
Cell phone service	4	41	30	80	111	68	<b>334</b>
Zoning ordinance enforcement	10	79	79	16	11	126	<b>321</b>
Do you believe the Town of Bell solid waste and recycling facility is adequate: i.e. hours of operation, user fees, services offered, etc.							
Yes		176					
No		54					
No opinion		105					
<b>Total</b>		<b>335</b>					
Which of the following describe(s) your opinion(s) of water supplies and sewage disposal in the Town of Bell?(check all that apply)							
Water quality and quantity is adequate to serve increased needs in the Town of Bell							109
Water quality and quantity is <u>not</u> adequate to serve increased needs in the Town of Bell							24
In areas where residences are not concentrated, each property owner should install and maintain on-site water and waste disposal systems							128
There is a need for a public water system							38
No opinion							100
Other*							18
<b>Total</b>							<b>417</b>
Do you think the Sanitary District is adequate, or do you see a need for an upgrade and/or an extension for a self-supporting sanitary sewer plan?							
Yes		96					
No		37					
No opinion		185					
<b>Total</b>		<b>318</b>					
Should the Town of Bell establish guidelines to regulate overflow in wells?							
Yes		131					
No		51					
No opinion		160					
<b>Total</b>		<b>342</b>					



Appendix B  
Town of Bell Comprehensive Plan Survey Results

Utilities And Community Facilities cont'd

Is there a need for South shore School District to consolidate with other school districts?	
Yes	82
No	61
No opinion	188
-	
<b>Total</b>	<b>331</b>



Appendix B  
Town of Bell Comprehensive Plan Survey Results

Land Use

In planning for the future, how do you think that the Town of Bell should act on the following?						
	Do <u>Nothing</u>	<u>Encourage</u>	<u>Discourage</u>	No <u>Opinion</u>	<u>Total</u>	
Residential development	93	127	51	46	<b>317</b>	
Commercial development	53	155	74	26	<b>308</b>	
Industrial development	57	91	134	38	<b>320</b>	
Recreational development	38	228	35	16	<b>317</b>	
Preserve forest/green space	27	287	4	11	<b>329</b>	
Preserve/develop farmland	54	218	15	38	<b>325</b>	
Do you believe it is important for the Town of Bell to establish <u>GUIDELINES</u> for:						
<u>Commercial Areas</u>		<u>Yes</u>	<u>No</u>	<u>No Opinion</u>	<u>Total</u>	
Signs		266	38	31	<b>335</b>	
Exterior lighting		226	66	49	<b>341</b>	
Noise		256	43	34	<b>333</b>	
Building heights		202	79	45	<b>326</b>	
Building mass per square foot of land		218	74	43	<b>335</b>	
Plan review for suitability to location and use		250	40	37	<b>327</b>	
Controlling junk		300	16	20	<b>336</b>	
Regulating building		241	57	35	<b>333</b>	
Communication towers		254	43	38	<b>335</b>	
<u>Residential Areas</u>						
Signs		246	55	30	<b>331</b>	
Exterior lighting		188	98	39	<b>325</b>	
Mobile or manufactured housing		233	66	23	<b>322</b>	
Controlling junk		189	24	21	<b>234</b>	
Regulating building		220	80	34	<b>334</b>	
Home based businesses		150	135	45	<b>330</b>	
Communication towers		244	52	37	<b>333</b>	
Do you agree that the following are <u>important issues</u> facing the Town of Bell						
	Strongly <u>Agree</u>	<u>Agree</u>	<u>Disagree</u>	Strongly <u>Disagree</u>	No <u>Opinion</u>	<u>Total</u>
Maintain public services	141	169	8	1	17	<b>336</b>
Improve Town roads	95	157	46	1	36	<b>335</b>
Promote business growth	66	129	78	12	41	<b>326</b>
Increase the tax base	42	116	93	23	50	<b>324</b>
Preserve farmland	77	161	37	4	48	<b>327</b>
Manage residential growth	87	149	49	5	21	<b>311</b>
Preserve scenic views	195	121	8	1	9	<b>334</b>
Expand recreational opportunities	98	159	43	8	20	<b>328</b>
Preserve sensitive environmental areas	184	123	18	2	8	<b>335</b>
Maintain the Town's rural character	201	114	13	1	11	<b>340</b>
Provide adequate housing	47	140	59	16	64	<b>326</b>



Appendix B  
Town of Bell Comprehensive Plan Survey Results

Minimize forest fragmentation	163	127	26	10	25	<b>351</b>
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Appendix C  
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Appendix C  
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**APPENDIX D**  
**THREATENED, ENDANGERED AND SPECIES OF SPECIAL INTEREST**  
**IN**  
**THE TOWN OF BELL**

Community	Location	General Description
Emergent Marsh	Found in the Lost Creek Sloughs, in the southwest corner of Siskiwit Bay.	These open, marsh, lake, riverine and estuarine communities with permanent standing water are dominated by robust emergent macrophytes, in pure stands of single species or in various mixtures. Dominants include cat-tails ( <i>Typha</i> spp.), bulrushes (particularly <i>Scirpus acutus</i> , <i>S. fluviatilis</i> , and <i>S. validus</i> ), bur-reeds ( <i>Sparganium</i> spp.), giant reed ( <i>Phragmites australis</i> ), pickerel-weed ( <i>Pontederia cordata</i> ), water-plantains ( <i>Alisma</i> spp.), arrowheads ( <i>Sagittaria</i> spp.), and the larger species of spikerush such as ( <i>Eleocharis smallii</i> ).
Shore Fen	Located on the Lake Superior shoreline in Siskiwit Bay.	This open peatland community occurs primarily along Great Lakes shorelines, especially near the mouths of estuarine streams. Along Lake Superior most stands are separated from the lake waters by a sand spit. The floating sedge mat is composed mostly of woolly sedge ( <i>Carex lasiocarpa</i> ); co-dominants are sweet gale ( <i>Myrica gale</i> ) and bogbean ( <i>Menyanthes trifoliata</i> ). The following herbs are common in this diverse, circumneutral, nutrient-rich community: twigrush ( <i>Cladium mariscoides</i> ), marsh horsetail ( <i>Equisetum fluviatile</i> ), a spikerush ( <i>Eleocharis elliptica</i> ), intermediate bladderwort ( <i>Utricularia intermedia</i> ), marsh bellflower ( <i>Campanula aparinoides</i> ), narrow-leaved willow-herb ( <i>Epilobium leptophyllum</i> ), water-parsnip ( <i>Sium suave</i> ), and bog willow ( <i>Salix pedicellaris</i> ). Coastal fens are distinguished from open bogs and poor fens (which may adjoin



		them in the same wetland complex) by the lack of Sphagnum spp. mosses, higher pH, and direct hydrologic connection to the Great Lakes. They are distinguished from rich fens by the absence of indicator species such as linear-leaved sundew ( <i>Drosera linearis</i> ), grass-of-parnassus ( <i>Parnassia glauca</i> ), false asphodel ( <i>Tofiedia glutinosa</i> ) and a spikerush ( <i>Eleocharis rostellata</i> ).
Submergent Marsh	Found in the Lost Creek Sloughs, in the southwest corner of Siskiwit Bay.	This herbaceous community of aquatic macrophytes occurs in lakes, ponds, and rivers. Submergent macrophytes often occur in deeper water than emergents, but there is considerable overlap. Dominants include various species of pondweeds ( <i>Potamogeton spp.</i> ) along with waterweed ( <i>Elodea canadensis</i> ), slender naiad ( <i>Najas flexilis</i> ), eel-grass ( <i>Vallisneria americana</i> ), and species of water-milfoil ( <i>Myriophyllum</i> ) and bladderworts ( <i>Utricularia</i> ).

### Birds

Common Name	Latin Name	Status	Habitat
Bald Eagle	<i>Haliaeetus leucocephalus</i>	Federal Threatened	Are nearly always found near water, along rivers, lakes, or the sea coast and coastal marshes, reservoirs, and large lakes. Eagles construct their nests near water in tall trees or on cliffs using large sticks. The nest is lined with twigs, grasses and other soft materials.
Northern Goshawk*	<i>Accipiter gentilis</i>	Federal Species of Concern, State Special Interest	Prefers northern maple-hemlock-pine forests, old growth aspen.



**Mammals**

Common Name	Latin Name	Status	Habitat
None			

**Amphibians and Reptiles**

None			
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**Butterflies and Moths**

Common Name	Latin Name	Status	Habitat
Bog Fritillary	<i>Boloria eunomia</i>	State Special Concern	Open acid bogs with Labrador tea ( <i>Ledum groenlandicum</i> ), leatherleaf ( <i>Chamaedaphne calyculata</i> ), bog laurel ( <i>Kalmia polifolia</i> ) and cranberry ( <i>Vaccinium sp.</i> ) with scattered black spruce and tamarack.
Bog Copper	<i>Lycaena epixanthe</i>	State Special Concern	Shagnum bogs with open areas where the sphagnum mat has abundant cranberry adjacent to open water.
Gray Copper*	<i>Lycaena dione</i>	State Special Concern	Found in wet areas in open grasslands, including stream edges, roadside ditches where their host plant, docks ( <i>Rumex spp.</i> ) grows.
Dorcas Copper*	<i>Lycaena dorcas</i>	State Special Concern	Has been found in boreal rich fens, wet meadows, lake margins, bogs and poor fens, tamarack and black spruce swamps. Shrubby cinquefoil ( <i>Pentaphylloides floribunda</i> ) is commonly used as the host plant in the Great Lakes area.



### Rare Macroinvertebrates

Common Name	Latin Name	Status	Habitat
A Predaceous Diving Beetle*	<i>Hydroporus vittatus</i>	State Special Concern	Small to medium sized streams, also adjacent pond and spring ponds.

### Plants

Common Name	Latin Name	Status	Habitat
Hooker Oorchis	<i>Platanthera hookeri</i>	State Special Interest	Prefers a variety of dry to moist, mostly mixed coniferous-hardwood forests.
Bird's-eye Primrose	<i>Primula mistassinica</i>	State Special Concern	Found near the Great Lakes on stabilized dunes and neutral to calcareous rock splash pools, and inland on moist sandstone cliffs.
Lesser wintergreen	<i>Pyrola minor</i>	State Endangered	Prefers sphagnum swamps in northern forests with spruce, tag alder, tamarack, white cedar, white pine and balsam fir dominant. This plant occurs on the southern end of its range.
White Mandarin	<i>Streptopus amplexifolius</i>	State Special Concern	Occurs on rich soils in hardwoods to coniferous forests, and is often found in ravine bottoms.
Swamp Pink	<i>Arethusa bulbosa</i>	State Special Concern	Prefers neutral bogs and fen mats with a mix of sedges, ericads and sphagnum.
Lake Cress	<i>Armoracia lacustris</i>	State Endangered	A submerged aquatic plant that occurs on Lake Superior estuaries, and quiet waters of lakes and streams.
Fairy Slipper	<i>Calypso bulbosa</i>	State Threatened	Prefers deep, moist coniferous forests, and may be restricted to old growth white cedar swamps.
Livid Sedge	<i>Carex livida</i> var. <i>radiculis</i>	State	Found in fens or less commonly on bog mats and



		Special Concern	occasionally in ditches
Sparse-flowered Sedge	<i>Carex tenuiflora</i>	State Special Concern	Found in open to closed canopy cold wet, coniferous forests, usually on neutral to calcareous substrates.
English Sundew	<i>Drosera angica</i>	State Threatened	Prefers cold, open peat on the edge of acidic, sphagnous bog mats and is often found on old logs.
Slenderleaf Sundew	<i>Drosera linearis</i>	State Threatened	Found in boggy areas.
Marsh Horsetail	<i>Equisetum palustre</i>	State Special Concern	Prefers fens, alder thickets, wet sedge meadow, bog and swam margins.
Leafy White Orchis	<i>Platanthera dilatata</i>	State Special concern	Prefers neutral to calcareous bog and fen mats sometimes scattered with tamarack or white cedar.
Small Yellow Water Crowfoot	<i>Ranunculus gmelinii</i>	State Endangered	Prefers cold brooks and springs and the shallow and muddy shores of ditches, streams and lakes.
Brown Beakrush	<i>Rhynchospora fusca</i>	State Special Concern	Prefers very wet bog and fen mats, often near Lake Superior.
Common Bog Arrow-grass	<i>Trilochin martima</i>	State Special Concern	Prefers fen mats, open neutral to calcareous conifer swamps and Great Lakes swales.
Slender Bog Arrow-grass	<i>Trilochin palustris</i>	State Special Concern	Prefers muddy to marly fen and bog edges and calcareous sedge meadows.
Fir Clubmoss*	<i>Huperia selago</i>	State Special Concern	Found often in moist shaded cliffs on the Lake Superior shoreline, and rarely inland in black spruce/balsam fir swamps.
Large-flowered	<i>Leucophysalis grandiflora</i>	State	Is found most often in recently burned moist to dry



Ground-cherry*		Special Concern	forests, and also on gravel bars of large rivers.
Autumnal Water-Starwort*	<i>Callitriche hermaphroditica</i>	State Special Concern	Prefers cold clean flowing streams and spring ponds.
Hair-like Sedge*	<i>Carex capillaris</i>	State Special Concern	Prefers brushy white cedar thickets along the Breat Lakes with dolomite or sandstone near the surface.

\*Found within one mile buffer surrounding the Town of Bell



## APPENDIX E INVASIVE SPECIES IN THE TOWN OF BELL

The following is a list of invasive species that already exist in the Town of Bell, or that exist in northern Wisconsin and are likely to show up in the the Town of Bell in the relatively near future. Species documented to exist in the Town are noted. this list is likely to change with time"Complete descriptions, life history and effects of invasion for many of these species can be found in the Bayfield County Aquatic Invasive Species Strategic Plan (2008) and the Wisconsin Department of Natural Resources Invasive Species website (<http://www.dnr.state.wi.us/invasives/classification/>).

Common Name	Scientific Name	Known To Occur In The Town Of Bell
<b>Plants</b>		
Garlic mustard	<i>Alliaria petiolata</i>	No
Japanese barberry	<i>Berberis thunbergii</i>	Unknown (present in county)
Spotted knapweed	<i>Centaurea biebersteinii</i>	Yes
Canada thistle	<i>Cirsium arvense</i>	Yes
Crown vetch	<i>Coronilla varia</i>	Yes
Autumn olive	<i>Elaeagnus umbellata</i>	Unknown (present in county)
Leafy spurge	<i>Euphorbia esula</i>	Yes
Queen-of-the-meadow	<i>Filipendula ulmaria</i>	Yes (at least as plantings)
Glossy buckthorn	<i>Frangula alnus</i> (= <i>Rhamnus frangula</i> )	No (present in county)
Blue buttons	<i>Knautia arvensis</i>	Unknown (present in county)
Everlasting pea	<i>Lathyrus sylvestris</i>	Yes
Everlasting pea	<i>Lathyrus tuberosus</i>	(Big patch in Herbster)
Dalmatian toadflax	<i>Linaria dalmatica</i>	No (locally common around Bayfield)
Bigleaf lupine	<i>Lupinus polyphyllus</i>	Unknown (present in county)
German catchfly	<i>Lychnis viscaria</i>	No (large colony in field in north central Bayfield County)
Purple loosestrife	<i>Lythrum salicaria</i>	Yes
Wild parsnip	<i>Pastinaca sativa</i>	Unknown (present nearby)
Japanese knotweed, hybrid knotweed	<i>Polygonum cuspidatum</i> , <i>P. x bohemica</i>	Unknown



Giant knotweed	<i>Polygonum sachalinense</i>	Yes
European bush honeysuckles	<i>Lonicera spp.</i>	Unknown (present nearby)
Common buckthorn	<i>Rhamnus cathartica</i>	Yes
Glossy buckthorn	<i>Rhamnus frangula</i>	Unknown
Multiflora rose	<i>Rosa multiflora</i>	Unknown (doubtful)
European tree willows	<i>Salix fragilis</i> , <i>S. alba</i> , <i>S. x rubens</i>	Yes
Bouncing bet	<i>Saponaria officinalis</i>	Yes (bad on floodplains)
Tansy	<i>Tanacetum vulgare</i>	Yes
Scotch pine	<i>Pinus sylvestris</i>	Yes
Reed canary grass	<i>Phalaris arundinacea</i>	Yes
Garden valerian	<i>Valeriana officinalis</i>	Yes (almost certainly; present nearby at least)
Eurasian water-milfoil	<i>Myriophyllum spicatum</i>	Yes
Curly-leaf pondweed	<i>Potamogeton crispus</i>	Unknown (present in county)
Common reed	<i>Phragmites australis</i>	Yes
Black locust	<i>Robinia pseudoacacia</i>	Unknown
<b>Invertebrates</b>		
Rusty crayfish	<i>Orconectes rusticus</i>	Unknown (present in county)
Chinese mysterysnail	<i>Bellamya chinensis</i> (formerly <i>Cipangopaludina chinensis</i> )	Unknown (present in county)
Spiny waterflea	<i>Bythotrephes cederstroemi</i>	Unknown
Fishhook waterflea	<i>Cercopagis pengoi</i>	Unknown
		Yes (at least in Lake Superior, apparently)
Zebra mussel	<i>Dreissena polymorpha</i>	Unknown
Quagga mussel	<i>Dreissena bugensis</i>	Unknown
Bloody red shrimp	<i>Hemimysis anomala</i>	No
Georgia mysterysnail	<i>Viviparus georgianus</i>	No
Viral hemorrhagic septicemia virus (VHSV)		Unknown
Sudden oak death pathogen	<i>Phytophthora ramorum</i>	Unknown
European gypsy moth	<i>Lymantria dispar</i>	No
White pine blister rust	<i>Cronartium ribicola</i>	Yes (throughout Great Lakes region)
Asian ladybeetle	<i>Harmonia axyridis</i>	Yes
<b>Fish</b>		
Round goby	<i>Neogobius melanostomus</i>	Unknown
Eurasian ruffe	<i>Gymnocephalus cernuus</i>	Yes (L. Superior)
Sea lamprey	<i>Petromyzon marinus</i>	Yes
Alewife	<i>Alosa pseudoharengus</i>	Yes (L. Superior)



Rainbow smelt	<i>Osmerus mordax</i>	Yes
Coho salmon	<i>Onchorynchus kisutch</i>	Yes
White perch	<i>Morone americana</i>	Yes (L. Superior)
Three spine stickleback	<i>Gasterosteus aculeatus</i>	Yes (L. Superior)
<b>Mammals</b>		
Ferel pig	<i>Sus scrofa</i>	No
House mouse	<i>Mus musculus</i>	Yes
Norway rat	<i>Rattus norvegicus</i>	Yes
<b>Birds</b>		
Mute swan	<i>Cygnus olor</i>	Yes
House finch	<i>Carpodacus mexicanus</i>	Yes
Pigeon (Rock dove)	<i>Columba livia</i>	Yes
English house sparrow	<i>Passer domesticus</i>	Unknown
Ring-necked pheasant	<i>Phasianus colchicus</i>	No
European starling	<i>Sturnus vulgaris</i>	Unknown

Table reviewed and edited by:

Stefania Strzalkowska, Aquatic Invasive Species Project Coordinator  
Steve Garske, Great Lakes Indian Fisheries and Wildlife  
Kelly Kerns, Wisconsin Department of Natural Resources  
Coleen Matula, Silviculturist, Wisconsin Department of Natural Resources  
Darienue McNamara, Whittlesey Creek National Wildlife Refuge  
Tim Kane, Bayfield County Extension



APPENDIX F  
OFFICIAL ORDINANCES & RESOLUTIONS

Ordinance No. 2007-01 Establishment of Town Plan Commission	pp. F-2 through F-10
Resolution No. CP09-01 Recommendation To Approve The Town of Bell Comprehensive Plan	p.F-11
Ordinance No. 2009-03 Approval Of The Town Of Bell Comprehensive Plan	p. 12



## **ORDINANCE No. 2007-01**

### **ESTABLISHMENT OF TOWN PLAN COMMISSION**

The Town Board of the Town of Bell, Bayfield County, Wisconsin, does ordain as follows:

#### **Section 1. Title**

This ordinance is entitled the "Town of Bell Plan Commission Ordinance."

#### **Section 2. Purpose**

The purpose of this ordinance is to establish a Town of Bell Plan Commission and set forth its organization, powers and duties, to further the health, safety, welfare and wise use of resources for the benefit of current and future residents of the Town and affected neighboring jurisdictions, through the adoption of implementation of comprehensive planning with significant citizen involvement.

#### **Section 3. Authority; Establishment**

The Town Board of the Town of Bell having been authorized by the Town meeting under sec. 60.11(2)(c), Wis. Stats., to exercise village powers and the Town has a population of less than 2,500, according to the most recent regular or special federal census, sec. 990.01 (29) Wis. Stats. The Town Board hereby exercises village powers under sec. 60.22(3), Wis. Stats., and establishes a five (5) member Plan Commission under secs. 60.62(4), 61.35 and 62.23, Wis. Stats. The Plan Commission shall be considered the "Town Planning Agency" under secs. 236.02(13) and 236.45, Wis. Stats, which authorize, but do not require, Town adoption of a subdivision or other land division ordinance.

#### **Section 4. Membership**

The Plan Commission consists of one (1) member of the Town Board, who may be the Town Board Chairperson, and four (4) citizen members, who are not otherwise Town officials, and who shall be persons of recognized experience and qualifications.

#### **Section 5. Appointments**

The Town Board Chairperson shall appoint the members of the Plan Commission and designate a Plan Commission Chairperson during the month of April to fill any expiring term. The Town Board Chairperson may appoint himself or herself or another Town Board member to the Plan Commission and may designate himself or herself, the other Town Board member, or a citizen member as Chairperson of the Plan Commission. All appointments are subject to the advisory approval of the Town Board. In a year in which any Town Board member is elected at the spring election, any appointment or designation by the Town Board Chairperson shall be made after the election and qualification of the Town Board members elected. Any citizen appointed to the Plan Commission shall take



and file the oath of office within five (5) days of notice of appointment, as provided under secs. 19.01 and 60.31, Wis. Stats.

#### **Section 6. Terms of Office**

(1) Initial Terms. The citizen members initially appointed to the Plan Commission shall be appointed for staggered terms.

(2) Town Board Member or Chairperson. The Plan Commission member who is a Town Board member or Town Board Chairperson, including a person designated the Plan Commission Chairperson, shall serve for a period of two (2) years, as allowed under sec. 66.0501(2), Wis. Stats., concurrent with his or her term on the Town Board, except an initial appointment made after April 30 shall be for a term that expires two (2) years from the previous April 30.

(3) Citizen Members. Citizen members, designated by the Town Chairperson, shall serve for a period of three (3) years as allowed under sec. 66.0501(2), Wis. Stats. Terms of citizen members shall be staggered with two (2) members being appointed to a three year term one person being appointed to a two year term and one person being appointed to a one year term when the Commission is established.

#### **Section 7. Vacancies**

A person who is appointed to fill a vacancy on the Plan Commission shall serve for the remainder of the term.

#### **Section 8. Compensation; Expenses**

The Town Board of the Town of Bell hereby sets a per diem allowance of \$25.00 per meeting for citizen and Town Board members of the Plan Commission, as allowed under sec. 66.0501(2), Wis. Stats. In addition, the Town Board may reimburse reasonable costs and expenses, as allowed under sec. 60.321, Wis. Stats.

#### **Section 9. Experts & Staff**

The Plan Commission may, under sec. 62.23(1), Wis. Stats., recommend to the Town board the employment of experts and staff, and may review and recommend to the approval authority proposed payment under contract with an expert.

#### **Section 10. Rules; Records**

The Plan commission may, under sec. 62.23(2), Wis. Stats., may adopt rules for the transaction of its business, subject to Town ordinances, and shall keep a record of its resolutions, transactions, findings and determinations, which shall be a public record under secs. 19.21-19.39, Wis. Stats.

#### **Section 11. Chairperson & Officers**

(1) Chairperson. The Plan Commission Chairperson shall be appointed and serve the term as provided in sections 5 and 6 of this ordinance. The Chairperson shall, subject to Town ordinances and Commission rules:

- (a) provide leadership to the Commission;
- (b) set Commission meeting and hearing dates;



- (c) provide notice of Commission meetings and hearings and set their agendas, personally or by his or her designee;
  - (d) preside at Commission meetings and hearings; and
  - (e) ensure that the laws are followed.
- (2) Vice Chairperson. The Plan Commission may elect, by open vote or secret ballot under sec. 19.88(1), Wis. Stats., a Vice Chairperson to act in the place of the Chairperson when the Chairperson is absent or incapacitated for any cause.
- (3) Secretary. The Plan Commission shall elect, upon vote or secret ballot under sec. 19.88(1), Wis. Stats., one of its members to serve as Secretary, or, with the approval of the Town Board designate the Town Clerk or other Town officer or employee as Secretary.

#### **Section 12. Commission Members as Local Public Officials**

All members of the Plan Commission shall faithfully discharge their official duties to the best of their abilities, as provided in the oath of office, sec. 19.01, Wis. Stats., in accordance with, but not limited to, the provisions of the Wisconsin Statutes on: Public Records, secs. 19.21-19.39; Code of Ethics for Local government Officials, secs. 19.42, 19.58 & 19.59; Open Meetings, secs. 19.81-19.89; Misconduct in Office, sec. 946.12; and Private Interests in Public Contracts, sec. 946.13. Commission members shall further perform their duties in a fair and rational manner and avoid arbitrary actions.

#### **Section 13. General & Miscellaneous Powers**

The Plan Commission under sec. 62.23(4), Wis. Stats., shall have the power:

- (1) Necessary to enable it to perform its functions and promote Town planning.
- (2) To make reports and recommendations relating to the plan and development of the Town Board, other public bodies, citizens, public utilities and organizations.
- (3) To recommend to the Town Board programs for public improvements and the financing of such improvements.
- (4) To receive from public officials, within a reasonable time, requested available information required for the Commission to do its work.
- (5) For itself, its members and employees, in the performance of their duties, to enter upon land, make examinations and surveys, and place and maintain necessary monuments and marks thereon. However, entry shall not be made upon private land, except to the extent that the private land is held open to the general public, without the permission of the landowner or tenant. If such permission has been refused, entry shall be made under the authority of an inspection warrant issued for cause under sec. 66.0119, Wis. Stats., or other court-issued warrant.

#### **Section 14. Town Comprehensive Planning: General Authority & Requirements**

- (1) The Plan Commission shall make and adopt a comprehensive plan under secs. 62.23 and 66.1001, Wis. Stats., which contains the elements specified in sec. 66.1001(2), Wis. Stats. and follows the procedures in sec. 66.1001(4), Wis. Stats.
- (2) The Plan Commission shall make and adopt the comprehensive plan within the time period directed by the Town Board, but not later than a time sufficient to allow the Town Board to review the plan and pass an ordinance adopting it to take effect on or before January 1, 2010, so that the Town comprehensive plan is in



effect by the date on which any Town program or action affecting land use must be consistent with the Town comprehensive plan under sec. 66.1001(3), Wis. Stats.

- (3) In this section the requirement to "make" the plan means that the Plan Commission shall ensure that the plan is prepared, and oversee and coordinate the preparation of the plan, whether the work is performed for the Town by the Plan Commission, town staff, another unit of government, the regional planning commission, a consultant, citizens, an advisory committee, or any other person, group or organization.

**Section 15. Procedures for Plan Commission Adoption & Recommendation of a Town Comprehensive Plan or Amendment**

The Plan Commission, in order to ensure that the requirements of sec. 66.1001(4), Wis. Stats., are met, shall proceed as follows.

- (1) **Public participation verification.** Prior to beginning work on a comprehensive plan, the Plan Commission shall verify that the Town Board has adopted written procedures designed to foster public participation in every stage of preparation of the comprehensive plan. These written procedures shall include open discussion, communication programs, information services and noticed public meetings. These written procedures shall further provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such written comments.
- (2) **Resolution.** The Plan Commission, under sec. 66.1001(4)(b), Wis. Stats., shall recommend its proposed comprehensive plan or amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan. The resolution adopting a comprehensive plan shall further recite that the requirements of the comprehensive planning law have been met, under sec. 66.1001, Wis. Stats., namely that:
  - (a) the Town Board adopted written procedures to foster public participation and that such procedures allowed public participation at each stage of preparing the comprehensive plan;
  - (b) the plan contains the nine (9) specified elements and meets the requirements of those elements;
  - (c) the (specified) maps and (specified) other descriptive materials relate to the plan;
  - (d) the plan has been adopted by a majority vote of the entire Plan Commission, which the clerk or secretary is directed to record in the minutes; and
  - (e) the Plan Commission clerk or secretary is directed to send a copy of the comprehensive plan adopted by the Commission to the governmental units specified in sec. 66.1001(4), Wis. Stats., and sub. (3) of this section.
- (3) **Transmittal.** One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the Town Board shall be sent to:



- (a) Every governmental body that is located in whole or in part within boundaries of the Town, including any school district, Town sanitary district, public inland lake protection and rehabilitation district or other special district, U.S.D.A. Forest Service and the Wisconsin Department of Natural Resources.
- (b) The clerk of Bayfield County, every city, village, town that is adjacent to the town.
- (c) The Wisconsin Land Council.
- (d) The Department of Administration.
- (e) The Northwest Regional Planning Commission.
- (f) The Washburn Public library.

#### **Section 16. Plan Implementation & Administration**

- (1) Ordinance development. If directed by resolution or motion of the Town Board, the Plan Commission shall prepare the following:
  - (a) Zoning. A proposed Town zoning ordinance under village powers, secs. 60.22(3), 61.35 and 62.23(7), Wis. Stats., a Town construction site erosion control and stormwater management zoning ordinance under subch. V of ch. 91, Wis. Stats., and any other zoning ordinance within the Town's authority.
  - (b) Official map. A proposed official map ordinance under sec. 62.23 (6), Wis. Stats.
  - (c) Subdivisions. A proposed Town subdivision or other land division ordinance under sec. 236.45, Wis. Stats.
  - (d) Other. Any other ordinance specified by the Town Board [Note: e.g., historic preservation, design review, site plan review]
- (2) Ordinance amendment. The Plan Commission, on its own motion, or at the direction of the Town board by its resolution or motion, may prepare proposed amendments to the Town's ordinance relating to comprehensive planning and land use.
- (3) Non-regulatory programs. The Plan Commission, on its own motion, or at the direction of the Town Board by resolution or motion, may propose non-regulatory programs to implement the comprehensive plan, including programs relating to topics such as education, economic development and tourism promotion, preservation of natural resources through acquisition of land or conservation easements, and capital improvement planning.
- (4) Program administration. The Plan Commission shall, pursuant to Town of Bell ordinances, have the following powers:
  - (a) Zoning conditional use permits. The Bayfield County Zoning Administrator shall refer applications for conditional use permits under Town zoning to the Plan Commission for review and recommendation to the Town Board as provided under Bayfield County zoning ordinances.
  - (b) Subdivision review. Proposed plats under ch. 236, Wis. Stats. and proposed subdivisions or other land divisions under the Town subdivision ordinance under sec. 236.45, Wis. Stats. shall be referred to the Plan Commission for review and recommendation of the Town Board.



- (3) Consistency. Any ordinance, amendment or program proposed by the Plan Commission, and any Plan Commission approval, recommendation for approval or other action under Town ordinances or programs that implement the Town's comprehensive plan under secs. 62.23 and 66.1001, Wis. Stats., shall be consistent with that plan as of January 1, 2010. If any such Plan Commission action would not be consistent with the comprehensive plan, the Plan Commission shall use this information to consider in updating the comprehensive plan.

**Section 17. Referrals to the Plan Commission**

- (1) Required referrals under sec. 62.23(5), Wis. Stats. The following shall be referred to the Plan Commission for report:
- (a) The location and architectural design of any public building.
  - (b) The location of any statue or other memorial.
  - (c) The location, acceptance, extension, alteration, vacation, abandonment, change of use, sale, acquisition of land for or lease of land for any
    - (i) street, alley or other public way;
    - (ii) park or playground;
    - (iii) airport;
    - (iv) area for parking vehicles;
    - (v) other memorial or public grounds.
  - (d) The location, extension, abandonment or authorization of any publicly or privately owned public utility.
  - (e) All plats under the Town's jurisdiction under ch. 236, Wis. Stats., including divisions under a Town subdivision or other land division ordinance adopted under sec. 236.45, Wis. Stats.
  - (f) The location, character and extent or acquisition, leasing or sale of lands for
    - (1) public or semi-public housing;
    - (2) slum clearance;
    - (3) relief of congestion; or
    - (4) vacation camps for children.
  - (g) The amendment or repeal of any ordinance adopted under sec. 62.23, Wis. Stats., including ordinances relating to: the Town Plan Commission; the Town master plan or the Town comprehensive plan under sec. 66.1001, Wis. Stats.; a Town official map; and town zoning under village powers.
- (2) Required referrals under sections of the Wisconsin Statutes other than sec. 62.23(5), Wis. Stats. The following shall be referred to the Plan Commission for report:
- (a) Any application for initial licensure of a child welfare agency or group home under sec. 48.68(3), Wis. Stats.
  - (b) An application for initial licensure of a community-based residential facility under sec. 50.03(4), Wis. Stats.
  - (c) Proposed designation of a street, road or public way, or any part thereof, wholly within the jurisdiction of the Town, as a pedestrian mall under sec. 66.0905, Wis. Stats.



- (d) Matters relating to the establishment or termination of an architectural conservancy district under sec. 66.1107, Wis. Stats.
  - (e) Matters relating to the establishment of a reinvestment neighborhood required to be referred under sec. 66.1107, Wis. Stats.
  - (f) Matters relating to the establishment or termination of a business improvement district required to be referred under sec. 66.1109, Wis. Stats.
  - (g) A proposed housing project under sec. 66.1211(3), Wis. Stats.
  - (h) Matters relating to urban redevelopment and renewal in the town required to be referred under subch. XIII of ch. 66, Wis. Stats.
  - (i) The adoption or amendment of a Town subdivision or other land division ordinance under sec. 236.45(4), Wis. Stats.
  - (j) Any other matter required by the Wisconsin Statutes to be referred to the Plan Commission.
- (3) Required referrals under this ordinance. In addition to referrals required by the Wisconsin Statutes, the following matters shall be referred to the Plan Commission for report:
- (a) Any proposal, under sec. 59.69, Wis. Stats., for the town to approve general county zoning so that it takes effect in the town, or to remain under general county zoning.
  - (b) Proposed regulations or amendments relating to historic preservation under sec. 60.64, Wis. Stats.
  - (c) A proposed driveway access ordinance or amendment.
  - (d) A proposed town official map ordinance under sec. 62.23(6), Wis. Stats., or any other proposed Town ordinance under sec. 62.23, Wis. Stats., not specifically required by the Wisconsin Statutes to be referred to the commission.
  - (e) A proposed town zoning ordinance or amendment adopted under authority separate from or supplemental to sec. 62.23, Wis. Stats., including a town construction site erosion control and stormwater management zoning ordinance under sec. 60.627(6), Wis. Stats., and a town exclusive agricultural zoning ordinance under subch. V of ch. 91, Wis. Stats.
  - (f) An application for a conditional use permit under Town zoning ordinance [Note: Assuming that the Town Board, rather than the Plan Commission, grants these permits under sec. 62.23(7)(e) 1, Wis. Stats. And the town ordinances].
  - (g) A proposal site plan [Note: Assuming the Town Board has final authority, and that such review is not already covered by Town zoning or subdivision ordinances].
  - (h) A proposed extraterritorial zoning ordinance or a proposed amendment to an existing ordinance under sec. 62.23(7a), Wis. Stats.
  - (i) A proposed boundary change pursuant to an approved cooperative plan agreement under sec. 66.0307, Wis. Stats., or a proposed boundary agreement under sec. 66.0225, Wis. Stats., or other authority.
  - (j) A proposed zoning ordinance or amendment pursuant to an agreement in an approved cooperative plan under sec. 66.0307(7m), Wis. Stats.



- (k) Any proposed plan, element of a plan or amendment to such plan or element developed by the Northwest Regional Planning Commission and sent to the town for review or adoption.
  - (l) Any proposed contract, for the provision of information, or the preparation of a comprehensive plan, an element of a plan or an implementation measure, between the Town and the Northwest Regional Planning Commission, under sec. 66.0309, Wis. Stats., another unit of government, a consultant or any other person or organization.
  - (m) A proposed ordinance, regulation or plan, or amendment to the foregoing, relating to a mobile home park under sec. 66.0435, Wis. Stats.
  - (n) A proposed agreement, or proposed modification to such agreement, to establish an airport affected area, under sec. 66.1009, Wis. Stats.
  - (o) A proposed town airport zoning ordinance under sec. 114.136(2), Wis. Stats.
  - (p) A proposal to create environmental remediation tax incremental financing in the town under sec. 66.1106, Wis. Stats.
  - (q) A proposed county agricultural preservation plan or amendment, under subch. IV of ch. 19, Wis. Stats., referred by Bayfield County to the Town, or proposed Town agricultural preservation plan or amendment.
  - (r) Any other matter required by any town ordinance or town Board resolution or motion to be referred to the Plan Commission.
- (4) Discretionary referrals. The Town Board, or other town officer or body with final approval authority or referral authorization under the Town ordinances, may refer any of the following to the Plan Commission for report:
- (a) A proposed county development plan or comprehensive plan, proposed element of such a plan, or proposed amendment to such plan.
  - (b) A proposed county zoning ordinance or amendment.
  - (c) A proposed county subdivision or other land division ordinance under sec. 236.45, Wis. Stats., or amendment.
  - (d) An appeal or permit application under the county zoning ordinance to the county zoning board or adjustment, county planning body or other county body.
  - (e) A proposed intergovernmental cooperation agreement, under sec. 66.0301, Wis. Stats., or other statute, affecting land use, or a municipal revenue sharing agreement under sec. 66.0305, Wis. Stats.
  - (f) A proposed plat or other land division under the county subdivision or other land division ordinance under sec. 236.45, Wis. Stats.
  - (g) A proposed county plan, under sec. 236.46, Wis. Stats., or the proposed amendment or repeal of the ordinance adopting such plan, for a system of town arterial thoroughfares and minor streets, and the platting of lots surrounded by them.
  - (h) Any other matter deemed advisable for referral to the Plan Commission for report.
- (5) Referral period. No final action may be taken by the Town Board or any other officer or body with final authority on a matter referred to the Plan Commission until the Commission has made its report, or thirty (30) days, or such longer period as




stipulated by the Town Board, has passed since referral. The thirty (30) day period for referrals required by the Wisconsin Statutes may be shortened only if so authorized by statute. The thirty (30) day referral period, for matters subject to required or discretionary referral under the Town's ordinances, but not required to be referred under the Wisconsin Statutes, may be made subject by the Town Board to a referral period shorter or longer than the thirty (30) day referral period if deemed advisable.

**Section 18. Effective Date**

Following passage by the town board, this ordinance shall take effect the day after the date of publication or posting as provided by sec. 60.80, Wis. Stats.

ADOPTED this 8 day of May, 2007

  
Frank J. Romans, Chairman, Town of Bell

Posted this 8th day of May, 2007

Attest:   
Mary Beth Tilmans, Clerk, town of Bell



**Resolution NO. CP09-01**

**RESOLUTION RECOMMENDING ADOPTION OF THE  
COMPREHENSIVE PLAN FOR THE TOWN OF BELL**

WHEREAS, pursuant to sections 62.23(2) and (3) for towns exercising village powers under 60.22(3) of the Wisconsin Statutes, the Town of Bell is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes, and

WHEREAS, a Comprehensive Plan of the Town of Bell that contains all of the elements (with a land use element that includes a series of maps that shows current and future land uses) specified in section 66.1001(2) of the Wisconsin Statutes has been prepared, and

WHEREAS, the Town of Bell has held a public hearing on the Comprehensive Plan for the Town of Bell, and

NOW THEREFORE BE IT RESOLVED, that the Town of Bell Plan Commission does hereby recommend the adoption of the Comprehensive Plan for the Town of Bell, Bayfield County, Wisconsin by the Town Board of the Town of Bell, Bayfield County, Wisconsin.

Resolution adopted on 3rd day of December, 2009.

  
Raymond E. Kiewit, Chairman  
Town of Bell Plan Commission

  
Max Taubert, Commissioner

  
Susan Keachie, Commissioner

  
Fred Schlichting, Commissioner

  
Joni Brooks, Commissioner



**ORDINANCE NO. 2009-03**

**AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN FOR THE TOWN OF BELL**

The Town Board of the Town of Bell, Bayfield County, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) for towns exercising village powers under 60.22(3) of the Wisconsin Statutes, the Town of Bell is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Town Board of the Town of Bell, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by sections 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The Plan Commission of the Town of Bell, by a majority vote of the entire commission recorded in its official minutes has adopted a resolution recommending to the Town Board the adoption of the document entitled "Comprehensive Plan for the Town of Bell, Bayfield County, Wisconsin," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Town has held at least one public hearing on this ordinance (October 24, 2009) in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 5. The Town Board of the Town of Bell, Bayfield County, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled "Comprehensive Plan of the Town of Bell, Bayfield County, Wisconsin," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board of the Town of Bell and publication/posting as required by law.

Approved: 

Attest: 



Appendix G  
Land Parcels Owned By The Town Of Bell

<u>Parcel Name</u>	<u>Location</u>	<u>Acre age</u>	<u>Description</u>	<u>Recommendation</u>
	NW1/4NW1/4 Sec. 2, T.50N, R.6W	36	Landlocked property north of Hank Weege's property	Maintain in its existing condition
Gravel Pit	NE1/4SE1/4, E1/2SE1/4 Sec. 2, T.50N, R.6W	30	Town gravel pit surrounded by hardwoods. Timber harvest occurred in 2005.	Continue to operate and expand the gravel pit. Manage timber for long-lived species through timber management.
Klemik-Lost Creek #2	NE1/4NE1/4 Sec. 5, T.50N, R.6W	27	Wetlands, hardwoods, Lost Creek #2 runs through the middle of the parcel. Adjacent to WDNR Lost Creek Bog State Natural Area (No. 274)	Preserve in existing condition for scenic, wildlife and wetland values and to compliment adjacent State Natural Area. May be a candidate for sale to the State.
Siskiwit River	W1/2, Sec. 11, T.50N, R.6W	240	Siskiwit River divides the parcel. Steep gorges along the River. Timber consists mainly of aspen and oak with small inclusions of pine and balsam fir. Timber harvest on the east side of the parcel occurred in 2005.	Manage as wildlife habitat, use timber harvest as a management tool when possible. Develop a non-motorized recreational trail system. A complete plan for this parcel should be developed.
Stage Road	NE1/4NE1/4 Sec. 13, T.50N, R.6W	40	Parcel consists of aspen and oak with inclusions of mainly balsam fir	Timber management. Timber harvest occurred in 2004.
Town Cemetery	SW1/4NSW1/4SE1/4 Sec. 16, T.50N, R.6W	10	Cemetery.	Cemetery.
Siskiwit Lake	SW1/4SE1/4 Sec. 21, T.50N, R.6W	35	Located on the southeast shore of Siskiwit Lake. Parcel consists of stands of oak aspen and mixed hardwoods, with inclusions of eastern hemlock, red pine, white pine and balsam fir.	Manage for wildlife habitat, recreation and for long-lived timber species using timber management when possible. Continue to protect Siskiwit Lake shoreline.
Siskiwit Lake Boat Ramp	NW1/4SE1/4 Sec. 21, T.50N, R.6W	1	Road leading to boat ramp.	Continue to manage as a boat ramp. Replace the ramp and install a new pier.
Siskiwit Lake Campground	SW1/4NE1/4 Sec. 21, T.50N, R.6W	6	6 unit campground	Continue to manage as a campground. Replace toilets, erosion control to protect the shoreline.



Appendix G  
Land Parcels Owned By The Town Of Bell

Airport	Sec. 26, T.51N, R.6W	273	Parcel consists of aspen, hardwoods and brush, with large open area for the airport, recycling center, town garage and sewage treatment plant..	Continue to maintain airport, recycling center, town garage and sewage treatment on this parcel. Use timber management to enhance wildlife habitat and hunting opportunities for sportsmen. Possible site for industrial park.
Lake Superior and Lost Creek Access	NE1/4NE1/4 Sec. 32, T.51N, R.6W	1/2	Provides remote access to Lost Creek and Lost Creek Slough. Access is not large enough for motorized boats	Maintain in current condition. Shoreline protection when needed.
Hwy. C-Siskiwit Falls Road	SW1/4NW1/4, Sec. 34, T.51N, R.6W	2	Aspen and balsam fir.	Maintain as a primitive park.
Siskiwit Bay Park	NW1/4NE1/4 Sec. 34, T.51N, R.6W	14	Grass park area with playground equipment, volleyball courts, green shed, artesian well and historical site.	Maintain in current condition.
	SE1/4SW1/4 Sec. 34, T.51N, R.6W	.35	Small parcel landlocked by the marina.	Continue to lease to the private marina.
Town Hall Fire Hall, Tennis Courts	NW1/4SE1/4 Sec. 34, T.51N, R.6W	3		Continue existing usage
Corny Beach	SE1/4NW1/4 Sec. 34, T.51N, R.6W	5	Shoreline with adjacent wetlands	Continue to manage as a natural area.
Thunder Bay Shores	Sec. 29 T.51N, R.6W		Scenic overlook on Lake Superior	



# **APPENDIX H**

## **PUBLIC PARTICIPATION PLAN**

### **for the**

### **Town of Bell's Comprehensive Plan**

This plan has been developed to maximize public awareness, education, public input, interaction and involvement in the development of a Comprehensive Plan for the Town of Bell, Bayfield County, Wisconsin. An extensive effort will be made to utilize the following methods.

#### ***1. Appointment of a Town of Bell Land Use Planning Committee***

This committee will be representative of the various interests that reside and/or own property in the Town of Bell. The committee's charge will be to help develop a comprehensive plan for the Town. It will meet on a monthly basis and its meetings will be held on the third Monday of each month. The meeting date is subject to change and could be held on different dates to accommodate attendance of the general public, holidays, emergencies, etc. **Time for public input will be assigned a specified time for each committee meeting.** Meeting notices will be posted at three assigned locations one week prior to all meetings. A 24 hour notice will be given for any unforeseen meeting changes

#### ***2. Town of Bell Land Use Survey***

A community survey was sent to all Town of Bell property owners in 1998. A letter will be sent to Town residents and property owners explaining the past survey and the role of the committee.

#### ***3. News Releases/Articles***

News releases and newsworthy activities related to the town's planning efforts will be prepared and submitted for publication in the local newspaper. To ensure that important notices are published the town may choose to use paid ads rather than news releases.

#### ***4. Public Information/Input Meetings***

The public is invited to attend and participate in special informational sessions on the plan's progress.



**5. *Use of Web Sites***

A Comprehensive Plan web site will be developed and will be updated as information is developed and changes occur.

**6. *Mapping and GIS Technology***

Bayfield County will utilize GIS software to develop maps that will enable the Land Use Planning Committee and the public to participate in an interactive manner. On occasion other local resources may be asked to assist with maps or information gathering that cannot be provided by Bayfield County.

**7. *Public Hearing***

A public hearing will be held on the proposed Town of Bell Comprehensive Plan.



## **APPENDIX I**

### **LAND USE PROGRAMS AND DEFINITIONS**

<b>Existing and Future Land Use Terms</b>	<b>pp. I-1 through I-4</b>
<b>Planning Implementation Tools – Conservation Easements</b>	<b>pp. I-4 through I-10</b>
<b>Three Riparian Management Zones with Best Management Practices</b>	<b>pp. I-11</b>



## Existing Land Use

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.

<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.
<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.)
<b>Forest - Private</b>
Smaller parcels used for forestry or recreation.
<b>Agriculture</b>
All lands in agricultural use, including cropland, pastureland, orchards and Christmas tree farms. Includes both large and small parcels.
<b>Large-lot Residential</b>
Parcels of five or more acres used for housing; these are primarily in wooded areas and limited lakeshore areas.
<b>Suburban Residential</b>
Smaller-lot parcels and subdivisions (3/4 acre to 4 acres) not located in shoreland areas.
<b>Shoreland Residential</b>
A concentrated pattern of typically small lots; may include some recreational uses.
<b>Commercial Recreation</b>
More intensive recreational use, including resorts, marinas and ski areas.
<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.
<b>Village Residential</b>
Neighborhoods surrounding the village core; found in the larger villages.
<b>Institutional</b>
Includes municipal buildings and sites, schools, churches and local parks.
<b>Commercial</b>
Primarily highway-oriented commercial uses.
<b>Industrial</b>
A small number of processing or shipping facilities, some of which are related to forest products.
<b>Mining</b>
Existing gravel pits and areas undergoing reclamation.



## Future Land Use

"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
<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.	Primary: Forestry Secondary: Recreation – Camping, Hiking, Skiing, Snowmobiling, Fishing, etc.  No density standards  Zoning Relationship: F-2	Management by Federal, State and County agencies
<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.	Primary: Forestry Secondary: Recreation, very limited residential  Maximum density: 1 unit per 35 acres  Zoning Relationship: F-2	Forest management practices; natural and scenic resource protection guidelines
<b>Forest – Limited Residential</b> Areas designated for mixed forestry and very low-density residential/recreational uses.	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	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.
<b>Agricultural Core</b> Areas where agriculture is well established and intended to be permanent.	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	Explore incentives to encourage this pattern and preserve working farmland. Options may include purchase or transfer of development rights; zoning incentives.
<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.	Primary: Agriculture, low-density residential  Maximum density: 1 unit per 10 acres  Zoning: none at present; most areas zoned A-1. Potential new district	Encourage conservation design in order to protect ag. operations, scenic qualities, natural resources. Support options such as market gardens, specialty products.



## Future Land Use (cont'd)

Category	Primary/Secondary Land Uses, Density and Related Zoning	Design or Performance Standards
<b>Rural – Moderate Residential</b> Areas designated for large-lot or clustered residential in a rural, largely wooded setting.	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	Already a widespread pattern in the County. Encourage conservation design, siting standards to protect scenic views and rural character.
<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.	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	Vegetative buffers and clearance requirements (alloquats standards in current ordinance. Lake Superior shoreland segments to be added to shoreland zoning.)
<b>Shoreland Recreation</b> Areas that are or will be developed with a combination of commercial recreation and residential use.	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	Vegetative buffers and clearance requirements; performance standards and/or design standards may be considered.
<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.)	Primary: Mixed commercial, residential, institutional uses Secondary: Recreational, institutional  Varying density depending on presence of utilities  Zoning: R-1, R-3, R-4, RB-B, UVOD	Contextual design standards may be considered to avoid out-of-scale development.
<b>Village Residential</b> Residential neighborhoods within unincorporated villages; may include potential expansion areas.	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	Contextual design standards may be considered to avoid out-of-scale development.



## Future Land Use (cont'd)

Category	Primary/Secondary Land Uses, Density and Related Zoning	Design or Performance Standards
<b>Commercial</b> Existing highway-oriented commercial.	Primary: Commercial and office uses Secondary: Limited production  Varying density and lot coverage  Zoning: C Commercial	Examine potential design standards to improve aesthetics and vehicular and pedestrian access.
<b>Industrial</b> Recognizes existing industries, and potential new business park locations (if any).	Primary: Industrial Secondary: Limited commercial  Varying density and lot coverage  Zoning: I Industrial	Review and update performance standards for environmental protection.
<b>Mining Overlay</b> Existing sand and gravel operations will be treated as a temporary use, with land to be eventually reclaimed.	Primary: extraction	Performance standards for management and reclamation of sites. Try to avoid conflicts with residential development.
<b>Natural Resources Protection Overlay</b> Identified priority natural resource areas to be protected, including wetlands, steep slopes and bluffs, stream floodplains, and other features to be determined.	See underlying land uses. As an overlay, will limit but not (generally) prohibit development. May lower intensity of development.	Performance standards differ depending on the resource.
<b>Tribal Lands Overlay</b> An overlay upon various other land use categories indicating Trust lands within the Red Cliff Band of Lake Superior Chippewa Indian Reservation.	Zoning: underlying district	Recognize community's plans.





# Planning Implementation Tools Conservation Easements



Center for Land Use Education

[www.uwsp.edu/cnr/landcenter/](http://www.uwsp.edu/cnr/landcenter/)

August 2006

## TOOL DESCRIPTION

A conservation easement is an incentive-based legal agreement voluntarily placed on a piece of property to restrict the development, management or use of the land in order to protect a resource or to allow the public use of private land as in the case of a trail or water access.

Ownership of a piece of property may best be described as a “bundle of rights.” These rights include the right to occupy, use, lease, sell and develop the land as well as harvest the vegetation on it and the minerals on or under it. A conservation easement involves the voluntary selling or gifting of one or more of these rights from the landowner to a public agency, land trust or an historic preservation organization. The easement is a legally binding agreement that is recorded with the county and runs with the property deed usually in perpetuity. It gives the holder of the easement the responsibility to monitor and enforce the property restrictions or use imposed by the easement for as long as it is in effect. An easement does not grant ownership nor does it eliminate the property owner’s traditional responsibilities, i.e. property tax, upkeep, maintenance, or improvements. An easement does necessarily permit public access but it may be required as a condition of certain funding sources or programs.

## COMMON USES

### Resource protection

An easement can be designed to protect land from development or degradation. Some examples of natural areas that can be protected by an easement include open space in subdivisions, green corridors, riparian buffers and wildlife habitat. In the case of farmland, it can ensure that the use of the land will support agriculture in the future. It may include provisions for limited development of accessory buildings such as barns and housing for family and workers. Certain sections of the farm may be excluded from the easement entirely.

### Public Access

Easements can be used to preserve land for recreation trails and public access e.g. a path to a river for fishers or a canoe/kayak landing or land for the Ice Age Trail.

### Possible Uses

#### Preservation of:

- ◆ Forests
- ◆ Wetlands
- ◆ Farms and ranches
- ◆ Natural habitats and ecosystems
- ◆ Beaches
- ◆ Scenic areas
- ◆ Historic areas and buildings
- ◆ Land to improve surface water quality or ground water recharge

#### Creation of:

- ◆ Outdoor recreation and education areas
- ◆ Trails
- ◆ Public access

*Figure 1: Any one of the rights associated with property ownership may have value and can be sold or donated separately from the rest.*





### **What is the difference between Purchase of Development Rights (PDR) and conservation easement?**

As the name implies, Purchase of Development Rights (PDR) refers to the act of or a program designed to buy development rights from landowners for some community benefit. But, conservation easements can also be recorded between landowners and a local land trust or agency without necessarily being part of a PDR program. The rights can be sold or donated.

## **IMPLEMENTATION**

### **CREATION**

There are three parts to recording a conservation easement:

1. Connect a buyer or donee with the seller or donor: If the effort is landowner-initiated, he or she will need to find an organization or agency willing and able to hold the easement. If an agency or organization identifies the property for a potential easement, they will need to work with the landowner to gain interest in the program. The easement can be held by a public or qualified nonprofit organization.
2. Define the parameters of the easement. The boundary (land or structures) of the easement must be defined as well as the specific restrictions and allowances the easement will impose on future use of the property. If an easement donor wishes to claim tax benefits for the gift, he or she must donate it or sell it for less than fair market value to a public agency or to a conservation or historic preservation organization that qualifies as a public charity under Internal Revenue Code Section 501(c)(3). Finally, an endowment fund may need to be set up for long-term maintenance of the property.
3. Legally record the easement. A conservation easement must be recorded in the county where the property is located.

### **ADMINISTRATION**

Whether the easement holder is a public or nonprofit organization, the holder has the responsibility to enforce the requirements listed in the easement. This responsibility generally includes:

- a. Establishing baseline documentation including maps and a description of the property's characteristics at the time the easement is recorded.
- b. Monitoring the use of the land on a regular basis. This may require personal visits to the property to ensure that the terms of the easement are being upheld.
- c. Providing information and background data regarding the easement to new or prospective property owners.
- d. Establishing a review and approval process for land uses allowed by the easement.
- e. Enforcing the terms of the easement through the legal system if necessary.
- f. Maintaining property/easement related records
- g. Ensuring that there is an adequate endowment for management and legal defense.



## *Report Card: Conservation Easement*

Cost	Money or staff resources required to implement tool.
<b>C</b>	Costs depend on whether the easement is donated or purchased, though upfront transaction costs (environmental assessment and land appraisal) can be substantial even for donated easements. An organization volunteer or community staff person will need to work with the landowner to set up the easement. Legal assistance will be needed for drawing up and filing the legal document. Once a conservation easement is recorded, the ongoing costs are usually the responsibility of the easement holder.
Public Acceptance	The public's positive or negative perception of the tool.
<b>A</b>	This tool is well accepted because it is voluntary and landowners maybe compensated through income and/or estate tax benefits or cash payment. It provides a cost effective means of meeting preservation goals.
Political Acceptance	Politician's willingness to implement tool.
<b>A</b>	Politicians like this tool because the easement is voluntary and doesn't take land off the tax roles.
Equity	Fairness to stakeholders regarding who incurs costs and consequences.
<b>A</b>	This tool is seen as equitable because the landowner voluntarily donates or sells the land rights in exchange for meeting resource management goals.
Administration	Level of complexity to manage, maintain, enforce, and monitor the tool.
<b>B</b>	The complexity comes in the negotiations with individual landowners, the appraisal process, the creation and tracking of land records, and the regular, long-term monitoring of easements.
Scale	The geographic scale at which tool is best implemented.
<b>Site to Regional</b>	Easements are placed on individual land parcels. They can be drafted to work with small and large parcels, and can be tailored to each property. They can be used on site to regional scales, but since they are voluntary, it may be difficult to link them together on a large scale.

### GRADING EXPLANATION

A - Excellent  
B - Above Average

C - Average  
D - Below Average

F - Failing





Figure 2: Map of Bayfield program to protect local orchards

## WISCONSIN EXAMPLES

### Town of Bayfield Farmland Protection Program

The Town of Bayfield is using conservation easements to help protect its orchards and berry farms from the pressures of housing and tourism development. Protecting remaining productive farms and related rural character are top priorities in the Town's comprehensive plan. The microclimate of the Lake Superior ridge lands and the special soils required for fruit production make these remaining farms especially unique and valuable. The farms and orchards contributes over \$1million to the local economy and are a major tourist magnet.

The Town of Bayfield, in partnership with the Bayfield Regional Conservancy, purchases and administers the conservation easements. Suitable properties are selected based on a set of criteria defined by the Town Board of Supervisors. Funding for the program comes from grants (50%), town funds (30%), and donations from foundations and private donors (20%). Additional information is available at <http://www.breland.org>.

### La Crosse Blufflands Protection Program

The City of La Crosse and the Mississippi Valley Conservancy, a local nonprofit land trust, signed a formal agreement to join together to protect the community's blufflands for natural, scenic, and recreational purposes. During the City of La Crosse's comprehensive planning process, local citizens cited bluffland preservation as a top concern in the community. The Conservancy will be the "broker" for the program, working with landowners to purchase both lands and easements in the blufflands overlooking La Crosse. Funding for the program comes from city approved funds, grants from the Wisconsin Stewardship Program and local foundations and donors. Additional information can be found at <http://www.mississippivalleyconservancy.org>.

## FOR MORE INFORMATION

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Gathering Waters Conservancy. *Land Protection Fundamentals, Conservation Easements*. Available at [www.gatheringwaters.org/landprotection\\_options\\_easements.php](http://www.gatheringwaters.org/landprotection_options_easements.php).

## ACKNOWLEDGEMENTS

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This document is part of CLUE's collaboration with the USDA, NRCS, GEM, and UWEX, entitled, "Partnership for Community Planning – Models for Land Use Education, Planning, and Management."







### **What is a conservation easement?**

A conservation easement is a voluntary legal agreement between a landowner and land trust or government agency that protects the conservation values of a piece of land by permanently limiting its present and future uses. This uniquely flexible conservation tool lets a landowner retain ownership and use of their property. An easement can be established to protect all or part of a property that has significant agricultural, historic, scenic or wildlife habitat resources. Millions of acres have been saved in this way. Land trusts are among several nonprofit land conservation organizations traditionally granted conservation easements by landowners with a love of the land and an interest in protecting it in perpetuity.

### **Who is allowed by law to hold a conservation easement?**

A qualified nonprofit, tax-exempt conservation organization - such as a land trust or conservancy - may hold a conservation easement, as can federal, state or local government entities.

### **Who decides what restrictions govern a conservation easement?**

The landowner and the land trust or other nonprofit, tax-exempt conservation organization decide together what's needed to protect the land's conservation value while, at the same time, meeting the financial and personal needs of the landowner and their family. This is a land-protection option known for its flexibility. For example, an easement on property with rare wildlife habitat may limit or further prohibit development of any kind while a farmland easement would allow continued farming and the building of limited agricultural structures. Land subject to a conservation easement remains privately owned and managed by the landowner, but enforcement of the easement restrictions becomes the permanent responsibility and legal right of the land trust.

### **Does a conservation easement grant public access to land?**

No. However, public access to protected land can be a stipulation of a conservation easement agreement if mutually acceptable to the landowner and the land trust.

### **What effect does a conservation easement have on a landowner's ability to sell, develop or pass the land to his or her heirs?**

While restrictions defined in a conservation easement document run with the property forever, land protected in this way can be sold, passed to heirs or otherwise transferred at any time. Land-use restrictions may affect only certain portions of a property, significant woodland or wetland areas, for example, but allow development on the remainder. Transfer of ownership does not affect the integrity or enforceability of the permanent easement. The landowner who establishes a conservation easement ensures that his or her careful stewardship of the land is a legacy that lasts.



### **What are the financial or tax benefits of donating a conservation easement?**

Donation of a conservation easement to a qualified conservation organization is treated as a charitable deduction for tax purposes as long as it meets federal tax code requirements. Federal and state income tax benefits vary with each easement but, in general, to qualify as a deduction, the easement must serve conservation purposes by preserving natural habitat, historic sites, unique scenic landscapes, wildlife corridors or connections to other protected parcels, public recreation or education areas, or open spaces near land under intense development pressure.

Federal estate taxes can be affected by the donation of a conservation easement. Since the easement reduces the market value of the property, its development potential is likewise reduced, lessening the impact of inheritance taxes and allowing the heirs to retain property that might otherwise have to be sold. Reduction in the fair market value of land through a conservation easement also allows a landowner to give more land away in any one year without creating a gift tax obligation or may help reduce the amount of gift tax owed. Land subject to a conservation easement can qualify for a reduction in assessed valuation, thereby reducing property taxes on the land. Under Wisconsin law, local property tax assessors are required to consider a conservation easement when setting the taxable value of the property.

### **How is the value of a conservation easement determined?**

The value of the gift, for tax purposes, is the difference between the property's full market value before and after donation of the conservation easement as determined by a qualified land appraiser.

### **How is a conservation easement administered?**

Accepting the donation of a conservation easement is a tremendous responsibility for a land trust. It means accepting the obligation of monitoring and enforcing the easement terms in perpetuity. Once an easement is established, the land trust documents the site's conservation values, performs periodic site inspections to ensure all the easement's terms and conditions are being honored and keep all future owners of the site informed of the agreement. If a violation is found, the landowner is notified according to documented procedures and steps taken to repair any damage. Most easement documents contain language that defines the process for resolving disputes between grantor and grantee. The land trust has the right and responsibility to take legal action, if necessary, to enforce easement restrictions. A stewardship fund often is established along with the conservation easement agreement and is used to cover the expense of monitoring, enforcing compliance and legal defense of the easement.

### **Lasting Protection for the Land**

Protecting significant land through a conservation easement provides a guarantee of accountability. Unlike simply attaching deed restrictions to a property title, donating a conservation easement provides the certainty that a landowner's desire to preserve the land's conservation values is honored far into the future by an organization dedicated to the principles of saving precious resources.



The three riparian management zones.

- **BMPs for Lakes and Navigable Perennial Streams**

The RMZ for these waters is a strip of land running along the shoreline of lakes and on each side of streams. It begins at the ordinary high-water mark and extends a minimum of 100 feet landward.

- Do not operate wheeled or tracked harvesting equipment within 50 feet of the ordinary high-water mark except on roads or at stream crossings.
- Use selective harvesting and promote long-lived tree species appropriate to the site. Long-lived tree species include: (1) hardwoods such as sugar and red maple, white and black ash, elms, and oaks; and (2) conifers such as eastern hemlock, white pine, red pine, and white cedar.
- Harvesting intervals should be a minimum of 10 years.
- Harvesting plans should leave at least 60 square feet of basal area per acre in trees 5 inches DBH (diameter breast height) and larger, evenly distributed.
- Develop trees 12 inches DBH and larger.

- **BMPs for Lakes and Navigable Intermittent Streams**

The RMZ for these streams is a strip of land on each side of the stream, beginning at the ordinary high-water mark and extending a minimum of 35 feet landward.

- Operate wheeled or tracked harvesting equipment within 15 feet of the ordinary high-water mark only when the ground is frozen or dry.
- Use selective harvesting and promote long-lived tree species appropriate to the site. Long-lived species include: (1) hardwoods such as sugar and red maple, white and black ash, elms and oaks; and (2) conifers such as eastern hemlock, white pine, red pine, and white cedar.
- Harvesting intervals should be a minimum of 10 years.
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- **BMPs for Lakes and Non-Navigable Streams**

Non-navigable streams are found in the field but may not be identified on current U.S. Geological Survey topographical maps (7.5 minute/1:24,000 scale).

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### Possible Uses

#### Preservation of:

- Forests
- Wetlands
- Farms and ranches
- Natural habitats and ecosystems
- Benthos
- Scenic areas
- Historic areas and buildings
- Land to improve surface water quality or ground water recharge

#### Creation of:

- Outdoor recreation and education areas
- Trails
- Public access

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## Report Card: Conservation Easement

Cost	Money or staff resources required to implement tool.
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Public Acceptance	The public's positive or negative perception of the tool.
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Political Acceptance	Politician's willingness to implement tool.
A	Politicians like this tool because the easement is voluntary and doesn't take land off the tax rolls.
Equity	Fairness to stakeholders regarding who incurs costs and consequences.
A	This tool is seen as equitable because the landowner voluntarily donates or sells the land rights in exchange for meeting resource management goals.
Administration	Level of complexity to manage, maintain, enforce, and monitor the tool.
B	The complexity comes in the negotiations with individual landowners, the appraisal process, the creation and tracking of land records, and the regular, long-term monitoring of easements.
Scale	The geographic scale at which tool is best implemented.
Site to Regional	Easements are placed on individual land parcels. They can be drafted to work with small and large parcels, and can be tailored to each property. They can be used on site to regional scales, but since they are voluntary, it may be difficult to link them together on a large scale.

### GRADING EXPLANATION

A - Excellent

B - Above Average

C - Average

D - Below Average

F - Failing

Comments and grades were derived from a Delphi process conducted with practicing planners and educators in 2005.





Figure 2: Map of Bayfield program to protect local orchards.

## WISCONSIN EXAMPLES

### Town of Bayfield Farmland Protection Program

The Town of Bayfield is using conservation easements to help protect its orchards and berry farms from the pressures of housing and tourism development. Protecting remaining productive farms and related rural character are top priorities in the Town's comprehensive plan. The microclimate of the Lake Superior ridge lands and the special soils required for fruit production make these remaining farms especially unique and valuable. The farms and orchards contribute over \$1 million to the local economy and are a major tourist magnet.

The Town of Bayfield, in partnership with the Bayfield Regional Conservancy, purchases and administers the conservation easements. Suitable properties are selected based on a set of criteria defined by the Town Board of Supervisors. Funding for the program comes from grants (50%), town funds (30%), and donations from foundations and private donors (20%). Additional information is available at <http://www.brcland.org>.

### La Crosse Blufflands Protection Program

The City of La Crosse and the Mississippi Valley Conservancy, a local nonprofit land trust, signed a formal agreement to join together to protect the community's blufflands for natural, scenic, and recreational purposes. During the City of La Crosse's comprehensive planning process, local citizens cited bluffland preservation as a top concern in the community. The Conservancy will be the "broker" for the program, working with landowners to purchase both lands and easements in the blufflands overlooking La Crosse. Funding for the program comes from city approved funds, grants from the Wisconsin Stewardship Program and local foundations and donors. Additional information can be found at <http://www.mississippivalleyconservancy.org>.

## FOR MORE INFORMATION

Arendt, Randall (1996). *Conservation Design for Subdivisions*. Island Press, Washington, DC.

Byers, Elizabeth & Pome, Karin Marchetti (2005). *The Conservation Easement Handbook, 2nd Edition*. The Trust for Public Land and the Land Trust Alliance with the assistance of The National Trust for Historic Preservation and Scenic America.

Gathering Waters Conservancy. *Land Protection Fundamentals, Conservation Easements*. Available at [www.gatheringwaters.org/landprotection\\_options\\_easements.php](http://www.gatheringwaters.org/landprotection_options_easements.php).

## ACKNOWLEDGEMENTS

Document prepared by Douglas Miskowiak and Linda Stoll, 2006. CLUE gratefully acknowledges all external reviewers. Design and layout by Robert Newby. Figure 1 prepared by Rebecca Brown. Figure 2 prepared by Douglas Miskowiak. Data for Figure 2 was supplied by WDNR and Bayfield Co.

This document is part of CLUE's collaboration with the USDA, NRCS, GEM, and UWEX, entitled, "Partnership for Community Planning – Models for Land Use Education, Planning, and Management."





The three riparian management zones.

- **BMPs for Lakes and Navigable Perennial Streams**

The RMZ for these waters is a strip of land running along the shoreline of lakes and on each side of streams. It begins at the ordinary high-water mark and extends a minimum of 100 feet landward.

- Do not operate wheeled or tracked harvesting equipment within 50 feet of the ordinary high-water mark except on roads or at stream crossings.
- Use selective harvesting and promote long-lived tree species appropriate to the site. Long-lived tree species include: (1) hardwoods such as sugar and red maple, white and black ash, elms, and oaks; and (2) conifers such as eastern hemlock, white pine, red pine, and white cedar.
- Harvesting intervals should be a minimum of 10 years.
- Harvesting plans should leave at least 60 square feet of basal area per acre in trees 5 inches DBH (diameter breast height) and larger, evenly distributed.
- Develop trees 12 inches DBH and larger.

- **BMPs for Lakes and Navigable Intermittent Streams**

The RMZ for these streams is a strip of land on each side of the stream, beginning at the ordinary high-water mark and extending a minimum of 35 feet landward.

- Operate wheeled or tracked harvesting equipment within 15 feet of the ordinary high-water mark only when the ground is frozen or dry.
- Use selective harvesting and promote long-lived tree species appropriate to the site. Long-lived species include: (1) hardwoods such as sugar and red maple, white and black ash, elms and oaks; and (2) conifers such as eastern hemlock, white pine, red pine, and white cedar.
- Harvesting intervals should be a minimum of 10 years.
- Harvesting plans should leave at least 60 square feet of basal area per acre in trees 5 inches DBH and larger, evenly distributed.

- **BMPs for Lakes and Non-Navigable Streams**

Non-navigable streams are found in the field but may not be identified on current U.S. Geological Survey topographical maps (7.5 minute/1:24,000 scale).

The RMZ for these streams is a strip of land on each side of the stream, beginning at the ordinary high-water mark and extending a minimum of 35 feet landward.

- Operate wheeled or tracked harvesting equipment within 15 feet of the ordinary high-water mark only when the ground is frozen or dry.



## **Appendix J**

### **BUSINESS PARK PROPOSAL**

#### **AIRPORT PROPERTY SE1/4, NE1/4 Section 26, T.51N, R.6W**

The Parks and Lands Committee recommends that an business park be located in the SE1/4,NE1/4 Section 26, T.51N, R.6W, between the Cornucopia Air Strip and the Town of Bell Sewage District property. This recommendation is being made to identify an business park site only. This is not a recommendation of how or when the business would be developed.

The purpose of the business park would be to give small businesses an opportunity to lease parcels for 10 year time periods at a reasonable rate and to locate their businesses in a consolidated area.

The reasons that this site is being recommended are:





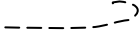




- the site is located adjacent to an area that is already developed;
- it offers good screening from roads and adjacent property owners;
- it is close enough to the sewage lagoons where sewage could be fed to the sewage lagoons using a gravity feed system with one pump;
- there is an old road, on Town of Bell Sewage District property, leading into the site that could be used as access to the business park, (the Town of Bell Sewage District said they would be willing to consider providing an easement to the business park on this road);
- if the above mentioned road doesn't work another possible access route could be extended from the access to the recycling center;
- the site is in close proximity of the airport; and
- the location would leave the rest of the town property available for future timber management that would still maintain an undisturbed look.

Specific points of the recommendation are:

- apply with Bayfield County to change the zoning designation of the business park from Forestry 1 to Commercial;
- limit the size of the business park to a maximum size of 20 acres;
- work with the Town of Bell Sewage District to acquire an easement on the road on the north end of their property;
- when parcels are leased to a business there should be a clause in the lease agreement requiring the lessee to have their improvements in place within a certain time after the lease is approved to prevent speculators from sitting on the land and subleasing it at a later date at a higher rate.



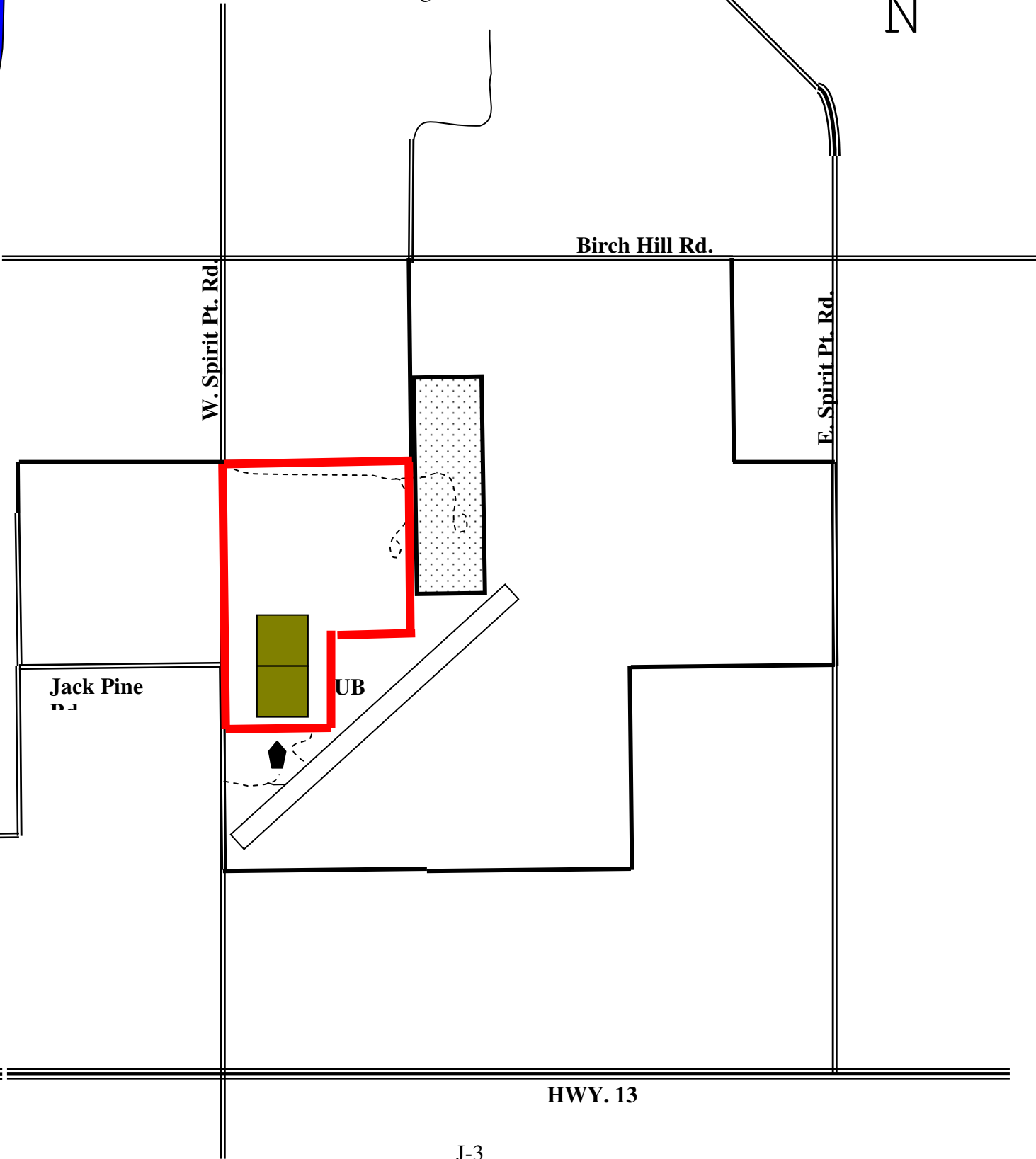
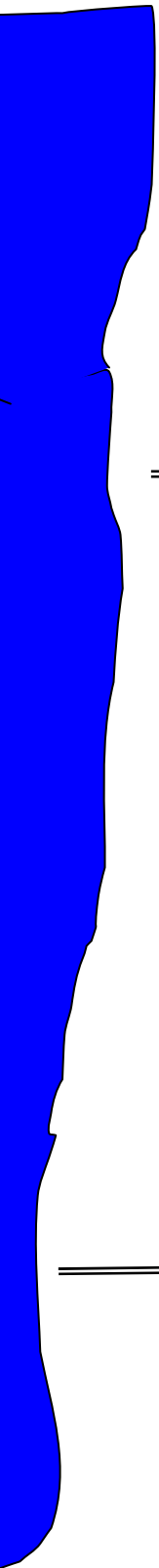
## LEGEND

	<b>Parcel Boundary</b>
	<b>Stand Boundary</b>
	State Hwy.
	Primary Road
	Secondary Road
	Lake Superior
	Recycling Center
	Sanitation District Boundary
	Proposed Business Park Location



**AIRPORT PROPERTY  
SEC. 26, T.51N, R.6W**

Vegetation





## **Appendix K**

### **Existing Ordinances**



**TOWN OF BELL**  
**PRIVATE DRIVEWAY ORDINANCE**  
**ORDINANCE NO. 07-01**

WHEREAS, The Town of Bell wants to promote the safety of all Town residents. In the event of an emergency, access to residences within the Town by fire truck, ambulance or other emergency vehicle is critical to protect the safety of people and property,

BE IT RESOLVED, That the Town Board of the Town of Bell, being duly assembled at a Regular Town Board Meeting on Tuesday, Sept 11<sup>th</sup>, 2007, at the Town Hall Meeting Room, does hereby ordain as follows:

Section 1. Title            This ordinance is entitled the Town of Bell Private Driveway Ordinance.

Section 2. Purpose:      The purpose of this ordinance is to promote public safety by establishing minimum construction and maintenance standards for driveways in the Town of Bell which primary building or an improved lot so that in the event of an emergency, such premises can be accessed by fire truck, ambulance, or other emergency vehicle.

Section 3. Definitions:   When used in this ordinance, the following terms are defined as follows:

- a. Private driveway - shall mean and refer to an improved or unimproved path, road, driveway, or ground surface extending from a public street, public highway, public road or private road, which provides vehicular ingress and egress to one improved lot, improved parcel, or principal building.
- b. Person - shall mean and refer to an individual person as well as a partnership, corporation, limited liability company, as well as any other entity.
- c. Any building - shall mean and refer to a building or other structure, which is intended for, suitable for or capable of being used for human occupancy, including an accessory building.

Section 4. Standards: The following minimum construction and maintenance standards shall apply to private driveways in the Town of Bell:

- a. Minimum drivable surface: 14 feet wide.
- b. Minimum width clearance: 24 feet wide. (area free of branches, trees and other obstructions)
- c. Minimum height clearance: 18 feet. (area free of branches, wires and other obstructions)
- d. An at least 25 feet in length by 18 feet in width segment of a private driveway road surface shall be provided for each 600 feet of roadway length to provide for safe passage of motor vehicles which meet traveling in opposite directions.
- e. Where a private driveway intersects a public right of way, the private driveway shall slope away from the public right of way to prevent/reduce erosion into the public right of way.
- f. The private driveway shall have such culverts as specified by the Town. Unless otherwise specified by the Town, each culvert required by the Town shall be at least 18 inches in diameter and 30' long.



- g. The end of each driveway shall have a sufficient turn-around or another physical arrangement acceptable to the Town which permits emergency vehicles to turn around.
- h. No private driveway shall contain a curve or turn which is too sharp for emergency vehicles to navigate easily.

Section 5. Private Driveway Required:

- a. No person shall erect, construct, place or allow the erection, construction or placement of a any building on any lot or parcel of land in the Town unless such building is served by a private driveway which complies with the requirements of this ordinance.

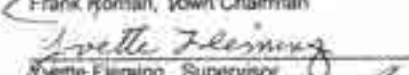
Section 6. Application for permit. A person who desires to construct a private driveway in the Town shall first

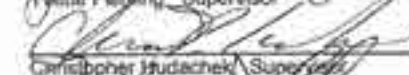
- a. File with the Town Clerk a properly completed and signed application for a private driveway permit form approved by the Town Board and pay the Town Clerk the application fee.
- b. Blank application forms are available from the Town Clerk or the Bayfield County Zoning Office.
- c. After a properly signed and completed application for a private driveway is filed with the Town Clerk with the required application fee, such application will be examined by the Town Clerk, the Town Board or designee.
- d. If an application is determined to be properly completed and signed and the fee has been paid, The Town Board or its designee will inspect the site of the proposed private driveway.
- e. When the application is approved, the private driveway shall be constructed and maintained in accordance with the permit requirements.

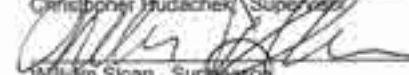
Section 9. Effective Date: This ordinance shall be effective upon its passage and publication.

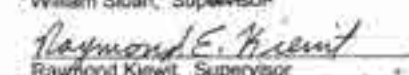
Adopted this \_\_\_\_\_ day of \_\_\_\_\_ in the year 2007

  
Frank Roman, Town Chairman

  
Lynette Fleming, Supervisor

  
Christopher Hudachek, Supervisor

  
William Sloan, Supervisor

  
Raymond E. Kiewit, Supervisor

Attested by:   
Mary Beth Tilmans, Clerk



Town of Bell  
Hunting Ordinance - 2008

The Town Board of the Town of Bell, County of Bayfield, State of Wisconsin, do ordain as follows:

Section 1. - Hunting with high powered rifles or shotguns, loaded with ball or slug, in designated areas is prohibited.

Section 2. - Purpose. Prohibit hunting with high powered rifles or shot guns loaded with ball or slug for the safety and protection of persons and property therein.

Section 3. - It shall be unlawful to hunt with high powered rifles or shotguns loaded with ball or slug in said described portions of the Town of Bell, Bayfield County, Wisconsin:

An area on Spirit Point lying north of Birch Hill Road to Lake Superior Shoreline, beginning on the East at the West property line of Hans Martens and continuous West to Siskiwit Bay shoreline.

-This area shall be more precisely described as the SW1/4 SW1/4 of S24, T51N, R6W; W1/2 SE1/4 SW1/4 of S24, T51N, R6W; S1/2 NW1/4 SW1/4 of S24, T51N, R6W; all of S23, T51N, R6W; and all of S22, T51N, R6W

Also an on Romans Point lying north and west of Mountain Ash Road; lying north of Romans Point Road; beginning at the corner of Mountain Ash Road and going easterly, then north to power line and continue east to Lost Creek Slough; this includes all property north to Lake Superior shoreline.

-This area shall be more precisely described as the N1/2 NE1/4 S32, T51N, R6W; NW1/4 S32, T51N, R6W; the SW1/4, the NW1/4 and the NE1/4 of S31, T51 R6W; and all of S29, T51, R6W

These designated areas shall be properly posted with 8 1/2" x 11" signs of yellow color with black letters, which will read: CLOSED AREA. NO hunting with high powered rifles or shoguns loaded with ball or slug. Town of Bell Hunting Ordinance.

Section 4. - Penalty for the violation of this ordinance shall be not less than \$30.00 (fifty dollars), nor more than \$100.00 (one hundred dollars) plus costs.

Section 5. - This ordinance shall supersede any previous hunting ordinances.

Section 6. - This ordinance shall take effect and be enforced upon its' passage and publication, as provided by law.

The foregoing ordinance was adopted at a regular meeting of the Town Board of the Town of Bell on February 12, 2008. Approved by: Town of Bell Board

  
Frank Roman - Chairperson

  
Chris Hudachek - Supervisor

  
Ray Kiewit

  
Bill Sloan - Supervisor

Filed this 12<sup>th</sup> day of February 12, 2008

  
MaryBeth Tillmans - Clerk



Town of Bell  
Siskiwin Lake Campground  
Ordinance 2003-02

WHEREAS, The Town of Bell Siskiwin Lake Campground is owned and maintained by the town and

WHEREAS, it is in the best interest of public welfare and safety, protection of the public property, and the public good to maintain a set of rules for camping


NOW THEREFORE, be it resolved by the Town Board of the Town of Bell, at a regular meeting of said Town Board, that the following be adhered to:

1. Camping fee due upon arrival. Along with fee, provide license plate number, camp site number, and dates of stay in campground.
2. Camping allowed only at the six numbered campsites.
3. Water hand pump is to be open common area for use of all campers.
4. Campsites must be cleaned up and take waste home.
5. Fires are only permitted in steel fire grills which have been provided.
6. All pets must be kept on leashes and not be left unattended. Number of pets limited to two per campsite.
7. No discharge of fire arms or fire works in campground.
8. No noise or activities will be permitted between hours of 11:00p.m. and 7:00a.m., which might disturb other campers.
9. All alcoholic beverages must be consumed at individual sites.
10. No reserving of campsites, first come first served.
11. Campers are liable for damage they cause.
12. Campground usage is limited to 14 consecutive days and 21 day seasonal limit.

THOSE WHO ARE IN VIOLATION, will be asked to vacate their campsite.

Passed this 9th day of September 2003.

  
Chairperson

  
Supervisor

  
Supervisor

  
Supervisor

  
Supervisor





Town of Bell  
Off Road Camping  
Ordinance 2003-01

WHEREAS, The Town of Bell town roads are owned and maintained by the town and

WHEREAS, it is in the best interest of public welfare and safety, protection of the public property, and the public good to maintain a set of rules for off road camping.

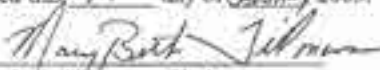
NOW THEREFORE, be it resolved by the Town Board of the Town of Bell, at a regular meeting of said Town Board, that the following be adhered to:

Campers must remain at least 33 feet from the roads centerline (and even farther from county and state roads).

Trails within the county forest should remain open to public use and those which are intended to be open for multiple users should not be blocked off by anyone who sets up a campsite.

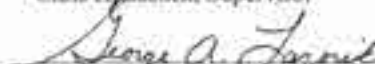
THOSE WHO ARE IN VIOLATION, will be asked to move their campsite.

Passed this 1<sup>st</sup> day of January 2003.

  
MaryBeth Tillmans - Clerk

  
Robert Horn, Chairman

  
Chris Henschel, Supervisor

  
George Lazorik, Supervisor



## ORDINANCE No. 2002-2

An Ordinance establishing a five (5) member Town Board for the Town of Bell consisting of unnumbered supervisor seats.

### RECITALS:

WHEREAS, The Town of Bell voted at the annual meeting on April 9, 2002 to move to a five(5) member board under s.60.21, 2(b), and (c)

WHEREAS, The Town of Bell five(5) member Town Board would consist of a Chairman and four(4) Supervisors, and

WHEREAS, a five(5) member Town Board would provide greater representation of the town electors.

### NOW, THEREFORE, THE TOWN OF BELL BOARD OF SUPERVISORS DOES ORDAIN AS FOLLOWS:

1. For the next general election to be held in April 2003, there will be four(4) Supervisor unnumbered seats open for re-election.
2. The four(4) open supervisor positions will be filled; the two(2) greatest vote getters will hold two (2) year terms, the next two(2) greatest vote getters will receive one(1) year terms.
3. Each year thereafter, two(2) Supervisor positions will be open for election to two(2) year terms.

This ordinance shall be in effect and in force from and after the date of its passage and publication all in accordance with the Wisconsin State Statues.

Adopted this 10 day of December, 2002

Town of Bell, Crossroads, Wisconsin

Robert Horn - Chairman

Chris Hudachek - Supervisor

George A. Lazorik - Supervisor

Attest:

MaryBeth Tillmans, Clerk

Posted: December 18, 2002



## Town of Bell - ATV Ordinance

The purpose of this ordinance is to state the routes to be used for ATV vehicles in the Town of Bell. This ordinance supersedes all previous enacted ATV ordinances. It is in accordance with all Wisconsin statutes, including 23.33 (1), (8) (B) and NR 64.12 (1-6)

### Roads open as ATV route :

1. Siskiwiit Shores Drive - from the Town boat ramp to South Stone Rd.
2. South Stone Rd. - from Siskiwiit Shores Dr. to North Boundary Rd.
3. North Boundary Rd. - from South Stone Rd. to Lemwee Trail
4. Superior Ave. and Old Hwy. 13 - from Hwy. 13 to Siskiwiit Bay Marina
5. Klemik Rd. - from Siskiwiit Shores Dr. to Hwy. 13

### Roads open as ATV route local access only :

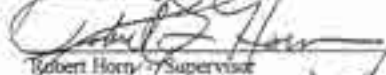
6. Siskiwiit Falls Rd. - from Hwy. 13 to Cty. Hwy. C
7. Stage Rd. - from Siskiwiit Falls Rd. to Bell town line
8. Mountain Rd. - from Stage Rd. to Cty. Hwy. C
9. Jodi Rd. - from Cty. Hwy. C to Bell town line
10. Siskiwiit Lake Rd. - from Cty. Hwy. C to Haverik Rd.
11. Haverik Rd. - from Siskiwiit Lake Rd. to Siskiwiit Shores Dr.
12. Ash St. - from Superior Ave. to Huron Ave.
13. Michigan Ave. - from Cedar St. to Oak St.


- (1) THE SPEED LIMIT SHALL BE 20 M.P.H. WHILE OPERATING ON ALL TOWN OF BELL ROADS.  
NOTE: WIS. STATE LAW RESTRICTS ATV SPEED TO 10 M.P.H. WITHIN 150 FEET OF A DWELLING BETWEEN THE HOURS OF 10:30 P.M. AND 7:00 A.M.
- (2) ATV'S SHALL OPERATE ON THE EXTREME RIGHT SIDE OF THE ROADWAY.
- (3) ATV'S ARE TO BE OPERATED IN AN ORDERLY SINGLE FILE.
- (4) ATV'S SHALL YIELD THE RIGHT OF WAY TO ALL LICENSED MOTOR VEHICLES.
- (5) OPERATORS OF ATV'S TRAVEL AT THEIR OWN RISK AND THE TOWN OF BELL WILL NOT BE LIABLE FOR DAMAGES OR INJURIES OCCURRING IN THE TOWN OF BELL.
- (6) HEADLIGHTS SHALL BE TURNED ON AND IN WORKING ORDER AT ALL TIMES WHILE OPERATING ON A DESIGNATED ATV ROUTE.
- (7) THE BAYFIELD CO. SHERIFF'S DEPT. AND THE DEPT. OF NATURAL RESOURCES ARE DESIGNATED AS THE LAW ENFORCEMENT AGENCY'S RESPONSIBLE FOR ENFORCING THE PROVISIONS OF THIS ORDINANCE, IN ACCORDANCE WITH STATUTE 23.33(12).
- (8) WISCONSIN STATE ALL-TERRAIN VEHICLE PENALTIES AS FOUND IN STATUTE 23.33 (13) (A).
- (9) THE LOCAL ATV CLUB WILL BE RESPONSIBLE FOR SIGNING ON ALL ATV ROUTES, IN ACCORDANCE WITH STATUTE 64.12 (7).
- (10) BELL TOWNSHIP CAN CLOSE THE ATV ROUTES AT SUCH TIMES WHEN USE BY ATV'S WOULD DAMAGE THE ROADS.

This ordinance becomes effective upon passage and publication.

Passed this 11 Day of JUNE, 2002

  
James Dierker, Chairman

  
Robert Horn, Supervisor

  
George Lazorick, Supervisor



**Town of Bell**

**Ordinance 2002-1  
Snowmobile Access**

An ordinance to allow snowmobile access from a residence or lodging establishment to a snowmobile route or trail in the Town of Bell and prescribing penalties for violation thereof.

The Town Board of the Town of Bell do ordain as follows:

**Section I. Intent**

The intent of this ordinance is to provide a means for persons residing in and/or staying at a lodging establishment within the limits of the Town of Bell to travel the shortest distance that is necessary for a person to operate a snowmobile to the snowmobile route or trail that is closest to that residence or lodging establishment.

**Section II. Statutory Authority**

This ordinance is adopted as authorized under s.350.18 (3) (a).

**Section III. Designated Roadways and/or Highways**

No person shall operate a snowmobile on a roadway or shoulder of a highway not designated as a snowmobile route.


**Section IV. Conditions**

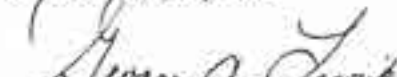
This ordinance designates the roadways and/or shoulders of specific highways for snowmobile travel by persons residing in or staying at a lodging establishment within the limits of the Town of Bell to travel for the shortest distance that is necessary to reach the snowmobile trail or route that is closest to that residence or lodging establishment.

Passed this 14 day of March 2002

  
MaryBeth Tillmans, Clerk

  
Jerome Deering, Chairman

  
Robert Horn, Supervisor

  
George Latorik, Supervisor



**Town of Bell**

**Ordinance 2000-01**

The purpose of this ordinance is to state the routes to be used for ATV vehicles in the Town of Bell. This ordinance supercedes all previous enacted ATV ordinances. It is in accordance with all Wisconsin statues, including 23.33 and NR64.

1. Siskiwit Lake Dr. starting at the boat ramp and going west to South Stone Rd, then south on South Stone Rd. to North Boundary Rd. to Lenaewee Trail.
2. Superior St.
3. Siskiwit Lake Dr. to Klemich Rd. up to Hwy 13.

Passed this 15<sup>th</sup> day of Sept, 2000

  
Mary Beth Tillmans, Clerk

  
Jerome Deering, Chairman

  
Robert Horn, Supervisor

  
Harold Vanselow, Supervisor



# **TOWN NOTICE!**

## **PERSONAL WATERCRAFT**

IN ACCORDANCE WITH THE TOWN OF BELL  
ORDINANCE ESTABLISHED ON AUGUST 12, 1997,  
PERSONAL WATERCRAFT AND MOTORIZED BOATS  
CANNOT BE OPERATED IN AN AREA BOUNDED BY  
THE BREAKWATER WALL ON THE WEST, THE  
FLOWING WELL GAZEBO ON THE EAST, AND WITHIN  
330 FEET OF THE SAND BEACH, ON THE NORTH.  
THIS AREA 990 FEET BY 330 FEET HAS BEEN  
DESIGNATED AS SWIMMING AREA.

THE HARBOR & MARINAS ARE SLOW SPEED NO WAKE  
AREAS. ALSO PERSONAL WATERCRAFT ARE  
RESTRICTED TO SLOW NO WAKE SPEED WITHIN  
200' OF SHORELINE PER THE WISCONSIN BOATING  
REGULATIONS, AS IS THE SWIMMING AREA ABOVE.

**VIOLATORS WILL BE PROSECUTED.**

TOWN OF BELL BOARD OF SUPERVISORS



## SIGNS/BILLBOARD ORDINANCE

97/

### Section 1: Title/Purpose

This ordinance is entitled the "Town of Bell Signs/Billboard Ordinance".  
The purpose of this ordinance is as follows:

To promote the safety, comfort, and well-being of the users of streets, roads, and highways in the Town;

To reduce distractions and obstructions from signs which would adversely affect traffic safety, and to alleviate hazards caused by signs projecting over or encroaching upon public ways;

To discourage excessive visual competition in signage and ensure that signs aid orientation and adequately identify uses and activities to the public;

To preserve the natural beauty of the Town of Bell; and,

To preserve and enhance Town character.

### Section 2: Authority

The Town Board of the Town of Bell, in compliance with Sections 60.62 and 60.10, Wis. Stats., has the specific statutory authority, powers and duties to regulate, control, license, register or permit in the Town of Bell persons engaged in certain uses, activities, businesses and operations, to assess these persons with appropriate fees for licenses, registrations or permits as noted herein and to enforce by revocation or penalty, the provisions of these ordinances and the provisions of the licenses, registrations and permits.

### Section 3: Adoption of Ordinance

The Town Board of the Town of Bell has, by adoption of this ordinance, confirmed its specific statutory authority, powers and duties noted in the sections of this ordinance and has established by the adoption of this ordinance its authority and power to license, register and to grant permits and to regulate and control:

a. Persons and businesses engaged in certain uses and activities which cause them to display signs or billboards,

b. To assess these persons or businesses with appropriate fees for the licenses, registrations or permits, and



c. To enforce, by revocation, penalty, or the removal of any non-conforming sign or billboard the provisions of these ordinances and the provisions of any license, registration and permit.

#### Section 4: General Provisions

The following signs and billboards are prohibited from being placed or maintained in any area of the Town of Bell:

a. Signs or billboards which have been deemed unsafe or in disrepair by the Town Board,

b. Signs which are attached to a tree, except for "no trespassing" signs placed on trees by the owner or occupant of the premises,

c. Signs or billboards painted or placed directly on parked vehicles, or trailers except temporary "for sale" signs not exceeding three square feet,

d. Signs or billboards that are not indirectly lighted, or that move, or swing, or blink, or are designed and constructed to be animated,

e. Signs or billboards on roofs,

f. Signs or billboards on agricultural buildings,

g. Signs or billboards on any Town of Bell lands including roads,

h. Signs or billboards located within any state, county, or Town road right-of-way,

i. Off-premise signs and billboards,

j. Signs or billboards which obstruct or interfere with in any way the effectiveness or visibility of any traffic sign in the Town of Bell, and

k. Signs or billboards which the Town Board deems not in conformance with the purposes heretofore stated in this ordinance.

The following conditions regarding public health and safety, and the aesthetic appearance of signs and billboards shall apply to all signs within the Town of Bell:

a. Any sign or billboard, whether constructed before or after the date of this ordinance, which is not properly maintained by the owner, or any sign or



billboard which is deemed by the Town Board at its sole discretion to be a public nuisance or to be not in conformance with the stated purposes or any provisions of the ordinance, including its aesthetic impact, shall be removed by the owner within thirty (30) days of receipt of a written notice from the Town Board. Failure to remove the sign or billboard shall cause the Town of Bell to remove the sign after a ten (10) day written notice of the intended removal is mailed to the landowner by the Town Board. The removal expense shall be charged to the owner of the sign or billboard and/or to the owner of the land wherein the sign or billboard is located. In the event removal costs are unpaid, they may be placed as a special charge on the property tax bill of the owner of the sign or the landowner where the sign is located, or may be recovered through any other remedy available to the Town of Bell under law.

b. Any sign or billboard which is determined by the Town Board to be so unsafe or dangerous to persons or property as to pose an imminent danger to persons or property shall be summarily removed by the Town of Bell without any notice to the owner of the sign or billboard or to the owner of the land wherein the sign or billboard is located, and removal costs will be assessed as outlined immediately above.

The restrictions on the placement and construction of any signs or billboards are as follows:

a. Wall/Building Signs

If permitted, these signs should be placed against the exterior walls of building and shall not extend beyond forty-eight (48) inches of wall surface. These signs shall have a maximum of sixteen square feet (16) of display area. These signs shall not exceed twenty (20) feet in height above the existing topography.

b. On-Premises Ground Signs

If permitted, these signs shall be placed on a solid, permanent structure at the business premises. The signs shall not exceed thirty-two (32) square feet on one side and sixty-four (64) square feet on all sides, and shall not exceed twelve (12) feet in height above existing topography.

c. Off-Premises Ground Signs

The Town Board may grant an exception to the prohibition against off-premises signs except that these signs shall be limited to directional signs not to exceed six (6) square feet in area and may be permitted for businesses or entities located within the Town of Bell only.

d. Distance Standards



No directional sign shall be located closer than three hundred (300) feet to any other directional sign regardless of municipal boundaries, street classification, topography, etc...

Business signs shall be allowed at a distance of one sign per Lot of record.

No two or more signs representing the same or different businesses shall be permitted to be stacked at a single location.

e. Window Signs

These signs shall be placed on the inside of commercial buildings only, and shall not exceed twelve (12) square feet of the existing glass area of the pane upon which the sign is displayed.

f. Lighted Signs

Only indirect lighting will be permitted.

Section 5: Permits, Applications, Fees, Exemptions, Non-Conformance

a. Coverage of Permits

Every person, pursuant to Sec. 84.30, 86.19, 86.191, 86.192, 86.195 and 86.196, Wis. Stats., and this ordinance of the Town of Bell who installs, operates and maintains signs or billboards in the Town shall seek and obtain a sign permit in the Town of Bell. The fees shall be annually established by the Town of Bell prior to July 1. The sign permit shall be issued from July 1 of one year to June 30 of the next year. The permit shall be issued by the Town Clerk of the Town of Bell after approval by the Town Board and prior to the installation of the sign or billboard in the Town of Bell.

No person shall be issued or re-issued a sign permit until a properly completed application has been approved by the Town Board, a fee has been paid, and inspection of the premises on which the sign is to be located has been accomplished. At the discretion of the Town Board, proof of liability insurance may be required before a permit is issued.

b. Application/Permit

The application and permit shall designate the premises where the sign will be installed and maintained. The sign permit is not transferable to any other



location in the Town of Bell, and is not transferable from one person to another. The applications shall include the following:

- 1) The name, address and telephone number of the applicant/sign owner
- 2) The name, address and telephone number of the sign constructor, if different
- 3) The name, address and telephone number of the owner of the property where the sign is to be located
- 4) The type of sign, i.e. wall/building, on premises ground sign, off premises ground sign, or window sign
- 5) The projected date of display
- 6) The projected date of removal
- 7) The plan for repair and maintenance
- 8) A signed indemnification to the Town of Bell by the sign owner against all loss, cost, damages or expenses incurred by the Town of Bell due to construction, repair, maintenance and removal of sign
- 9) Diagrams and maps showing the size, design, and location of the sign
- 10) Copies of all necessary state and county permits
- 11) Copy of liability insurance

c. Fee

Each applicant shall submit a non-refundable fee of \$25.00 per application for the original permit. Failure to submit said fee prior to Town Board review shall be grounds for denial of the permit.

d. Exemptions

The following signs and billboards are exempt from this ordinance:

- 1) Unlighted political signs on private property placed within ninety (90) days of an election and removed within twenty days (20) after the election.
- 2) Lighted or unlighted traffic signs or utility signs.
- 3) Fire call number signs and signs placed by the Town of Bell.
- 4) Lighted or unlighted residence name plate signs, which are no more than three (3) square feet in area.
- 5) Unlighted "no trespassing signs" which are no more than six (6) square feet in area.
- 6) Unlighted "garage sale signs" which are no more than sixteen (16) square feet in area and which shall be placed on the property no more than three days before the event and removed within one day after the event.
- 7) Unlighted real estate "for sale" signs that are no more than sixteen (16) square feet in area, and which shall be removed within thirty (30) days after the transaction is completed.
- 8) Unlighted flags of governmental or non-profit organizations.



- 9) Temporary signs as approved by the Town Board.
- 10) Signs within any district which is zoned "commercial" which are in existence at the time of enactment of this ordinance or which have been specifically approved by the Town Board and which conform to the stated purposes and provisions of this ordinance.
- 11) Off-Premises signs in existence at the time of enactment of this ordinance, except that those signs may not be altered in any way except to conform to the stated purposes and provisions of this ordinance.

e. Nonconformance

The Town Board may deny any permit or revoke any permit or license for nonconformance with the provisions of this ordinance. The Town Board may order at any time the removal of any nonconforming sign or billboard. Any sign or billboard not removed within the time stated in the order shall be deemed a public nuisance and removed by the Town of Bell with the costs of said removal being borne by the property owner and/or sign owner through a special charge on the property tax bill of the sign owner and/or the property owner where the sign is located, or through an action in Circuit Court, or by placing a lien, in accordance with the appropriate state law, on the property from which the sign has been removed.

The Town of Bell shall not be responsible for any damage to any sign removed for nonconformance with the ordinance. Any sign so removed will be held in storage for a period of thirty (30) days during which time the owner of the sign may redeem his property upon payment of all costs assessed by the Town of Bell. After thirty days (30), the sign shall be considered abandoned with title vested in the Town of Bell for disposal in any manner allowed by law.

\*\*\*

Robert Bagley  
Robert Bagley Town Supervisor

May Ruth Williams

John Booker  
John Booker Town Supervisor

Dec. 9, 1997  
Date

Ritchard Dunn  
Ritchard Dunn Town Supervisor

K-16





TOWN OF BELL  
ORDINANCE #92-1

The Town of Bell officers may destroy town records of which they are the legal custodian and which are considered obsolete, provided the officers follow all guidelines for records retention set by the State of Wisconsin and established by Statute or by publication in the Wisconsin Municipal Records Manual, and that prior to destruction, the town officers shall make these records available for the review by any town resident. These records may be of a financial or administrative nature.

Donald W. Beguhn  
Donald Beguhn, Chair

Dorothy H. Swenson  
Dorothy Swenson, Supervisor

George Linker  
George Linker, Supervisor

Witnessed this 21st day of  
April, 1992

Nancy Mettler  
Nancy Mettler, Town Clerk  
Town of Bell, Bayfield County

Filed 5/3/92



TOWN OF BELL  
ORDINANCE RESTRICTING THE DUMPING  
OF GARBAGE ON TOWN PROPERTY

#OR 90-3

WHEREAS, the Town of Bell has adopted and in operation a Full Recycling and Solid Waste program, for the residents of the Town of Bell. The program is a User fee-pre-stamped bag system with the resident depositing their waste at the Recycling and Solid Waste Collection Center located on Air Port road. The Collection Center is open on Mondays and Saturdays from 8 A.M. to 3 P.M.. Pre-stamped bags available at the Center.

SECTION 1 - RESTRICTIONS

WHEREAS the Town of Bell does not operate a pick-up service, there shall be no depositing of Recycable waste or Solid waste in any of the TOWN PARKS, CAMPGROUNDS, MARINA AREA, or along any of the ROADS in the Town of Bell, including the BUSINESS DISTRICT and STREETS.

SECTION 2 - PENALTY

Any person violating this ordinance shall be fined not less than \$50.00 and up to \$250.00 for each offense, plus cost and disbursements. In default of payment of the above forfeiture plus costs and disbursements, the person convicted shall be confined to the county jail until such forfeiture and cost have been paid, not to exceed thirty (30) days.

SECTION 3 - EFFECTIVE DATE

The foregoing ordinance shall be deemed to be in force from and after its passage, approval, posting, publication and recording, according to law.

Approved by the Town Board of the Town of Bell this 12 day of June, 1990.

Donald W. Beguhn  
Town Clerk

Robert Bagdy  
Town Chairman  
Dorothy H. Svenson  
Town Supervisor  
Louis Martens  
Town Supervisor



TOWN OF BELL  
ORDINANCE GOVERNING USE OF CULVERTS  
IN TOWN OF BELL  
# OR-8808

WHEREAS THE TOWN OF BELL HAS BEEN HAVING DIFFICULTIES WITH PEOPLE AND LOGGING COMPANIES IGNORING THE USE OF CULVERTS ON OUR ROADS WHILE IN THE PROCESS OF TAKING OUT PULP AND TIMBER AND,

WHEREAS THE RISING COSTS TO THE TOWN OF BELL IS CLEANING OUT SAID DITCHES TO PREVENT ROAD WASHOUTS IN SPRING AND OTHER FLOODING CONDITIONS,

NOW THEREFORE, THE TOWN BOARD OF SUPERVISORS OF THE TOWN OF BELL, COUNTY OF BAYFIELD, AT THE REGULAR TOWN MEETING OF MAY 10, 1988, DOES ORDAIN AS FOLLOWS:

SECTION 1:

NO INDIVIDUAL OR LOGGING COMPANY WILL BE PERMITTED TO TAKE OUT TIMBER OR OTHER WOOD PRODUCTS OVER A DITCH ADJACENT AND/OR PARALLEL TO ANY TOWN ROAD IN THE TOWN OF BELL WITHOUT FIRST INSTALLING A SUITABLE CULVERT IN SAID DITCH. (CULVERT MUST BE REMOVED WHEN PROJECT IS TERMINATED) A PERMIT IS NOW REQUIRED FROM THE TOWN OF BELL.

SECTION 11:

BE IT ALSO ORDAINED THAT NO STOCKPILING OF WOOD PRODUCTS LESS THAN 30' FROM THE CENTER OF THE ROAD, AND UNDER NO CIRCUMSTANCES STOCKPILED IN THE DITCH.

PENALTY: \$200.00 per violation and/or no future cutting in the Town of Bell. Will be enforced.

EFFECTIVE: This ordinance goes into effect June 1, 1988.

Mauri Hansen  
Town Clerk

Randy A. Christ  
Town Chairman

John V. Becker  
Town Supervisor

Robert Bagby  
Town Supervisor

DATE: 10 Day of May 1988



UNLAWFUL REMOVAL OF TOWN DOCUMENTS

TOWN OF BELL

# 08-87-07

WHEREAS IN THE LAST SIX MONTHS, NUMEROUS DOCUMENTS AND TOWN NOTICES HAVE BEEN REMOVED FROM THE TOWN HALL BULLETIN BOARD AND THE DOWNTOWN BULLETIN BOARD AT THE POST OFFICE, AND IN ONE INSTANCE REMOVED FROM THE TOWN CLERK'S AUTOMOBILE, AND

WHEREAS THESE ARE OFFICIAL DOCUMENTS OF THE GOVERNMENT OF THE TOWN OF BELL, COUNTY OF BAYFIELD, STATE OF WISCONSIN AND ARE PROTECTED AGAINST UNAUTHORIZED REMOVAL EXCEPT BY ELECTED OFFICIALS OF THE TOWN.

NOW THEREFORE, THE TOWN BOARD OF THE TOWN OF BELL, COUNTY OF BAYFIELD DOES ORDAIN AS FOLLOWS:

SECTION I- DISCRPTION:

THE UNAUTHORIZED REMOVAL OF ANY NOTICES PERTAINING TO TOWN OF BELL BUSINESS IS CONSIDERED TO BE A MISDEMEANOR AND IT WILL BE ACCOMPANIED BY A FINE OF NOT LESS THAN \$ 100.00 PLUS COSTS AND DISPERSEMENTS.

SECTION II: REWARD:

THE TOWN OF BELL WILL, UPON THE CONVICTION OF ANY PERSON OR PERSONS VIOLATING THIS ORDINANCE, OFFER A \$ 25.00 REWARD TO THE PERSON FORWARDING PERTINENT INFORMATION TO THE TOWN CONSTABLE.

EFFECTIVE DATE:

THE FORGOING ORDINANCE SHALL BE DEEMED TO BE IN FORCE AFTER PASSAGE, POSTING, PUBLICATION AND RECORDING ACCORDING TO WISCONSIN STATUTES.

APPROVED by the Town Board of the Town of Bell this 8 day of December 19 87.

FILED THIS DATE 8<sup>th</sup> December 87

Maria Kraso  
TOWN CLERK

Frank Quinn  
TOWN CHAIRMAN

Robert Bagby  
TOWN SUPERVISOR

Robert Bagby  
TOWN SUPERVISOR



TOWN OF BELL  
ORDINANCE RESTRICTING PARKING

# OR-87-3

WHEREAS the Village of Cornucopia, Town of Bell, County of Bayfield; in order to promote the safety of children playing in the playground area around the Town Hall, does enact the following ordinance:

SECTION 1 -RESTRICTION OF PARKING.

There will be no parking of motorized vehicles allowed on either side of Highway "C" in the block in front of the Town Hall.

SECTION 2 -PENALTY.

Any person or persons violating this ordinance shall be ticketed by the Bayfield County Sheriff's office. The fines, costs and disbursements shall be set by the Bayfield County Sheriff's Department.

EFFECTIVE DATE.

The foregoing ordinance shall be deemed to supersede all other ordinances of parking in this area (if any) previously documented, and to be in force from and after its passage and approval, posting, publication and recording according to the law.

Approved by the town board of the Town of Bell this 9 day of June, 1987 at its regular town meeting for the month of June.

Filed this 9 day of June, 1987

\_\_\_\_\_  
Town Clerk

Frank C. Oliver  
Town Chairman

Robert Bagby  
Town Supervisor

Jerome W. Dering  
Town Supervisor



TOWN OF BELL

ORDINANCE RESTRICTING  
HOURS FOR USE OF TOWN PARKS

#OR-87-2

WHEREAS, The Town of Bell owns and maintains the wayside park known as Swensons Shelter, on the flowing well wayside on the south shore of Siskiwit Bay, east of the Marina, and

WHEREAS, it is in the best interests of public welfare and safety, protection of the public property, and the public good to restrict the said park to reasonable hours,

NOW THEREFORE, The Town Board of Supervisors of the Town of Bell, Bayfield County, does ordain as follows:

SECTION 1 - RESTRICTION OF HOURS

No person may enter, use or remain on the premises of the aforesaid wayside park between the hours of 11:00 PM and 7:00 AM, for any purpose, with out the written permission of the Town Board of Supervisors of the Town of Bell.

SECTION 2 - PENALTY

Any person violating this ordinance shall be fined not less than \$10.00 and no more than \$100.00 for each offence, plus costs and disbursements. In the default of payment of the above forfeiture plus costs and disbursements, the person convicted shall be confined to the county jail until such forfeiture plus costs and disbursements have been paid, not to exceed thirty (30) days.

SECTION 3 - EFFECTIVE DATE

The foregoing ordinance shall be deemed to be in force from and after its passage, approval, posting, publication and recording, according to law.

Approved by the Town Board of Bell this 12<sup>th</sup> day of MAY 1987.

Filed this day 17 of May 1987

Marie Kasane  
Town Clerk

David Conklin  
Town Chairman

Robert Bagby  
Town Supervisor

James W. Purvis  
Town Supervisor



ORDINANCE ESTABLISHING  
JURISDICTION AND DUTIES OF  
TOWN CONSTABLE

# OR-87-1

WHEREAS, effective January 1, 1987, pursuant to 1983 Wis. Act 532, Sec. 60.22(4), the Town Board shall determine the jurisdiction and duties of the town constable, and

WHEREAS, it is in the public interest and welfare to establish the jurisdiction and duties of the constable of the TOWN of BELL as provided herein,

NOW THEREFORE, the Town Board of Supervisors of the TOWN of BELL, COUNTY of BAYFIELD does ordain as follows:

SEC. 1 STATUTORY AUTHORITY:

Pursuant to Sec. 60.22(4) and Sec. 60.35 of the Wisconsin Act 532, the Town Board of Supervisors of the TOWN of BELL, County of BAYFIELD, hereby establishes the jurisdiction and duties of the town constable of the TOWN of BELL, County of BAYFIELD as described herein.

SEC. 2 JURISDICTION AND DUTIES:

The town constable of the town of Bell, county of Bayfield shall:

(1) Keep and preserve the peace within the Town of Bell and shall have full peace powers to arrest and apprehend any person for felony or breach of peace pursuant to Sec. 59.24 of Wisconsin statutes and for the purpose of carrying out such duties, shall be considered a peace officer as defined in Sec. 039.22(22) of Wisconsin Statutes. (This alternative retains full peace powers).

(2) Suppress unlawful assemblies within the Town of Bell pursuant to Sec. 947.06 of Wisconsin statutes. (This alternative also retains peace powers).

(3) Direct and regulate traffic and make arrests for violations of traffic crimes and regulations of Chapters 194 and 341 to 349 of Wisconsin statutes, and for the purpose of carrying out such duties shall be considered a traffic officer as defined in Sec. 340.01(70) of Wisconsin statutes.

(4) Serve within his Town, any writ, process, order or notice, and execute any order, warrant or execute any order, or execution lawfully directed to or required to be executed by him by any court or officer.

(5) Attend upon sessions of the Circuit Court in his county when required by the Sheriff.



TOWN OF BELL  
SPEED LIMIT ORDINANCE

THE TOWN BOARD OF THE TOWN OF BELL, BAYFIELD COUNTY, WISCONSIN,  
DOES HEREBY ORDAIN AS FOLLOWS:

1. SPEED LIMIT SET AT 20 m.p.h. ON THE BLUEBERRY LANE ROAD.
2. SPEED LIMIT SET AT 35 m.p.h. ON THE SIXTENTH LANE ROAD.

THIS ORDINANCE SHALL TAKE EFFECT UPON ITS PASSAGE AND PUBLICATION  
AS PROVIDED BY LAW. ANY INFRINGEMENT OF THIS ORDINANCE SHALL BE  
PUNISHABLE BY A FINE.

THE FOREGOING ORDINANCE WAS ADOPTED AT A REGULAR MEETING OF THE  
TOWN BOARD OF THE TOWN OF BELL ON AUGUST 13, 1985.

Lawrence E. Smith  
TOWN CHAIRMAN  
Franklin Smith  
TOWN CLERK  
John P. Doherty  
TOWN SUPERVISOR

FILED THIS 13 DAY  
OF August, 1985  
Marie Kaseno  
TOWN CLERK





TOWN OF BELL  
CORNUCOPIA, WISCONSIN

- ORDINANCE -

The Town Board of the Town of Bell do ordain as follows:

It shall be unlawful for any person to permit his or her dog or any dog which he or she shall be keeping, to run at large unattended, unaccompanied or not controlled within the limits of the Town of Bell.

All dogs shall be cared for, maintained and handled in a humane and sanitary manner and in such a way as to prevent noises, barking, fighting, or howling or other disturbances of the peace and quiet of the neighborhood. No dog shall be abandoned or turned loose by its owner or keeper.

No person shall keep or harbor within the Town any dog which by loud or frequent or habitual barking, yelping or howling shall cause serious annoyance to the neighborhood or to persons passing to and fro upon the streets.

Any person who shall violate any of the provisions of this ordinance or any regulation or order made thereunder shall, upon conviction, forfeit not more than Fifty and no/100 (\$50.00) Dollars and in default of payment of said forfeiture and costs shall be imprisoned in the County Jail of Winfield County not exceeding fifteen (15) days.

This ordinance shall be in full force and effect on and after the First(1st.) day of August, 1977.

Dated this 20th. day of July, 1977.

*Ethel C. Jodging*  
Ethel C. Jodging  
K-25 Clerk



## **Appendix L**

### **Road Maintenance**

**(To be updated semi-annually)**



Road/Street Improvements In The Town Of Bell In 2009. The Road/Street Improvement List is updated be-annually.

<b><u>Road/Street</u></b>	<b><u>Length of Work</u></b>	<b><u>Location</u></b>	<b><u>Type of Work</u></b>
Elm St. Huron Ave.	565' 325'	Cornucopia	Replace existing asphalt
Ash St. Huron Ave.	526' 700'	Cornucopia	Replace existing asphalt
Michigan Ave.	675'	Cornucopia, @ jct. of Ash St.	Replace existing asphalt
Michigan Ave.	648'	Cornucopia, @ jct. County C	Replace existing asphalt
Michigan Ave.	304'	Cornucopia, @ jct. Elm St.	Replace existing asphalt
Siskiwit Shores Dr.	As needed	Jct. Haverik Rd.	Gravel lift project
Stage Road	As needed	Jct. Falls Rd	Gravel lift project
Mountain Road	As needed	Jct. County C	Gravel lift project
Klemik Road	As needed	Jct. Siskiwit Shores Rd.	Gravel lift project



## **Town of Bell Marina Repair and Renovation Plan**

### **1) Sheet piling and walkway rehabilitation:**

A) Existing sheet pilings are of inadequate depth to low water level. Existing sheet pilings are at 4 ft. depth from ground level and are causing erosion problems from soil seeping under pilings and undermining walkways. All inadequate sheet pilings need to be replaced to a minimum depth of 12 to 15 ft. below existing ground level.

B) Existing walkways are unsafe because of age and uneven/rotting planks. Walkways need to be reconstructed with proper plank size and supported beams, to allow handicapped access, and adequate and safe illumination.

### **2) Electrical and water stations:**

A) Existing electrical and water hook-ups are not up to code. Electrical and water stations will be replaced with conforming marina hook-up stations.

### **3) Re-Paving of parking area:**

A) Existing parking area is uneven and causes soil erosion to drain into marina harbor. Re-paving of existing parking area as to prevent soil erosion and also to allow handicapped accessibility.

### **4) Water system, Restrooms and Pay showers:**

A) Existing well is inadequate. A new well will be installed to provide service to restrooms, showers and new water fill station to accommodate Fire Dept. requirements.

B) Existing restrooms updated to for handicapped accessibility.

C) Construction of new pay showers onto existing restrooms.

### **5) Dredging:**

A) Continuous dredging of marina harbor is required due to low lake level, soil erosion from inadequate sheet pilings and soil run-off from parking area.

### **6) Boat Launch Ramp:**

A) Option 1 "temporary" - Add more rock to repair ramp.

B) Option 2 - Construct permanent concrete or blacktop launch ramp.



## **Town of Bell Marina Repair and Replacement - Sheet Pilings and Walkways**

- #1) Construct new walkway from existing # 2 walkway to the start of break wall.
- #2) Connect water from new well to existing pedestal. Add (2) new pedestals.  
**Completed 2008**
- #3) No up-dates or repairs required.
- #4) Install (4) new pedestals onto existing walkway. Install new electrical and water piping and connect to new well and main electrical feed.  
**Completed 2008**
- #5) Install (2) new pedestals onto existing walkway. Install new electrical and water piping.
- #6) Install new sheet pilings 8ft. North of existing sheet pilings.  
Construct new walkway. Install (3) new pedestals, electrical and water piping.
- #7) Install new sheet pilings 12ft. East of existing walkway. ( No sheet pilings exist. )  
Construct new walkway. Install new electrical and water piping.
- #8) Replace existing sheet pilings with new sheet pilings.  
Install (3) new pedestals onto existing walkway. Install new electrical and water piping.
- #9) Repair existing launch ramp with gravel.
- #10) Install (3) new pedestals onto existing walkway.
- #11) Continue dredging for current silt trap.
- # 12) Construct new pay showers and re-furbish existing bathrooms.
- # 13) Re-Paving of existing parking area.
- # 14) Dredging of Small Marina Basin aprox. 3,600 cu. yards.



## **Appendix M**

### **Marina Plan**