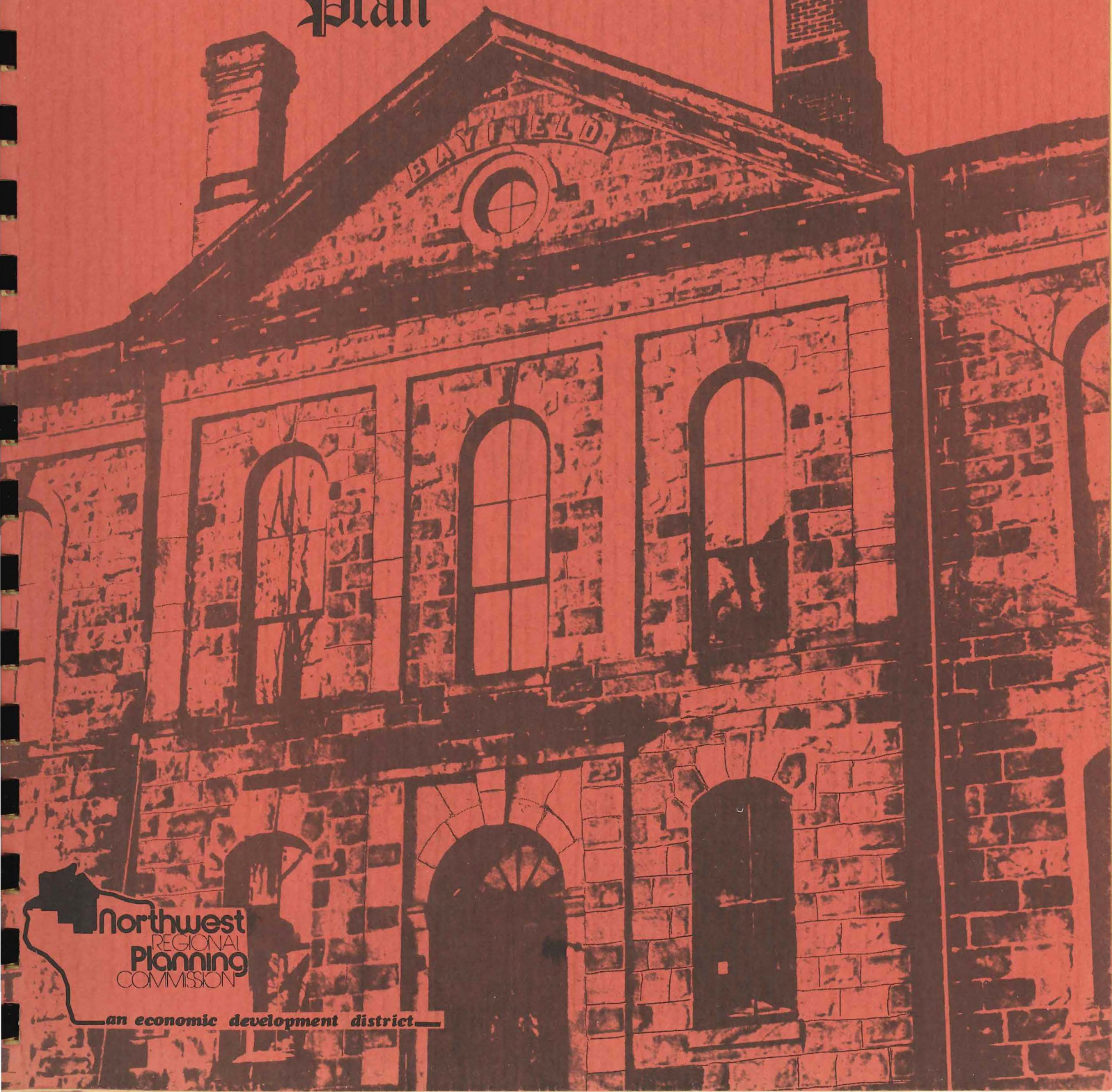



# City of Bayfield Comprehensive Development Plan



 Northwest  
REGIONAL  
Planning  
COMMISSION  
an economic development district

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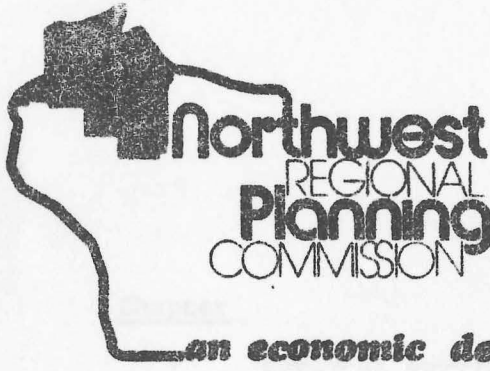
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Florence Ahnen

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January, 1979

This report was prepared in response to a request by the Mayor and Common Council of the City of Bayfield for the Northwest Regional Planning Commission to assist in updating Bayfield's 1971 Comprehensive Plan. In response to this request the Commission and the city entered into an agreement to complete this document.

Publication of this report represents many months of work and numerous meetings between staff of the Northwest Regional Planning Commission, the Bayfield Planning Commission, elected and appointed officials, and the general public. The Northwest Regional Planning Commission wishes to express its appreciation for the fine cooperation received from city officials, the public and the news media throughout all stages of the planning program.

This plan like its predecessor should be reviewed and revised as conditions and circumstances change in Bayfield. The Northwest Regional Planning Commission is pleased to have been able to assist the city in preparing this report and we remain ready to provide additional technical assistance for its implementation and future revisions.

Sincerely,

Richard Livingston  
Planning Analyst

RL:bjd

TABLE OF CONTENTS

<u>Chapter</u>		<u>Page</u>
I	PHYSICAL SETTING - OPPORTUNITIES AND LIMITATIONS	
	Regional Setting. . . . .	1
	Geology and Water Resources . . . . .	4
	Climate . . . . .	6
	Soils . . . . .	8
	Physical Constraints to Development in Bayfield Planning Area . . . . .	12
II	POPULATION	
	Total Population. . . . .	15
	Composition of the Population in Bayfield . . . . .	17
	Population Projections. . . . .	21
III	ECONOMY	
	Historical Background . . . . .	25
	Economic Characteristics of Bayfield's Population . . . . .	26
	Employment in Bayfield. . . . .	33
	Development Potential . . . . .	35
IV	LAND USE AND OWNERSHIP	
	Recent Development in Bayfield. . . . .	39
	Major Land Development Problems . . . . .	39
	Present Land Use--Bayfield. . . . .	40
	Land Ownership--City of Bayfield. . . . .	47
	Future Land Needs--Bayfield . . . . .	49
	Present Land Use--Bayfield Planning Area. . . . .	51
	Community Appearance. . . . .	54
V	NEIGHBORHOOD ANALYSIS	
	Introduction. . . . .	57
	Criteria for Neighborhood Evaluation. . . . .	57
VI	COMMUNITY FACILITIES AND SERVICES	
	Government. . . . .	65
	Protection. . . . .	65
	Education . . . . .	66
	Health. . . . .	68
	Refuse Collection and Disposal. . . . .	68
	Library . . . . .	69
	Communications. . . . .	69
	Recreation. . . . .	70

TABLE OF CONTENTS continued

<u>Chapter</u>		<u>Page</u>
VII	TRANSPORTATION ANALYSIS	
	Elements of Bayfield's Transportation System. . . . .	71
	Future Street Design Characteristics. . . . .	77
	Land Use Considerations . . . . .	80
	Conclusions and Recommendations . . . . .	81
VIII	GENERAL DEVELOPMENT PLAN	
	Introduction. . . . .	83
	Development Considerations. . . . .	83
	Community Growth Patterns . . . . .	83
	Land Use Plan . . . . .	86
	Residential Land Use Principles . . . . .	86
	Residential Land Use Objectives . . . . .	88
	Residential Land Use Proposals. . . . .	88
	Commercial Land Use Principles. . . . .	91
	Commercial Land Use Objectives. . . . .	92
	Commercial Land Use Proposals . . . . .	92
	Industrial Land Use Principles. . . . .	94
	Industrial Land Use Objectives. . . . .	94
	Industrial Land Use Proposals . . . . .	95
	Public Facilities Land Use Principles . . . . .	95
	Public Facilities Land Use Objectives . . . . .	96
	Public Facilities Land Use Proposals. . . . .	97
	Conclusions . . . . .	98
	Transportation. . . . .	100
	Transportation Principles for Small Communities . . . . .	100
	Transportation Objectives . . . . .	100
	Transportation Proposals. . . . .	101
	Communities Facilities and Services Plan. . . . .	109
	The Functions of a Community. . . . .	109
	Employment and Trade. . . . .	120
	Conclusions . . . . .	121
	Bayfield Utilities--Analysis and Plan . . . . .	122
	Water System. . . . .	125
	Sanitary Sewer System . . . . .	125
	Storm Drainage System . . . . .	128
	Natural Gas and Electricity . . . . .	128
	Utilities Plan. . . . .	128
	Utility Planning Principles . . . . .	128
	Utility Planning Objectives . . . . .	131
	Utility Planning Proposals . . . . .	131
IX	IMPLEMENTING THE PLAN	
	Development Ordinances. . . . .	135
	Economic Development. . . . .	137
	Capital Improvements Program. . . . .	138
	Continuing Planning Program . . . . .	138
	Required Action . . . . .	139
	Conclusion. . . . .	139

TABLE OF CONTENTS continued

<u>Chapter</u>		<u>Page</u>
IX	IMPLEMENTING THE PLAN	
	Proposed Comprehensive Zoning Ordinance. . . . .	142
	Proposed Subdivision Ordinance . . . . .	188
	Proposed Official Map Ordinance. . . . .	200
	Proposed Capital Improvements Program. . . . .	207

Appendices

A	Industrial Park Development. . . . .	A-3
B	Community Recreation Standards and General Recommendations . . .	B-1

LIST OF PLATES

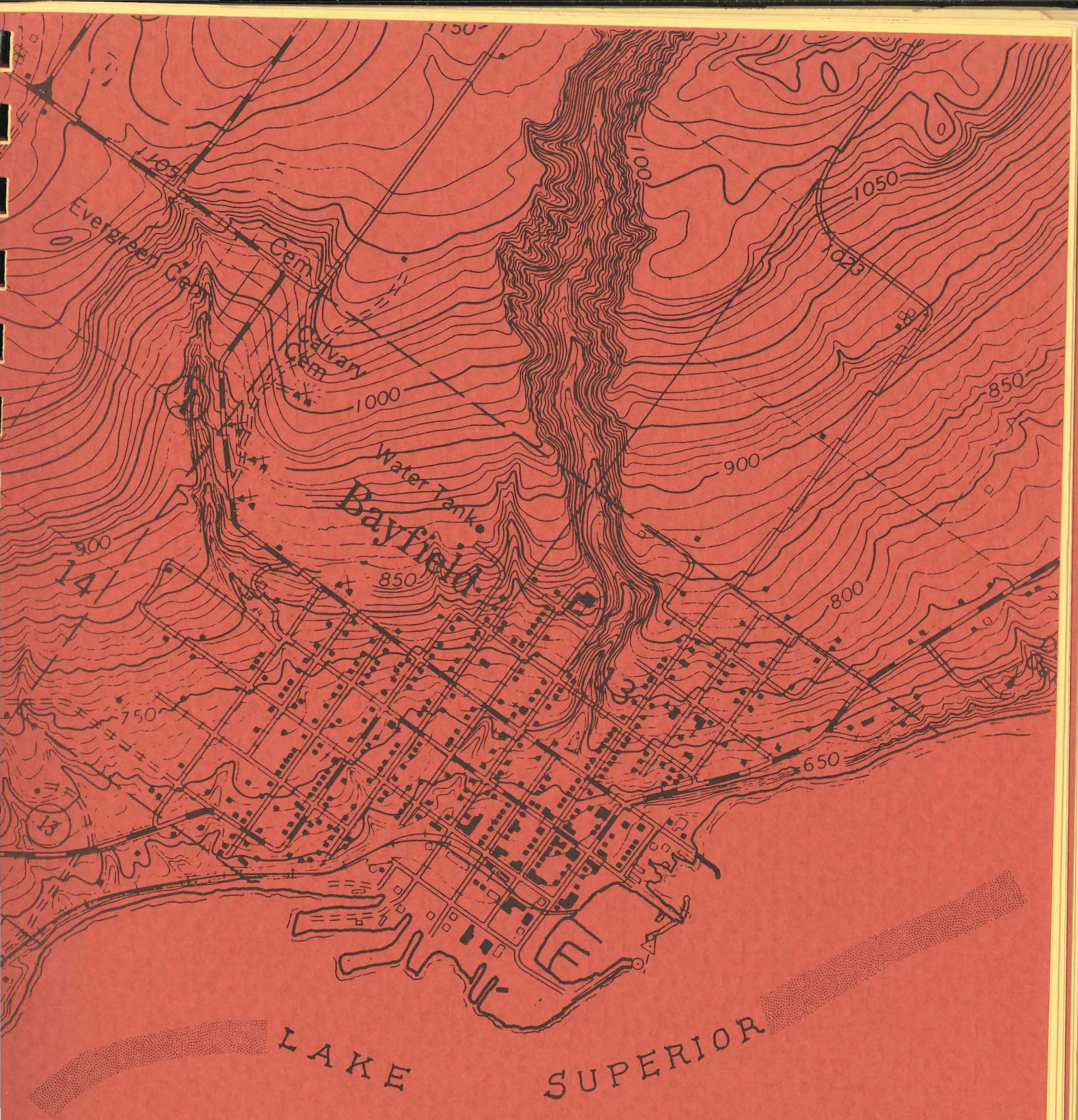
<u>Plate</u>		<u>Page</u>
1	County and Regional Setting, Bayfield County. . . . .	2
2	City of Bayfield Planning Area. . . . .	3
3	Soils and Development Limitations . . . . .	9
4	City of Bayfield Existing Land Use. . . . .	41
5	Bayfield Refuge Harbor and Marina . . . . .	46
6	Land Ownership City of Bayfield . . . . .	48
7	City of Bayfield Planning Area Existing Land Use. . . . .	52
8	Suggested Layout for NW Ridge Section, City of Bayfield . . . . .	90
9	City of Bayfield, Proposed Land Use . . . . .	99
10	City of Bayfield Transportation Plan. . . . .	104
11	City of Bayfield--Proposed Marina and Downtown Parking Area . . . .	108
12	City of Bayfield Water System . . . . .	124
13	City of Bayfield Sanitary Sewer System. . . . .	126
14	City of Bayfield Storm Drainage System. . . . .	129
15	City of Bayfield Natural Gas System . . . . .	130
16	City of Bayfield Official Zoning Map. . . . .	185
17	Official Map, City of Bayfield. . . . .	203
18	City of Bayfield Planning Area Official Map . . . . .	205

LIST OF FIGURES

<u>Figure</u>		<u>Page</u>
1	Bayfield Peninsula Cross Section. . . . .	4
2	Age-Sex Composition, City of Bayfield . . . . .	17
3	Actual and Projected Populations, City of Bayfield. . . . .	23
4	Existing Land Use Bayfield and Associated Communities . . . . .	42
5	City of Bayfield Annual Average 24-Hour Traffic . . . . .	81
6	Functional Street Classifications . . . . .	103

LIST OF TABLES

<u>Table</u>		<u>Page</u>
1	Climatological Summary for Bayfield, Wisconsin 1941-1970. . . . .	7
2	Degree of Limitations of the Soils in the Bayfield Planning Area, Bayfield, Wisconsin for Urban, Industrial and Park Development. . . . .	10
3	Degree of Limitations of the Soils in the Bayfield County, Wisconsin for Urban, Industrial and Park Development. . . . .	11
4	Population and Population Change for Bayfield and Selected Comparison Areas, 1920 to 1970. . . . .	
5	Dependency Ratios for City of Bayfield and Selected Comparison Areas 1950-1970 . . . . .	18
6	Natural Increase of the Population in Bayfield: 1950-1976 . . . . .	19
7	Estimated Net Migration--1950-60, 1960-70, 1970-76, City of Bayfield. . . . .	20
8	City of Bayfield Population Projections 1980-2000 . . . . .	22
9	Family Income for Bayfield and Selected Areas in Wisconsin, 1960-1970 . . . . .	27
10	Equalized Value of Commercial Real Estate 1966-1976 . . . . .	28
11	Equalized Value of Manufacturing Real Estate, 1966-1976 . . . . .	28
12	Educational Attainment for Persons 25 and Older for Bayfield and Selected Areas in Wisconsin: 1960 and 1970 . . . . .	29
13	Selected Characteristics of the Labor Force for Bayfield and Selected Areas in Wisconsin, 1960 and 1970. . . . .	30
14	Occupations of Employed Persons for Bayfield and Selected Areas in Wisconsin, 1960 and 1970 . . . . .	31
15	Industry Group of Employed Persons for Bayfield and Selected Areas in Wisconsin, 1960 and 1970 . . . . .	32
16	Employment Location of Bayfield's Workers, 1960 . . . . .	33
17	Manufacturing Firms and Employment, City of Bayfield, 1966-1977 . . . . .	34
18	Existing Land Use, City of Bayfield, 1977 . . . . .	40
19	Existing Land Use, Bayfield Planning Area . . . . .	53
20	Existing Land Use--Summary--Bayfield, Wisconsin . . . . .	55
21	Condition of Residential Structures, Bayfield, 1970 . . . . .	59
22	Neighborhood Analysis--Summary--Bayfield, Wisconsin . . . . .	63
23	Bayfield Joint School District No. 1--School Census--June 30, 1968-1977 . . . . .	67
24	Bayfield Joint School District No. 1--School Enrollment--September 1967-1976 . . . . .	67
25	Projected General Aviation Activity, Bayfield Area Airports, 1980-1995 . . . . .	73
26	Summarized Classification Criteria. . . . .	76
27	Transportation--Summary--Bayfield, Wisconsin. . . . .	82
28	Existing Conditions, Forecasts and Proposals, and Their Implications, Bayfield, 1970-1980 . . . . .	84
29	Suggested Public Facility Development Standards for Small Communities . . . . .	110
30	General Guidelines for Recreation Facilities, City of Bayfield. . . . .	117
31	Bayfield Cemetery Ravine, Culvert Replacement Summary . . . . .	134
32	Suggested Capital Improvements Schedule, Bayfield, 1978-1983. . . . .	214



# Physical Setting I



# I. PHYSICAL SETTING - OPPORTUNITIES AND LIMITATIONS

## ■ REGIONAL SETTING

The City of Bayfield is located approximately ten miles south of the most northern tip of the state. (See Plate 1.) It is halfway between the Montreal River which forms the Wisconsin-Michigan border and the Duluth-Superior Lakehead area. Bayfield has a history of orientation to Lake Superior. The city was named after Admiral Henry Wosey Bayfield who surveyed Lake Superior between 1823 and 1825. Regional access to the south has been via State Highway 13 which joins with US Highway 2 near Ashland, a major east-west route from Ironwood, Michigan to the Duluth-Superior area. A spur of the Chicago and North Western Railroad connects Bayfield to points south, east and west.

## ■ Bayfield County

The northern half of Bayfield County forms the Bayfield peninsula, the northernmost part of the Wisconsin mainland. The county is the second largest in the state covering some 960,000 acres of land. Parallel to the Lake Superior shoreline the landscape consists of red clay plain, dissected by short streams that empty into the lake. The most prominent feature of the topography is a range of hills, 10 to 15 miles wide, known as the Bayfield Ridge, which extend in a southwesterly direction from the tip of the peninsula. The ridge is a massive inter-lobate moraine between the Chippewa and Superior lobes of the last period of glaciation.

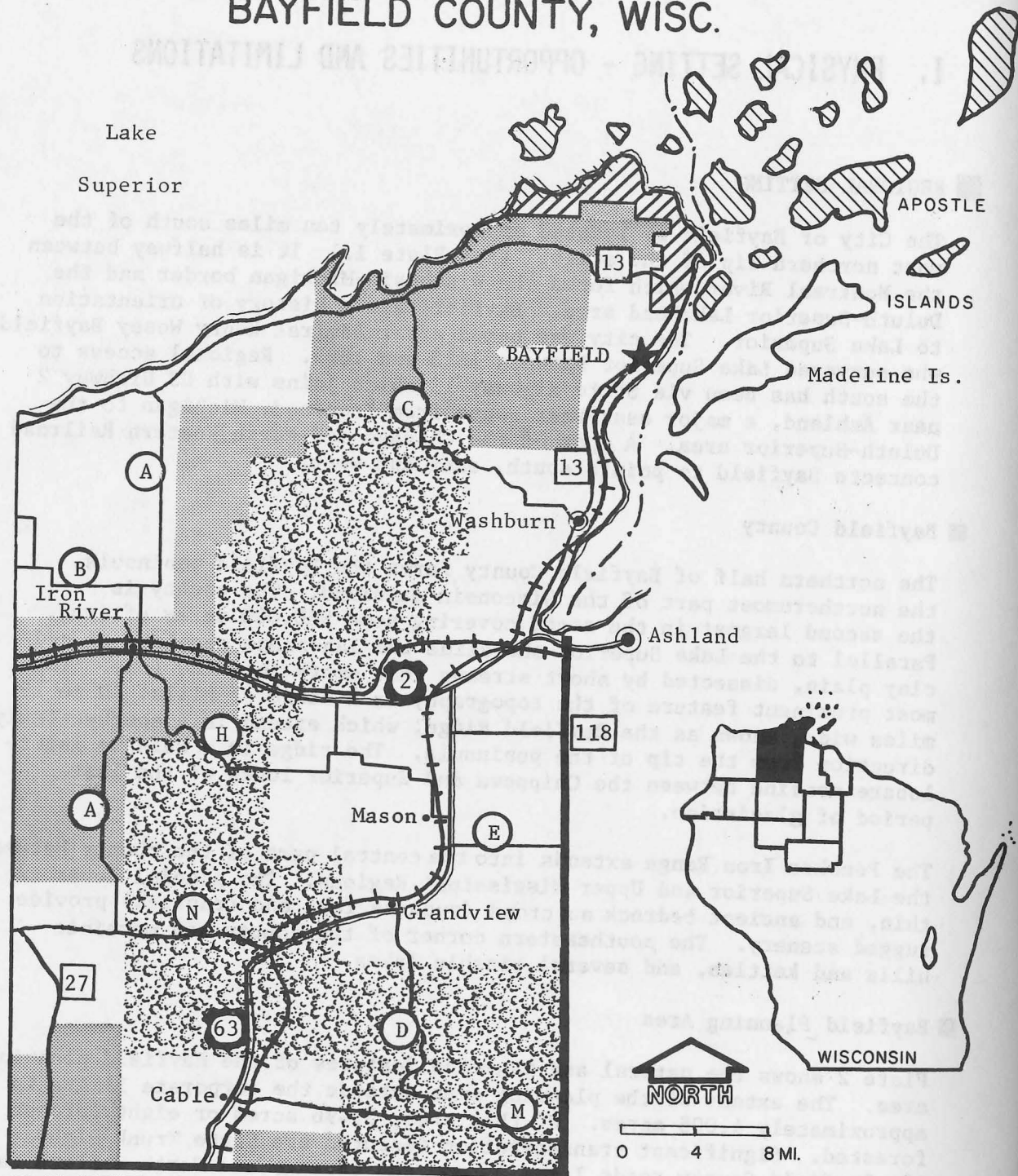
The Penokee Iron Range extends into the central part of the county between the Lake Superior and Upper Mississippi Regions. The glacial cover is thin, and ancient bedrock outcrops (such as lava and traprock) provide rugged scenery. The southeastern corner of the county has morainic hills and kettles, and several sizable lakes.

## ■ Bayfield Planning Area

Plate 2 shows the natural and man-made features of the Bayfield planning area. The extent of the planning area outside the corporate limits is approximately 4,005 acres. Of this area, 3,496 acres or eight percent is forested. Significant transportation features are State Trunk Highway 13, Bayfield County roads I and J, and the Chicago and North Western rail line which terminates in Bayfield.

The most significant natural physical feature in the Bayfield planning area is the difference in local relief. The highest point in the planning area is in the northwest corner where the relief reaches 1,368 feet at the Bayfield lookout tower. The lowest point is the shoreline of Lake Superior which averages 602 feet above mean sea level. The difference between these two elevations, 766 feet, occurs in a horizontal distance of approximately two miles. This produces an average slope of 9.7 percent. The greatest vertical drop occurs within the corporate boundaries in a horizontal distance of one mile.

# COUNTY & REGIONAL SETTING BAYFIELD COUNTY, WISC.



## BAYFIELD COUNTY

### LEGEND








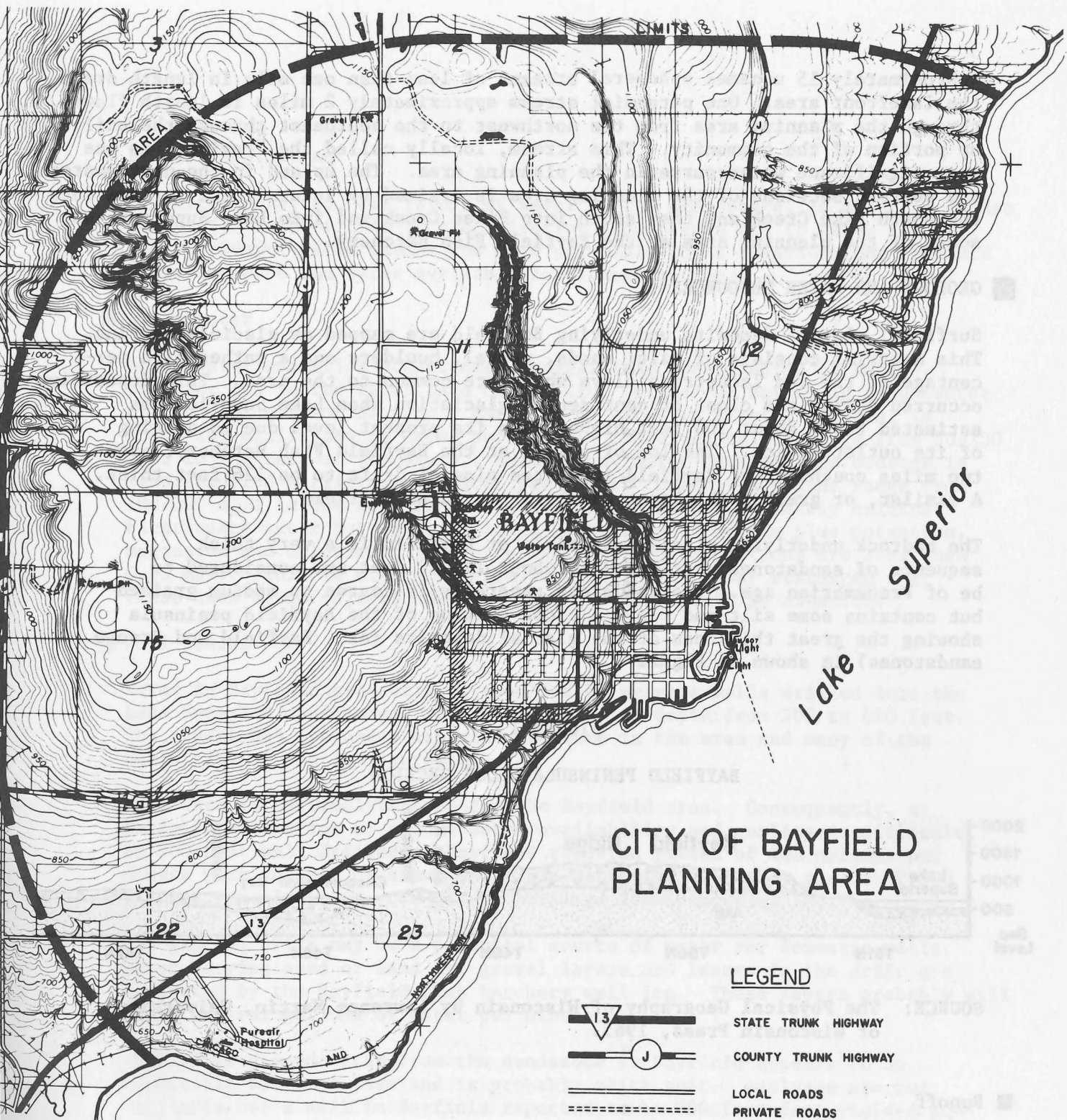



- |   |                 |   |                                    |
|---|-----------------|---|------------------------------------|
| +++   | Railroad        |  | County Forest (General Boundary)   |
|  | State Highway   |  | Apostle Islands National Lakeshore |
|  | County Roads    |  | Chequamegon National Forest        |
|  | Federal Highway |  | Red Cliff Indian Reservation       |

plate I



## CITY OF BAYFIELD PLANNING AREA

### LEGEND

-  STATE TRUNK HIGHWAY
-  COUNTY TRUNK HIGHWAY
-  LOCAL ROADS
-  PRIVATE ROADS
-  ROADS DEDICATED BY PLAT  
(NOT NECESSARILY OPEN)
-  TOWN LINE
-  SECTION LINE
-  PROPERTY LINE
-  PROPERTY OWNERSHIP CONNECTING MARK
-  INTERMITTENT STREAM
-  CORPORATE LIMITS



0 1000 2000 FT.

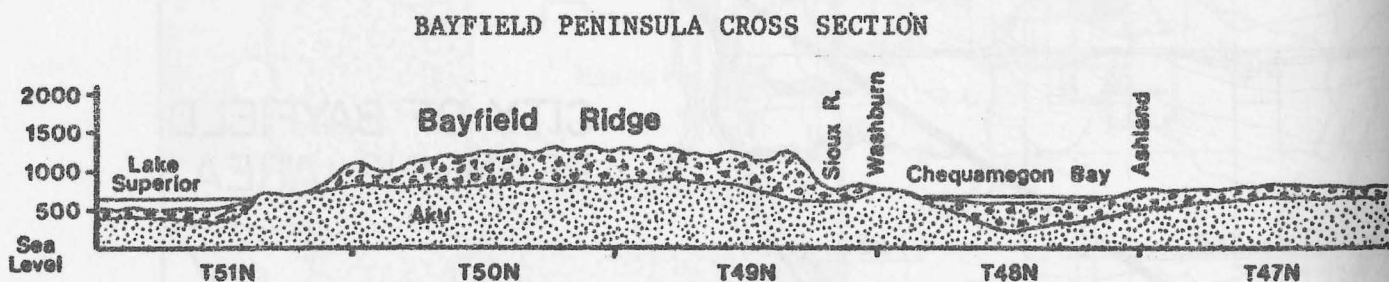
Approximately 15 unnamed ephemeral streams of less than one mile in length drain the lakefront area. One perennial stream approximately 2 miles in length flows through the planning area from the northwest to the southeast through the built-up portion of the community. This stream, locally called the "ravine," is the most significant watercourse in the planning area. The upland in the northwestern and western sections of the planning area is drained by intermittent streams into the North Pike Creek and then south into Pikes Creek and into Lake Superior just south of the planning area at the Bayfield Fish Hatchery.

#### ■ GEOLOGY AND WATER RESOURCES<sup>1</sup>

Surficial glacial deposits underlying Bayfield are mapped as glaciolacustrine. This material consists of silt, sands, gravel, boulders and a rather high percentage of the red lacustrine clays which are common to the area. This deposition occurred during the close of continental glaciation when Lake Superior was estimated to be about 500 feet higher than its present level due to damming of its outlet by ice. The log of a well at the Bayfield Fish Hatchery, about two miles southwest of Bayfield, indicates glacial drift to be 126 feet thick. A similar, or greater thickness can be expected at Bayfield.

The bedrock underlying glacial materials at Bayfield is a very thick sequence of sandstones, estimated at about 15,000 feet and considered to be of Precambrian age. The sandstone generally is coarse to medium grained but contains some silt and clay. A cross section of the Bayfield peninsula showing the great thickness of the glacial deposits (Aku, Bayfield and Oronto sandstones) is shown in Figure 1.

FIGURE 1



SOURCE: The Physical Geography of Wisconsin by Lawrence Martin, University of Wisconsin Press, 1965.

#### ■ Runoff

Runoff in the Bayfield area is about 10 inches per year. This is low compared to the rest of the Lake Superior Basin but characteristic of the Bayfield Ridge which has little runoff.

<sup>1</sup>This information was furnished by the staff of the Wisconsin Geological and Natural History Survey and from the publication by Young, H.L. and Skinner, E. L., Water Resources of the Wisconsin Lake Superior Basin, U.S. Geological Survey, 1974.

#### ■ Evapotranspiration

Evapotranspiration, the return of water to the atmosphere, is about 17 inches per year. Much of this is transpiration from plants due to heavy forest cover. Deeper water tables and more permeable soils inward in the Bayfield Ridge decrease the water available for transpiration.

#### ■ Groundwater

Groundwater underflow constitutes a negligible contribution to Lake Superior due to the thick lake clay plain. Dissolved solids in groundwater are the sodium chloride type. Hardness of water in glacial material is about 200 milligrams of  $\text{CaCO}_3$  per liter. Dissolved solids range from 50-300 mg/l in the rest of the basin. Hardness of water in sandstone bedrock is less than 100 milligrams of  $\text{CaCO}_3$  per liter. Dissolved solids range from 100-300 mg/l in the rest of the basin. Water is predominately calcium bicarbonate water but contains large quantities of sodium plus potassium, magnesium and chloride. Iron plus manganese concentrations are less than 0.35 mg/l. This is within the limits of drinking water standards for these ions so no objectionable tastes or stains would be expected.

#### ■ Well Yields

Water in Bayfield presently is supplied by private wells drilled into the Lake Superior sandstones. The wells range in depth from 300 to 650 feet. The sandstones are under artesian pressure in the area and many of the wells flow at the land surface.

Well data is extremely sparse for the Bayfield area. Consequently, a reliable evaluation of ground water availability and quality is difficult. An 800 foot well drilled at Bayfield reported yields of 400 gallons per minute with 50 feet of drawdown. This would indicate that yields of 500 gallons per minute or more can be obtained from pumped wells.

The glacial drift may be a potential source of water for domestic wells. Water bearing sand or sand and gravel layers and lenses in the drift are indicated by the Bayfield Fish Hatchery well log. These layers probably will yield several gallons of water per minute.

Quality of ground water from the sandstone in Bayfield appears to be acceptable for most uses and is probably quite soft. Analyses are not available but a well in Bayfield reported to be 800 feet deep yielded good quality water. Elsewhere, ground water in these sandstones is highly saline and it may be saline at depths greater than 800 feet in the Bayfield area.

Water from Lake Superior or Chequamegon Bay generally is of excellent chemical quality and is very soft. An analysis of water from the bay at Barksdale is as follows:

Hardness total	51.0	Manganese, total (Mn)	0.0
Alkalinity, total (CaCO <sub>3</sub> )	48.0	Chlorides (Cl)	3.5
Calcium (Ca)	16.3	Sulfates (SO <sub>4</sub> )	1.5
Magnesium (Mg)	3.4	Fluorides (F)	0.1
Iron, total (Fe)	0.0	Total solids	66.0
		pH	7.3

(Analysis by Wisconsin State Laboratory of Hygiene, 1947, all values in parts per million except pH)

#### ■ Management Considerations

Water managers in the Bayfield area should take into consideration the following criteria for developing large capacity wells.

Developing a new high capacity well should be preceded by a test drilling program. The variable water bearing nature of the Lake Superior sandstones requires considerable exploration to find the most favorable site for location of production wells. Test drilling is relatively inexpensive and it will help assure development of a high yielding production well.

Wells should be spaced as far apart as possible to reduce the effects of interference between wells. Mutual interference between pumping or flowing wells will lower water levels or flow in each well. Pumping costs will increase with lowered water levels.

Data on rock materials, well yields, well construction and chemical quality of ground water must be carefully collected and preserved for each well in order for any future evaluation of water resources to be made.<sup>1</sup>

Sandstones, underlying Bayfield at a depth of about 125 feet, will probably yield 500 gallons per minute or more of good quality water to properly constructed wells ranging in depth to 800 feet. However, the lack of well data in the Bayfield area makes a definite assessment of ground water resources impossible. Development of new high capacity wells should include a test drilling program, and consideration should be given to well spacing.

#### ■ CLIMATE

Bayfield's climate is a modified continental. The tempering influence of Lake Superior is felt in all seasons. Winters are long, snowy and cold, while summers are warm. Spring and fall temperatures are usually warmer than those a few miles inland, resulting in a longer growing season.

A climatological summary for Bayfield from 1941-1970 is shown in Table 1. This table shows mean temperatures, degree days, precipitation and the average number of days over 90° and zero or below. During the period of

<sup>1</sup>Drillers should be advised to send well cutting samples for each five foot interval drilled to the Wisconsin Geological and Natural History Survey, University Extension, 1815 University Avenue, Madison, 53706. The Survey will examine the samples and prepare a well log at no charge. This information will provide a permanent record for future reference.

this summary: mean annual precipitation was 30.20 inches; mean annual snow and/or sleet was 73.2 inches; the mean number of days with 1/10 inch or more of precipitation was 67; mean number of days over 90° was four and the mean number of days at 0° or below was 28.

TABLE 1

CLIMATOLOGICAL SUMMARY FOR BAYFIELD, WISCONSIN 1941-1970

Temperature °F	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Annual (Total)
Means: 1948-70													
Daily Maximum	22.1	26.3	35.8	49.8	62.6	72.3	77.8	76.2	66.7	57.2	39.5	27.2	
Daily Minimum	5.0	6.8	17.3	30.7	39.5	49.1	55.8	55.4	47.8	38.9	25.4	12.7	
Monthly	13.5	16.5	26.5	40.2	51.0	60.7	66.8	65.8	57.2	48.0	32.4	19.9	
Mean Degree Days	50	76	236	512	969	1392	1562	1350	1181	726	431	159	8644
Precipitation (inches)													
Mean	1.14	0.73	1.50	2.31	3.85	3.78	3.87	3.96	3.38	2.25	1.93	1.50	30.20
Snow, Sleet:													
Mean	17.2	9.2	10.7	2.7	0.3	0	0	0	0	0.4	9.0	18.1	67.6
1941-1970 Maximum Monthly	56.0	27.0	30.6	9.5	8.0	T	T	0	T	6.5	24.5	46.8	
Year	1967	1945	1965	1945	1954	1954	1952		1965	1969	1955	1964	
Mean Number of Days Precip-10" or more	4	2	4	5	7	7	7	6	8	7	5	5	67
Temperatures													
Max. 90°	0	0	0	0	0	1	2	1	0	0	0	0	4
Min. 0°	12	9	2	0	0	0	0	0	0	0	0	5	28

Source: State Climatologist Office, Madison, Wisconsin

Precipitation during the five month period from May through September has averaged about 65.0 percent of the annual normal. The likelihood of one inch or more of rain falling in a seven day period during the summer is greatest the last part of June and early July when the chance is 4 in 10 years. The likelihood of a seven day dry period, trace or less, during the summer is greatest during the middle of August when the chance is one in 10 years. Intensities of about 1.25 inches in one hour, 1.85 inches in 6 hours, and 2.35 inches in 24 hours can be expected about one in two years.

Prevailing winds are westerly from early fall through early spring and easterly the remainder of the year. April is the windiest month with an average of 15 miles per hour. July and August are the least windy with averages of 11 miles per hour. Severe wind conditions are infrequent. Since 1916, three tornadoes have been observed in Ashland County and two in Bayfield County.

## SOILS

This section contains data and interpretations for major soils of the Bayfield planning area. These soils are rated according to their suitability or degree of limitations for selected engineering purposes, and urban and recreational development. This information provides a practical basis for sound land use decisions.

Suitability ratings of slight, moderate and severe are used in this section. Slight limitation ratings indicate the soil has no limitations or that the limitations for a given use are easy to overcome. Moderate limitation ratings are used for a given use that can be overcome by average management and manipulation. Severe limitation ratings are used for soils that have limitations for a given use that are difficult to overcome.

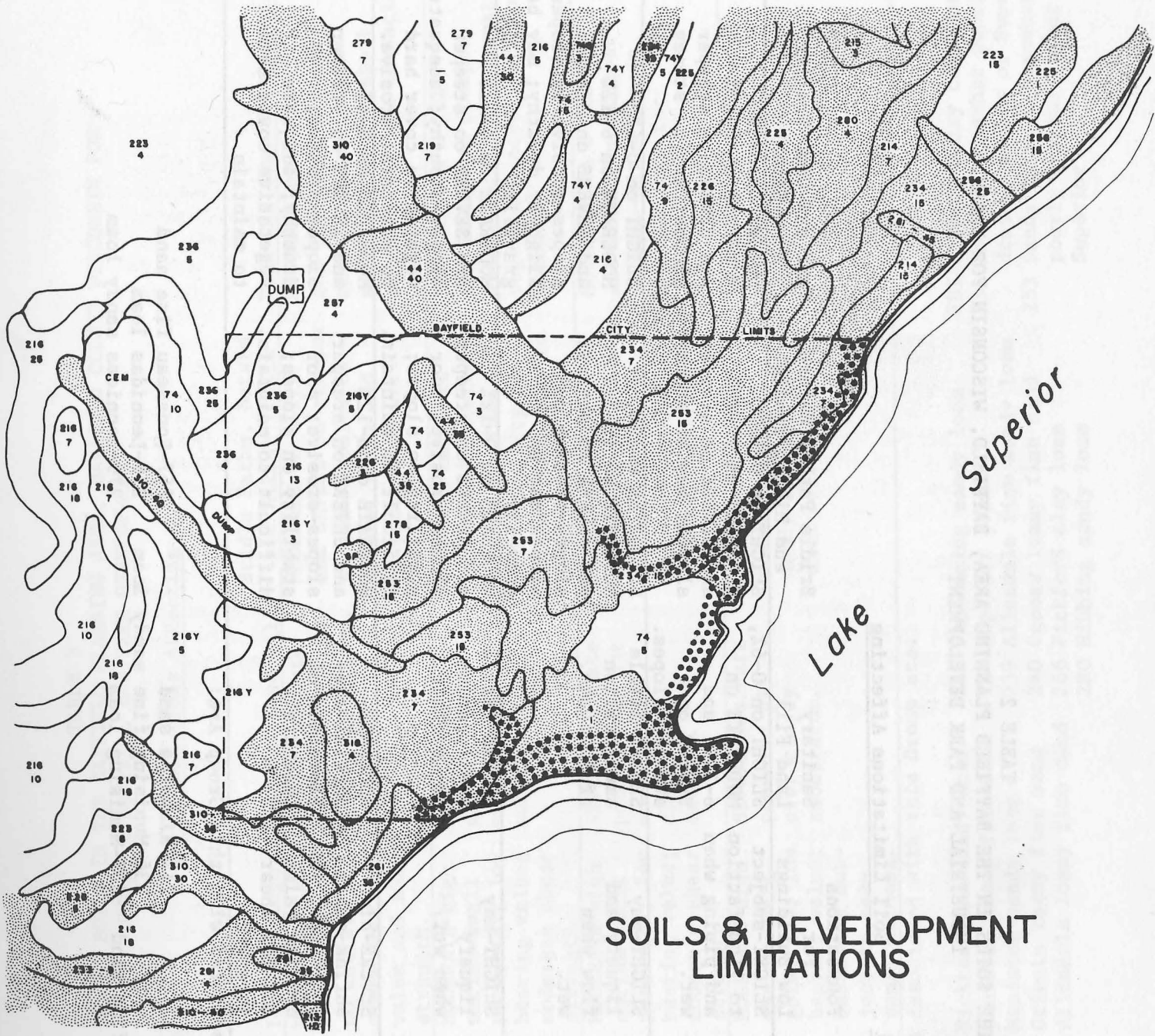
A brief description of the characteristics for private sewage disposal systems in the Bayfield planning area for each of the soil groups follows:

Group I. These soils have slight to moderate limitations for private sewage effluent disposal on slopes less than 12.0 percent. The soils in this group range from deep, waterlaid sandy soils to glacial till soils of loam and sandy loam textures. Within this range there are moderately deep to deep loamy sand and sandy loam soils underlain by glacial till and/or lacustrine silts and clays. Drainage of these soils range from somewhat excessive to somewhat poorly drained. (See Table 2).

Group II. These soils have severe limitations for private sewage effluent disposal on slopes greater than 12.0 percent. This group includes the somewhat poorly to poorly drained soils which range in texture from sandy to clayey. The Beach deposits, Alluvial and Worchester soils are deep sandy soils with a high or fluctuating water table. The Rickter, Manistee, Allendale, Orienta, Pinconning and Ogemaw soils are somewhat poorly to poorly drained sandy soils from 20 to 40 inches thick overlying glacio-lacustrine or lacustrine material. The Superior, Hibbing, Ontonagon, Rudyard and Pickford soils are somewhat poorly to poorly drained shallow sandy soils (less than 23 inches) overlying glacio-lacustrine material or soils which are dominantly clays throughout their profiles. (See Table 3).

Plate 3 shows the soils and development limitations for the Bayfield planning area.





## SOILS & DEVELOPMENT LIMITATIONS

### LEGEND





-  GROUP I - SLIGHT TO MODERATE SOILS LIMITATIONS FOR PRIVATE SEWAGE EFFLUENT DISPOSAL
-  GROUP II - SEVERE LIMITATIONS FOR PRIVATE SEWAGE EFFLUENT DISPOSAL
-  TOP NUMBER INDICATES TYPE OF SOIL  
BOTTOM NUMBER - PERCENT OF SLOPE
-  SPECIAL FLOOD HAZARD AREA

plate 3

TABLE 2  
DEGREE OF LIMITATIONS OF THE SOILS IN THE BAYFIELD PLANNING AREA, BAYFIELD, WISCONSIN FOR URBAN,  
INDUSTRIAL AND PARK DEVELOPMENT

<u>Soil Limitations for Sewage Disposal</u>	<u>Soil Limitations Affecting</u>				
Group I	Septic Tank Filter Field	Foundations For Low Buildings	Sanitary Land Fill	Bridle Paths, Nature and Hiking Trails	Tent and Camp Trailer Sites
209-Gogebic fine sandy loam	SLIGHT on 0-6%, MODERATE on 6-12%, and SEVERE on steeper slopes.	SLIGHT-subject to liquefaction and piping when wet.	SLIGHT on 0-6%, MODERATE on 6-12%, and SEVERE on steeper slopes.	SLIGHT on 0-12%, MODERATE on 12-20% and SEVERE on steeper slopes; may be stoney.	SLIGHT on 0-6% MODERATE on 6-12% and SEVERE on steeper slopes; may be stoney.
215-Pence sandy loam	MODERATE on 0-12% and SEVERE on steeper slopes; danger of contami- nating ground water.	SLIGHT-may liquefy and flow when wet.	SEVERE-little amelioration of leachate.	SLIGHT on 0-12%, MODERATE on 12-20% and SEVERE on steeper slopes-erosive on slopes may be gravelly.	SLIGHT on 0-6%, MODERATE on 6-12% and SEVERE on steeper slopes-erosive on slopes; slightly drouthy; may be gravelly.
216-Hiawatha loamy sand	MODERATE on 0-12% and SEVERE ON steeper slopes; danger of contami- nating ground water.	SLIGHT-may liquefy when wet.	SEVERE-little amelioration of leachate.	MODERATE on 0-12% and SEVERE on steeper slopes-erosive; poor stability on slopes; difficult to maintain.	MODERATE on 0-12% and SEVERE on steeper slopes-drouthy; adequate vegetative cover hard to maintain; erosive.
224-Bibon sandy loam	SLIGHT on 0-6% MODERATE on 6-12%, and SEVERE on steeper slopes.	SEVERE-high shrink-swell potential, low bearing value and low shear strength.	MODERATE- partial ame- lioration of leachate.	MODERATE on 0-12% and SEVERE on steeper slopes-erosive; poor stability on slopes; difficult to maintain.	MODERATE on 0-6% and SEVERE on steeper slopes-erosive; drouthy; adequate vegetative cover hard to maintain.

Other Soils of the Planning Area Associated with this Group Are:

74-Vilas loamy sand	211-Hiawatha sand	257-Rousseau fine sand
182-Padus sandy loam	236-Munising fine sandy loam	278-Leonidas loam
205-Marenisco loamy fine sand	237-Munising loam	279-Leonidas sandy loam

TABLE 3  
DEGREE OF LIMITATIONS OF THE SOILS IN THE BAYFIELD PLANNING AREA, BAYFIELD COUNTY WISCONSIN FOR  
URBAN, INDUSTRIAL AND PARK DEVELOPMENT

Soil Limitations for Sewage Disposal

Soil Limitations Affecting

GROUP II	Septic Tank Filter Field	Foundations for Low Buildings	Sanitary Land Fill	Bridle Paths, Nature and Hiking Trails	Tent and Camp Trailer Sites
235-Hibbing silt loam	SEVERE-very slow permea- bility in substratum.	MODERATE-high shrink-swell potential; mod- erate bearing value and shear strength.	SEVERE-leachate ponds in pit over clayey substratum.	MODERATE on 0-12% and SEVERE on steeper slopes--erosive on slopes; muddy and slippery when wet.	MODERATE on 0-12% and SEVERE on steeper slopes--sites remain wet and soft for short periods; surface compacts easily.
256-Superior loamy sand	SEVERE-very slow permeability	MODERATE-high shrink-swell potential; low bearing value; moderate shear strength.	SEVERE-leachate ponds in pit over clayey substratum.	MODERATE on 0-12% and SEVERE on steeper slopes--erosive and poor stability on slopes; difficult to maintain.	MODERATE on 0-12% and SEVERE on steeper slopes, erosive; adequate vegetation cover hard to maintain.
274-Ontonagon silty clay loam	SEVERE-very slow permeability	MODERATE-high shrink-swell potential; low bearing value; moderate shear strength.	SEVERE-leachate ponds, does not move through clayey sub- stratum.	MODERATE on 0-12% and SEVERE on steeper slopes--muddy and slippery when wet; erosive on slopes.	MODERATE on 0-12% and SEVERE on steeper slopes--sites remain wet and soft for short periods.
275-Rudyard silty clay loam	SEVERE-very slow permeability; seasonal high water table.	MODERATE-high shrink-swell potential; low bearing value; basements sub- ject to sea- sonal wetness.	SEVERE-leachate ponds in pit over clayey substratum.	MODERATE-wet for moderate periods; muddy and slippery when wet.	MODERATE--sites remain wet and soft for moderate periods.

Other Soils of the Planning Area Associated with this Group are:

04L Sedge Peat	318 Rickter fine sandy loam	228 Pinconning sandy loam	281 Hibbing silty clay loam
4 Bach	213 Manistee loamy fine sand	234 Superior loam	233 Loam, a somewhat poorly drained member of Superior
5 Alluvial	214 Manistee sandy loam	239 Allendale fine sandy loam	253 Sandy loam, a somewhat poorly drained member of Superior
44 Terrace escarpments	225 Orienta loamy fine sand	240 Ogemaw loamy fine sand	
192 Worcester sandy loam	226 Allendale loamy fine sand	266 Pickford clay loam	
310 Ravines		280 Hibbing sandy loam	

## ■ PHYSICAL CONSTRAINTS TO DEVELOPMENT IN BAYFIELD PLANNING AREA

The preceding discussion has been primarily concerned with a description of the characteristics of the physical environment in the Bayfield planning area. These characteristics and the interactions between them tend to produce certain limitations, or constraints to development. While modern advances in science and technology can help us to overcome some of these limitations, a carefully conceived planning program must consider the physical environment and its effect on future development.

Major development constraints in the Bayfield planning area are location, climate, topography and drainage, geology, and soil. In some sections of the planning area development constraints present major obstacles that will severely limit or even prevent, utilization of the land for urban purposes. The extent to which each of these factors may act as a constraint to development are summarized below.

### ■ Location

Bayfield is located in the extreme northwestern area of the state on the shore of Lake Superior. While the community is served by the north-south STH 13 and County Roads I and J from the northwest, the planning area must still be regarded as being relatively remote from major metropolitan areas with their markets and cultural centers.

### ■ Climate

Few factors of the physical environment affect our daily lives more than weather and climate. The clothing we wear, the construction of our homes, the range of crops that can be grown and many of our outdoor work and play activities are in large measure governed by weather and climate. The effect of climate on various activities in Bayfield during the three to four month winter season is significant. Out-of-doors construction activity on homes, business structures, roads, etc., virtually comes to a standstill. Concrete cannot be poured in winter months without elaborate preparation. Sand, gravel, and rock supplies freeze and become difficult to handle. The cold winters will not prevent urban development, but consideration must always be given to this environmental constraint.

### ■ Topography

Topography and the resultant drainage pattern are major determinates of urban growth patterns. This greatly influences the location of major transportation routes, the street system, the direction in which growth will occur, and the location of various kinds of development. The distinctive lay of the land is a part of the Bayfield character, the community is built on hills, with the gridiron system of streets climbing straight up the slopes. Future street patterns should be laid out in a manner to accentuate the natural topography and picturesque nature of the community.

Another distinctive feature of Bayfield's topography is the system of ravines that are gouged out of the hillsides. These ravines, which provide a rugged variety to the "townscape," are definite constraints where any development is concerned, but not when utilized for open space activities such as nature trails. Moreover, the drainage pattern associated with the ravines will tend to act as a barrier to development within the planning area.

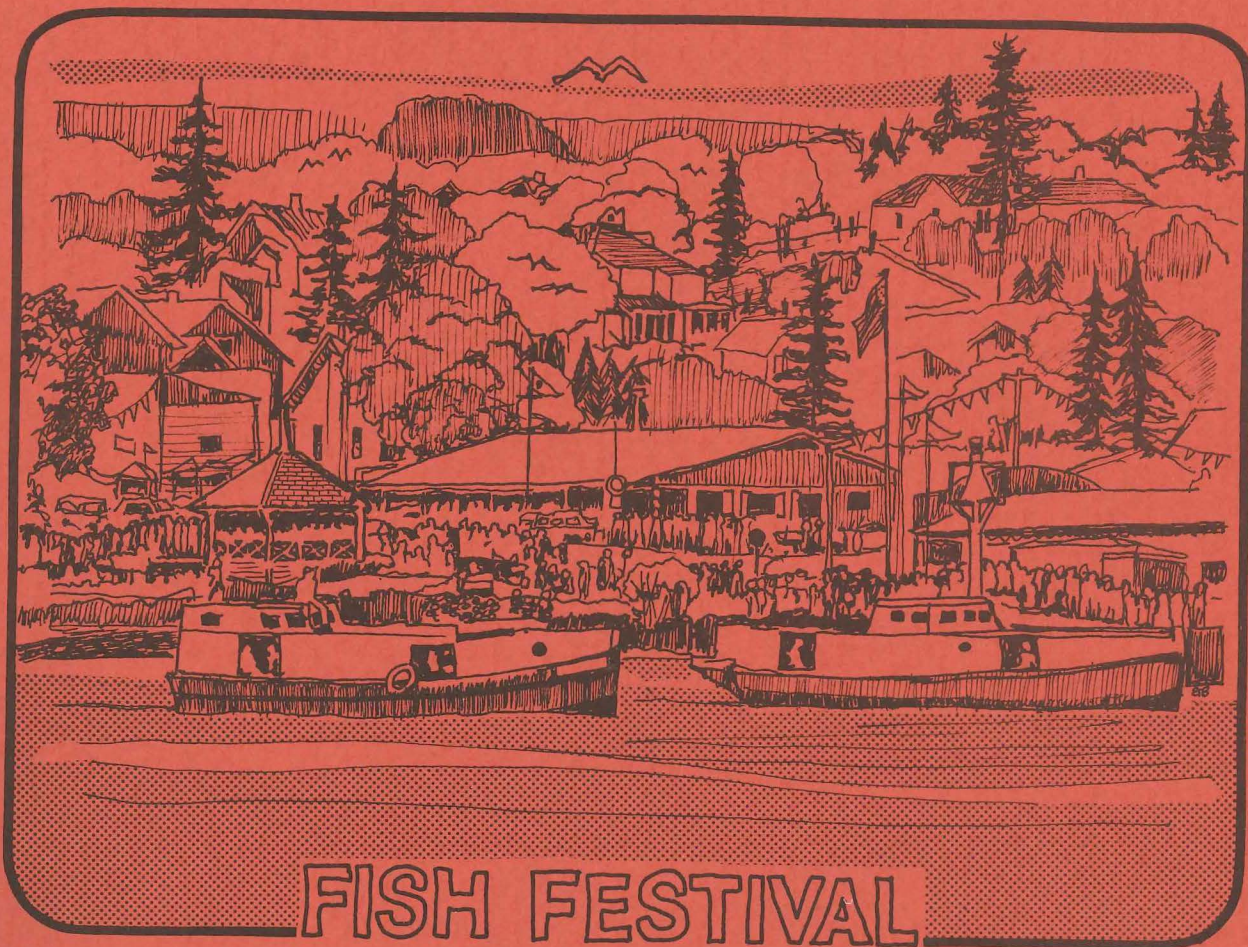
#### ■ Geology

The description of the land surface mentioned previously is an outward and visible product of the underlying geological structure and of vast ages of evolution of surface forms. While much of the geological history of the Bayfield planning area is yet to be unfolded, the influence of glacial geology has been a dominant factor in shaping development patterns in the planning area. One result of this youthful stage of geological development is the type of soils to be found in the planning area.

#### ■ Soils

Much of the variation in soils characteristics in the planning area can be attributed to glacial geology and manner in which the parent materials were deposited. Other variations in soil have developed as a result of the passage of time and such environmental conditions as drainage, topography, natural vegetation temperature, rainfall, and soil organisms. The majority of the soil types in the area exhibit moderate to severe characteristics for septic fields and for most any other type of development the community might entertain in the future.

It is true that modern technology enables us to overcome some of the aforementioned physical constraints by draining a swamp, grading, filling, turning up a thermostat, etc. However, these are actually adaptations rather than basic changes to the environment. During the planning period careful consideration should be given to these physical constraints to ensure development will take place in the most orderly and economical manner.



FISH FESTIVAL

Population **II**

## II. POPULATION

This comprehensive plan will guide Bayfield officials and citizens as they cope with existing and emerging development problems and opportunities. Particular attention will be given to the provision of essential facilities to people in the planning area. The type, size, timing and location of such facilities is in large a reflection of the needs of Bayfield residents.

This section of the report presents a description of the people of Bayfield, their number (present and future), their distribution, and selected characteristics which distinguish them.

Bayfield's first planning report was completed in 1971 before 1970 Census data was available. Since the 1970 Census is based on 1969 statistics, this update is again somewhat hampered by using data that is nearly eight years old. Where possible, every effort (short of taking a new census) has been made to update the data. For small areas, many projection methodologies cannot be used due to a lack of detailed statistics.

In the case of population projections, the degree of accuracy tends to vary directly with the time elapsed since the last census and inversely with the size of the area being studied. Trends and projections presented in this section should be carefully reexamined after the 1980 U.S. Census results are published.

### ■ TOTAL POPULATION

The City of Bayfield was incorporated in 1913. The 1920 U.S. Decennial Census enumerated 1,441 inhabitants in the community. Total population data for the community and selected larger geographical comparison units from 1920 to 1970 are shown on Table 4. This Table shows steady population declines from 1940 through 1970. More recent estimates suggest that these declines are diminishing and limited growth has occurred in the last few years.

TABLE 4

POPULATION AND POPULATION CHANGE FOR BAYFIELD AND  
SELECTED COMPARISON AREAS, 1920 to 1970

<u>POPULATION: NUMBER</u>	<u>1920</u>	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>
U.S.* (000's)	105,710.6	122,775.0	131,669.3	150,697.4	179,323.2	203,415.1
ENC Region** (000)	21,475.5	25,297.2	26,626.3	30,399.4	36,225.0	40,252.5
Wisconsin (000)	2,632.7	2,939.0	3,137.6	3,434.6	3,951.8	4,413.3
NW Region	185,091	173,840	186,523	172,464	158,120	154,879
Bayfield County	17,201	15,006	15,827	13,760	11,910	11,683
Bayfield	1,441	1,195	1,212	1,153	969	874
	1920-30	1930-40	1940-50	1950-60	1960-70	1920-70
<u>POPULATION CHANGE: NUMBER</u>						
U.S. (000's)	17,064.4	8,894.2	19,028.1	28,625.8	24,091.9	97,704.5
ENC Region (000)	3,821.6	1,329.2	3,773.0	5,825.7	4,027.5	18,777.0
Wisconsin (000)	306.9	198.6	297.0	517.2	461.5	1,780.6
NW Region	-11,251	12,683	-14,059	-14,344	-3,241	-30,212
Bayfield County	- 2,195	821	- 2,067	- 1,850	- 221	- 5,518
Bayfield	- 246	17	- 59	- 184	- 95	- 567
	1920-30	1930-40	1940-50	1950-60	1960-70	1920-70
<u>POPULATION CHANGE: PERCENT</u>						
United States	16.1	7.2	14.5	18.7	13.4	92.4
ENC Region	17.8	5.3	14.2	19.2	11.1	87.4
Wisconsin	11.7	6.8	9.5	15.1	11.6	67.6
NW Region	- 6.1	7.3	- 7.5	- 8.3	- 2.0	-16.3
Bayfield County	-12.8	5.5	-13.1	-13.4	- 1.8	-32.1
Bayfield	-17.1	1.4	- 4.9	-16.0	- 9.8	-39.3

SOURCE: U.S. Census 1920-1970, and East North Central Regional Report

\*Population figures for the U.S. prior to 1960 do not include residents of Alaska and Hawaii.  
\*\*The East North Central (ENC) Region includes Illinois, Indiana, Michigan, Ohio and Wisconsin.

During the 50 year period from 1920-1970, the total population of the U.S. increased by nearly 98 million persons or 92%. The growth rate in the ENC Region was almost the same as that of the nation. While Wisconsin shared in this increase, the rate of growth in the state was less than the larger comparison units.

Total population in the NW region, Bayfield County and Bayfield declined consistently with the exception of the 1930-40 decade. As will be shown later this decline is primarily related to rural-urban migration.

The peak census year for population in Bayfield County and Bayfield was 1920.

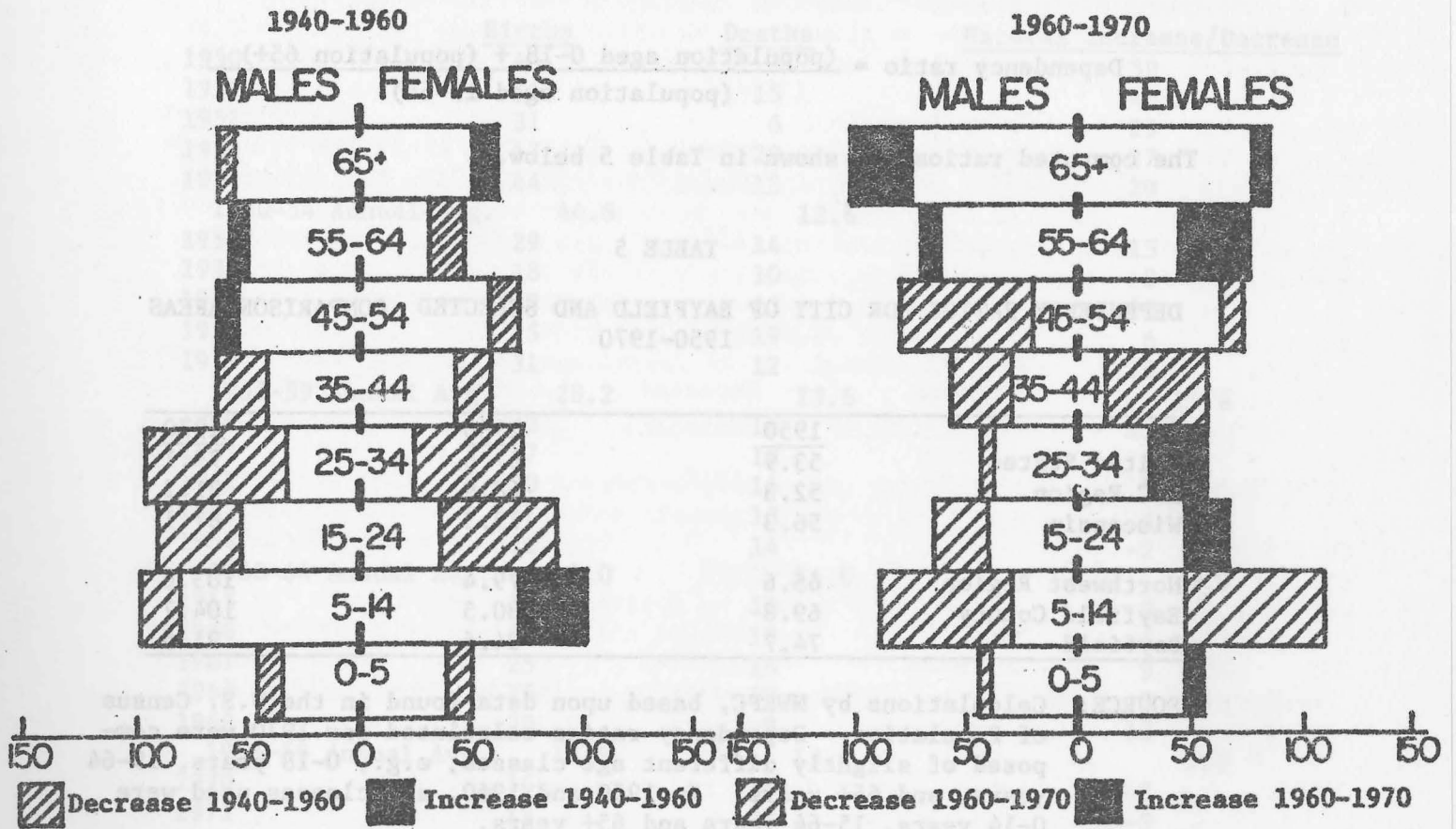


**COMPOSITION OF THE POPULATION IN BAYFIELD**

A more detailed analysis of census data from 1940 to 1960 and 1960 to 1970 reveals that the population losses sustained in Bayfield between these dates can overwhelmingly be attributed to a net out-migration of persons from the community. This fact is illustrated in the following population pyramid.

**FIGURE 2**

**AGE-SEX COMPOSITION, CITY OF BAYFIELD**



Significant changes have occurred in the age-sex composition of Bayfield's population during the last few decades. Most noteworthy in this regard is the decreasing number and proportion of young adults, and middle aged persons (15-44) -- the working population.

These losses are a reflection of insufficient economic opportunities for persons in their beginning and most productive working years requiring them to leave Bayfield in search of opportunities elsewhere. This is not meant to imply that migration in itself is an undesirable factor as it can be a healthy safety valve for our society. Areas enjoying rapid economic growth usually need added manpower, and conversely areas of economic decline usually have a manpower surplus. An immobile population tied to an economic base that cannot support it would not be able to adjust to changing opportunities and needs in the region, state and nation. Under these circumstances migration can, and does, serve a necessary and positive function.

■ **Dependency Ratio**

A summary measure of age distribution used in many planning studies is the dependency ratio. The dependency ratio measures the ratio of the number of persons in non-economically active ages (in childhood, from age 0 to 18, and in old age, (over 65) to the number of persons in the economically-active ages (19 to 64).

The method used in computing dependency ratios for Bayfield and selected comparison units is as follows:

$$\text{Dependency ratio} = \frac{(\text{population aged 0-18} + (\text{population 65+}))}{(\text{population aged 19-64})}$$

The computed ratios are shown in Table 5 below.

TABLE 5

DEPENDENCY RATIOS FOR CITY OF BAYFIELD AND SELECTED COMPARISON AREAS  
1950-1970

	1950	1960	1970
United States	53.9	67.6	79.1
ENC Region	52.3	68.9	81.2
Wisconsin	56.3	73.3	87.1
Northwest Region	65.6	79.4	103.6
Bayfield County	69.8	80.5	104.7
Bayfield	74.7	84.6	91.5

SOURCE: Calculations by NWRPC, based upon data found in the U.S. Census of Population. Dependency ratios calculated for 1970 were composed of slightly different age classes, e.g., 0-18 years, 19-64 years, and 65+ years. In 1950 and 1960, age classes used were 0-14 years, 15-64 years and 65+ years.

The dependency ratios for all of the comparison units have all increased, and for those units in the NW region the ratios were consistently higher.

The increasing ratio for the state, ENC region and the nation, was primarily due to increased numbers of children. In the NW region, Bayfield County and the City of Bayfield the increase was caused by out-migration in the 15-64 age group and increasing numbers of persons 65 and over.

The implications of this net out-migration of persons in the prime working age group (19-44) is two fold: (1) Such persons leave the area with skills, earning capacity, and leadership potential which the area cannot afford to lose, and (2) the remaining population is faced with higher per capita costs in order to maintain essential local governmental services.

■ Births, Deaths, Natural Increase

The process of fertility, migration, and mortality together determine the size of the population in any given area. Population increases are shown either by births or by persons moving in from someplace else. Decreases are shown by deaths or by persons moving out. An excess of resident births over resident deaths is termed natural increase, while an excess of resident deaths over resident births, although rare, is termed natural decrease.

TABLE 6

NATURAL INCREASE OF THE POPULATION IN BAYFIELD: 1950-1976

	<u>Births</u>	<u>Deaths</u>	<u>Natural Increase/Decrease</u>
1950	46	7	39
1951	56	15	41
1952	31	6	25
1953	47	20	27
1954	44	15	29
1950-54 Annual Avg.	44.8	12.6	32.2
1955	29	14	15
1956	18	10	8
1957	38	13	25
1958	25	19	6
1959	31	12	19
1955-59 Annual Avg.	28.2	13.6	14.6
1960	29	16	13
1961	17	12	5
1962	20	15	5
1963	17	13	4
1964	12	14	-2
1960-64 Annual Avg.	19.0	14.0	5.0
1965	18	18	0
1966	14	13	1
1967	25	16	9
1968	16	13	3
1969	20	8	12
1965-69 Annual Avg.	18.6	13.6	5.0
1970	16	18	-2
1971	13	22	-9
1972	6	14	-8
1973	18	11	7
1974	13	18	-5
1970-74 Annual Avg.	13.2	16.6	-3.4
1975	10	15	-5
1976	19	8	11

SOURCE: Register of Deeds, Bayfield County

- The average annual number of births declined significantly and steadily throughout the period.
- The average annual number of deaths increased slightly during the same period.
- As a result annual population gain attributed to natural increase has declined significantly. In fact, in recent years deaths have generally exceeded births, resulting in a natural/decrease in Bayfield's population.
- The declining number of births is related to the out-migration of women, in the childbearing age group (15-44), as well as from the national trends toward smaller family sizes and birth control.

■ Migration

Migration is any population change not accounted for by births and deaths. A population increase caused by persons moving into an area is referred to as in-migration and a decrease caused by persons moving out of the area, out-migration. The actual population gain or loss from both movements of people into and out of the area is termed net in-migration or net out-migration.

TABLE 7

ESTIMATED NET MIGRATION - 1950-60, 1960-70, 1970-76, CITY OF BAYFIELD

<u>1950-60</u>				
<u>1950</u> <u>Population</u>	<u>Natural</u> <u>Increase</u> <u>4/1/50 - 3/31/60</u>	<u>Expected</u> <u>Population</u>	<u>1960</u> <u>Population</u>	<u>Estimated Net</u> <u>Out-Migration</u> <u>1950-1960</u>
1153	228	1381	969	-472
<u>1960-70</u>				
<u>1960</u> <u>Population</u>	<u>Natural</u> <u>Increase</u> <u>4/1/60 - 3/31/70</u>	<u>Expected</u> <u>Population</u>	<u>1970</u> <u>Population</u>	<u>Estimated Net</u> <u>Out-Migration</u> <u>1960-1970</u>
969	49	1018	874	-144
<u>1970-76</u>				
<u>1970</u> <u>Population</u>	<u>Natural</u> <u>Increase</u> <u>4/1/70 - 12/31/76</u>	<u>Expected</u> <u>Population</u>	<u>1976</u> <u>Population</u>	<u>Estimated Net</u> <u>In-Migration</u> <u>1970-1976</u>
874	-10	864	895	31

SOURCE: U.S. Census 1950, 1960, 1970, State of Wisconsin Department of Administration Population Estimates, 1976 and Bayfield County Register of Deeds.

This table shows the 1950-60 period as a decade of out-migration for the community. The 1960-70 period indicates a continuation of that trend with the estimated net out-migration being nearly three times greater than the natural increase.

During 1950 to 1960 the community lost 472 persons with a natural increase of only 228 persons.

From 1960 to 1970 the community lost 144 persons with a natural increase of 49.

The period from 1970 through 1976 shows a natural decrease of 10 persons, but a complete reversal from past out-migration trends with an estimated in-migration of 31 persons.

## ■ POPULATION PROJECTIONS

Several state agencies have made population projections for counties and individual communities since the 1970 Census. Prior to the Wisconsin Department of Administration's population estimates for state revenue sharing, which began in 1973, most projections for Bayfield, Bayfield County and northwestern Wisconsin in general were for continuing declines. Since 1974, however, these estimates for state revenue sharing have shown a slight reversal in the past declining trends. While every community in the state may not agree with the Department of Administration's projection formula, only a limited number of municipalities have been able to prove them wrong.

Bayfield officials generally agree with their 1976 population estimate of 895 people and all indications are that this figure is reasonably accurate. The number of new homes constructed, new federal park service, coast guard and federally funded Red Cliff Reservation jobs all suggest that it is reasonable to assume that the city's population has increased since 1970. Increased recreational boating and Apostle Islands National Lakeshore visits will also most likely hold causing an expansion of both park service and coast guard employment in the future.

## ■ Assumptions

Considering these recent estimated population gains and other situations mentioned above, the following assumptions were used in projecting Bayfield's future population:

1. Death rates will continue to exceed birth rates, continuing the natural population decrease.
2. In-migration will continue to exceed the natural decrease and out-migration as it did between 1970 and 1976.
3. As the recreational boating and Apostle Islands park visitors increase, moderate retail trade and service employment gains will occur.

## ■ Methodology

In view of the fact that the Wisconsin Revenue Sharing population estimates are generally accepted locally, and that they are the best available, as far as methodology is concerned, they will be used as the primary basis for projecting Bayfield's future population in this report.

Population projections presented in this report were developed in the following manner:

1. The first three projections consider Bayfield's population as a percentage of the large areas of which it is a part (county, region, and state). This method assumes that the migration rates for the community and for the larger areas are the same. It also assumes that all have similar birth-death rates and similar potential for both economic and population growth. Future population estimates for the larger comparison areas from which the Bayfield estimates were factored, are from the publication Wisconsin Population Projections--3rd edition, June 1975, Wisconsin Department of Administration.
2. The fourth projection focuses upon recent migration and natural increases/decreases in Bayfield's population. This method assumes that the 1976 estimate for Bayfield is correct and that recent natural decreases and in-migration trends will continue through the year 2000.

TABLE 8

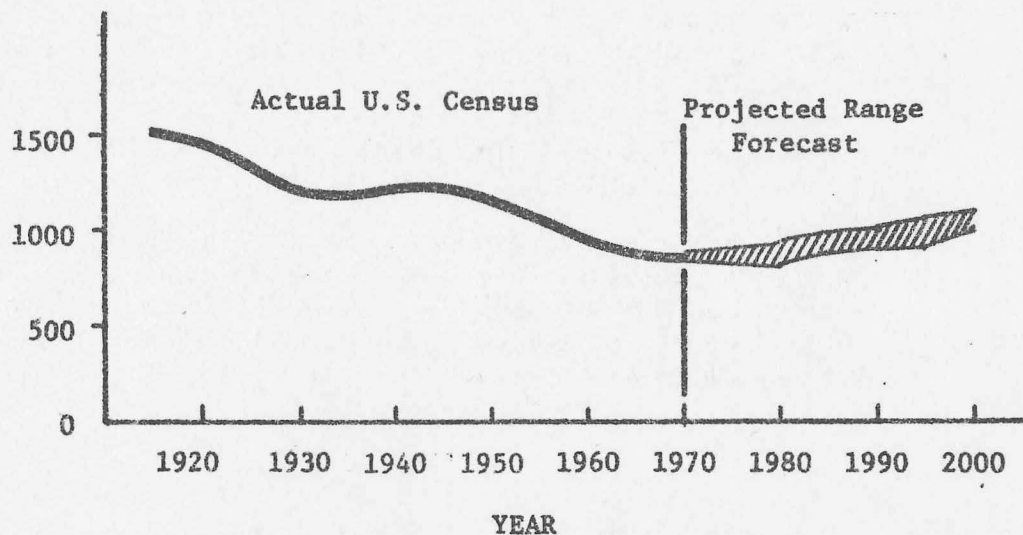
CITY OF BAYFIELD POPULATION PROJECTIONS  
1980 - 2000

Bayfield Population as a Percentage of:	1980	1985	1990	1995	2000
Bayfield County	896	938	983	1022	1050
Northwestern Wisconsin Region	930	973	1018	1055	1085
Wisconsin	916	968	1023	1070	1110
Bayfield Population Projection by Migration and Natural Increase	916	937	968	989	1010
Full Range Forecast	896 930	937 973	968 1023	989 1070	1010 1085

SOURCE: Northwest Regional Planning Commission staff projections.

FIGURE 3

ACTUAL AND PROJECTED POPULATIONS  
CITY OF BAYFIELD



SOURCE: Northwest Regional Planning Commission staff projections.

The above table and graph show the population projections upon which the rest of this report update will be based. It is expected that these are very modest projections. Unless the National Lakeshore or a new major manufacturing firm provide a great deal more employment than is presently anticipated, these projections should be fairly accurate. Following chapters on the economy and land use will also further support these projections.



# Economy III



### III. ECONOMY

While available statistical source materials will not permit a detailed analysis of the economy in communities the size of Bayfield, it is possible to generally describe economic activities and trends in the community in relation to larger geographic areas for which data is available. This section of the report contains a general description of past and present economic activities in Bayfield, identifies the area's economic resources, prospects, problems, needs and sets a strategy for an optimum economic pattern in the community.

#### HISTORICAL BACKGROUND

The earliest economic activities in the Bayfield area, prior to the time of permanent white settlement, were primarily related to fur trading and missionary activities between a series of French traders, missionaries and the Chippewa (Ojibwa) Indians.

Major economic activities in the Bayfield area from the mid-1850's to 1920 were lumbering, sandstone quarrying (brownstone), shipping, commercial fishing, tourism and agriculture. The economic boom associated with the rapid expansion and development of these industries beckoned an optimistic future for the area. Between 1880 and 1900 Bayfield County's population increased from 564 to 14,392--a gain of 13,828 persons or 2,450 percent. The population in the community of Bayfield was estimated at 2,000 persons between 1900 and 1915. The peak population in Bayfield County was reached in 1920 when 17,201 persons were enumerated in the U.S. Decennial Census. While the county had reached its peak in population, the City of Bayfield was beginning to experience a population decline, and as shown in the previous section, both the community and the county have continued to decline in population until the last few years.

The population decline was initially influenced by the near depletion of timber resources of the area, the declining demand for red sandstone, the decline of tourism, and the leveling off of commercial fishing activities. While some of the decline in these activities was temporarily offset by the promotion of agricultural interest in the area in the 1920's and early 1930's, this revitalization of a sagging economy was to be short lived. With the exception of growing berries and orchard fruits the soil and climate of the area made it unsuitable for extensive agricultural development.

From 1920 to 1970 the area has been beset with problems of long-term economic decline and a steadily shrinking population, most of which can be traced back to the rampant exploitation of the area's resources in prior decades. The out-migration of young people, as discussed in the previous section of this report, has adversely affected the area's capacity to rejuvenate itself. Many people of the area are convinced that this trend need not continue. The growing concern of interested citizens and governmental officials working together to strengthen the area's economy led to the establishment of the Bayfield City Planning Commission. The planning commission, and other interested persons and agencies, are preparing guidelines for directing future development of the community.<sup>1</sup>

#### ■ ECONOMIC CHARACTERISTICS OF BAYFIELD'S POPULATION

From the Decennial U.S. Census of Population and other source materials it is possible to describe and analyze certain socio-economic characteristics of Bayfield's resident population. This section summarizes key economic characteristics that are felt to be pertinent to the development of a comprehensive planning program for Bayfield.

#### ■ Family Income

Family income is a reliable indicator of a community's economic status. It reflects the local economy's ability to support, through wages, the people of the community.

<sup>1</sup> A 1969 study entitled "Blueprint for Bayfield," prepared by the Department of Landscape Architecture, University of Wisconsin contains many excellent guidelines for preserving and enhancing the scenic quality of Bayfield.

Table 9 gives the 1960 and 1970 family incomes for Bayfield and selected areas in Wisconsin.

TABLE 9

FAMILY INCOME FOR BAYFIELD AND SELECTED AREAS IN WISCONSIN, 1960-1970

Income Group	Bayfield		Bayfield County		NW Wisconsin Region		State of Wisconsin	
	1960	1970	1960	1970	1960	1970	1960	1970
Under \$3,000	30.6	15.6	38.0	17.4	32.1	16.9	17.4	8.2
\$3,000 - \$4,999	38.5	10.3	33.4	16.3	27.6	16.9	19.7	8.7
\$5,000 - \$6,999	11.9	29.3	16.2	16.6	22.4	17.0	26.5	10.3
\$7,000 - \$9,999	11.1	25.4	8.8	23.9	12.4	22.5	22.1	22.3
\$10,000 and over	7.9	19.4	3.6	25.8	5.5	26.7	14.3	50.5
TOTAL (%)	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Medium Income	\$3,790	\$6,738	\$3,712	\$6,962	\$4,401	\$6,915	\$5,926	\$10,068

SOURCE: U.S. Census of Population, 1960 and 1970.

- In 1960 over 69 percent of the families in Bayfield earned less than \$5,000 annually. By 1970 only 25.9 percent earned less than \$5,000 annually.
- The median family income in Bayfield increased from \$3,790 in 1960 to \$6,738 in 1970; however, it was still significantly lower than the state median at \$10,068 and slightly lower than Bayfield County (\$6,962) or the NW Region (\$6,915).

The concentration of low-income families in the NW Region is primarily a reflection of depressed economic conditions. It is also in part related to the relatively large number of elderly and retired persons with limited and/or fixed incomes living in the area.

Family income characteristics have a variety of uses in a planning program. Such information can be particularly useful in housing market analyses. For example, information on income characteristics and trends can provide a perspective of the under- or over-supply of housing (both owner and renter) in relation to the number of families in various income groups. In the case of Bayfield, the family income characteristics, coupled with the previously described age-sex composition, lends support to the expressed need for low-cost housing for the elderly in the Bayfield Citizen's Survey.

■ Equalized Value of Commercial and Manufacturing Real Estate, 1966-1976

The full value of commercial real estate in the community more than doubled (135.1% increase) between 1966 and 1976 compared to 220.7% for the county (See Table 10.) Although the value of both manufacturing and commercial real estate has increased, the commercial activities are clearly dominant. (Compare Tables 10 and 11.)

TABLE 10

EQUALIZED VALUE OF COMMERCIAL REAL ESTATE 1966-1976

<u>Year</u>	<u>Bayfield</u>	<u>Bayfield County</u>	<u>Percent of County</u>
1966	802,600	6,682,200	12.0
1967	881,300	8,800,000	10.0
1968	932,000	9,101,900	10.2
1969	952,500	9,607,400	9.9
1970	1,071,100	10,443,200	10.3
1971	1,199,700	11,390,000	10.5
1972	1,336,500	13,393,100	10.0
1973	1,373,700	14,148,200	9.7
1974	1,409,900	17,438,500	8.0
1975	1,682,100	20,735,300	8.1
1976	1,886,800	21,432,600	8.8
Percent Change 1966-1976	135.1%	220.7%	

SOURCE: Bayfield County Supervisor of Assessments, Annual Statistical Reports

TABLE 11

EQUALIZED VALUE OF MANUFACTURING REAL ESTATE, 1966-1976

<u>Year</u>	<u>Bayfield</u>	<u>Bayfield County</u>	<u>Percent of County</u>
1966	63,300	1,900,200	3.3
1967	169,200	2,578,300	6.6
1968	169,200	2,564,900	6.6
1969	169,200	2,557,000	6.6
1970	169,200	2,762,200	6.1
1971	169,200	1,384,500	12.2
1972	170,600	1,036,300	16.5
1973	170,600	1,243,300	13.7
1974	125,220	1,375,440	9.1
1975	139,400	1,829,230	7.6
1976	142,200	1,675,700	8.5
Percent Change 1966-1976	124.6%	-1.2%	

SOURCE: Bayfield County Supervisor of Assessments, Annual Statistical Reports.

- The actual dollar value of commercial real estate was more than thirteen times that of manufacturing in 1976 (\$1,886,800 compared to \$142,200). These figures point out the service nature of Bayfield's economy and the weakened role of its industry.
- If additional industries would locate near the community the volume of business and the number employed in sales of convenience goods and services should also increase.

#### ■ Education

Educational attainment is one measure of a population's ability to perform skilled tasks. A highly educated community is usually more capable of creating a better labor market and maintaining a more stable social structure in terms of the ability of the people to support themselves. A less educated population is usually less stable and creates a poorer labor market. Table 12 shows the educational level and median years of school completed for persons 25 years of age and older in Bayfield and the larger comparison areas.

TABLE 12

EDUCATIONAL ATTAINMENT FOR PERSONS 25 AND OLDER FOR  
BAYFIELD AND SELECTED AREAS IN WISCONSIN: 1960 AND 1970

Area	Percent Grade School Graduates (Through Eighth Grade)		Percent High School Graduates		Percent College Graduates		Median Years Education Completed	
	1960	1970	1960	1970	1960	1970	1960	1970
	City of Bayfield	87.8	91.2	33.8	49.0	7.1	10.2	9.7
Bayfield County	78.2	87.0	32.3	47.8	4.2	2.6	9.3	11.6
NW Wisconsin Region	79.9	86.0	35.0	47.0	5.4	6.1	10.1	11.1
State of Wisconsin	82.2	88.6	41.6	52.6	6.7	6.0	10.4	12.1

SOURCE: U.S. Census of Population, 1960 and 1970

- The 1960 and 1970 percentage of people in Bayfield with an eighth grade education or better was higher than the comparative areas. A similar relationship is found among those holding college degrees.
- The percentage of persons with high school diplomas in Bayfield is higher than the county but lower than the state.
- The median years of education completed for Bayfield was higher in 1960 than Bayfield County but lower than the county, region or the state.

## ■ Labor Force

A community's labor force in large part determines the potential it has for supporting the local economy. The major characteristics of Bayfield's labor force can be seen in Table 13. Significant differences appear when Bayfield's labor force is compared with other areas.

TABLE 13

### SELECTED CHARACTERISTICS OF THE LABOR FORCE FOR BAYFIELD AND SELECTED AREAS IN WISCONSIN, 1960 AND 1970

	Bayfield		Bayfield County		Northwestern Wisconsin Region		State of Wisconsin	
	1960	1970	1960	1970	1960	1970	1960	1970
Participation Rate	26.4	56.7	36.1	48.3	35.7	51.0	38.8	56.5
Employed Participation Rate	20.4	50.5	32.4	44.8	32.7	47.1	37.2	54.1
Percent Unemployed	13.5	10.9	10.0	7.4	8.3	7.2	3.9	4.0
Percent of Women in Labor Force	28.1	48.6	28.2	32.0	28.6	34.4	31.2	42.7
Size of Labor Force	356	364	4,304	4,084	56,379	58,300	1,532,961	1,802,672

\*Participation Rate - The ratio of the number of persons employed or actively seeking employment to the total population over age 14 years.

SOURCE: U.S. Census of Population, 1960 and 1970

- The labor force participation rate for Bayfield (that percentage of the total population employed or actively seeking employment) was considerably lower than the other comparison units in 1960, but nearly matched the state in 1970.
- The employed participation rate for Bayfield was also lower than that of any of the larger areas in 1960, but it too came up to the state rate in 1970.
- Bayfield's 1960 and 1970 Census unemployment rates (13.5 and 10.9) were very high in comparison to the state (3.9 and 4.0).

## ■ Occupation, Industry Group and Place of Work of Employed Persons

Information from the 1960 and 1970 Census on occupation and industry group provides a picture of the types of jobs that Bayfield residents were

engaged in. Since most of these persons were employed locally (See Table 16) it also provides an indication of economic activities in the area.

TABLE 14  
OCCUPATIONS OF EMPLOYED PERSONS FOR BAYFIELD AND  
SELECTED AREAS IN WISCONSIN, 1960 and 1970

Occupation	Bayfield		Bayfield County		Northwestern Wisconsin Region		State of Wisconsin			
	Number	Percent	Number	Percent	Number	Percent	Number	Percent		
Professional and Technical	36	12.7	51	15.7	7.6	9.8	8.4	11.4	10.0	13.7
Farmers and Farm Managers	5	1.8	---	---	15.0	8.0	14.4	7.2	7.5	4.4
Managers and Proprietors	59	20.8	12	3.7	8.4	8.7	9.3	9.2	7.2	7.4
Clerical and Kindred	25	8.8	54	16.7	5.2	10.2	9.0	11.6	12.8	15.6
Sales Workers	13	4.6	16	4.9	2.9	3.3	5.2	4.5	7.0	6.5
Craftsmen and Foremen	22	7.7	56	17.3	11.5	16.1	11.7	14.2	13.7	13.4
Operatives and Kindred	50	17.6	41	12.7	14.3	19.2	16.5	17.6	20.4	19.7
Private Household Other Services	10]	3.5]	76	23.5	1.8	2.1	1.7	1.3	1.7	0.9
Other Services	40]	14.1]			9.9	14.6	9.5	14.4	8.3	12.4
Farm Laborers	5	1.8	---	---	11.8	1.8	5.4	3.0	3.6	1.8
Other Laborers and not reported	19	6.7	18	5.5	10.8	6.2	8.9	5.6	7.8	4.2
TOTAL	284	100.0	324	100.0	100.0	100.0	100.0	100.0	100.0	100.0

SOURCE: U.S. Census of Population and Unpublished Census Materials, 1960 and 1970.

- Between 1960 and 1970 employment increased markedly in the professional/technical, clerical/kindred, craftsmen/foremen, and in household and other services occupations as shown in Table 14.
- The proportion of service workers in Bayfield is considerably higher than the comparison units in 1970.
- Numbers and the percentage of managers and proprietors declined considerably between 1960 and 1970.

TABLE 15

INDUSTRY GROUP OF EMPLOYED PERSONS FOR BAYFIELD AND  
SELECTED AREAS IN WISCONSIN, 1960 AND 1970

Industry Group	Bayfield		Bayfield County		Northwestern Wisconsin Region		State of Wisconsin			
	Number	Percent	Number	Percent	Number	Percent	Number	Percent		
	1960	1970	1960	1970	1960	1970	1960	1970	1960	1970
Agriculture	10	--	4.2	--	28.7]		20.2]		11.4]	
Fisheries	13	--	5.5	--	3.2]	11.2	.6]	15.7	.1]	6.
Mining	--	--	--	--	.1	.3	1.7	--	.2	
Construction	10	51	4.2	15.0	6.5	9.8	4.9	4.6	4.9	5.0
Manufacturing	65	44	27.6	13.0	19.2	22.3	16.6	26.2	32.9	31.
Transportation, Communications and Public Utilities	21	23	8.9	6.8	7.0	6.8	10.8	10.9	5.7	5.2
Wholesale-Retail	68	58	28.8	17.1	13.2	18.1	18.3	17.6	17.5	19.
Business and Repair	--	--	--	--	.8	2.7	1.7	3.6	2.0	5.9
Personal Services	18	--	7.6	--	3.9	4.7	4.8]		4.1	3.4
Entertainment and Recreation'	--	--	--	--	.1	.4	.5]		.6	
Professional and Related (including Educational	9	125	3.8	36.9	10.4	14.6	11.0]	21.3	11.1	18.
Public Adm.	17	18	7.2	5.3	3.6	7.2	4.3]		3.5	3.8
Other and Not Reported	18	20	7.6	5.9	2.4	1.9	2.5]		6.0	
TOTAL	236	339	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

SOURCE: U.S. Census of Population, 1960 and 1970

Table 15 presents information supplementary to the preceding tables, in that it indicates what industries the labor force was employed and its diversity.

- The non-industrial character of Bayfield can again be readily seen in this table, which indicates the distribution of employment by industry group for the community and larger comparison areas.
- In 1960 there were few construction or professional and related jobs in Bayfield, whereas in 1970 these two categories showed substantial gains and much greater ratios than any of the comparison units.
- The major increases in the professional (including education) are due primarily to increased governmental jobs in the Forest Service, the Red Cliff Reservation, the Coast Guard, Wisconsin Department of Natural Resources and the school systems. Construction employment increases are due to both public works and new residential building in the area.



TABLE 16

## EMPLOYMENT LOCATION OF BAYFIELD'S WORKERS, 1960

<u>Area</u>	<u>Number of Workers</u>	<u>Percent of Total</u>
Bayfield County	241	87.0
Ashland County	19	6.9
Douglas County	4	1.4
Elsewhere	8	2.9
Not Reported	5	1.8

SOURCE: U.S. Census Population, Unpublished Materials, 1960.  
This information is not available in the 1970 Census Data.

Where a community's labor force works is an important indicator of the ability of the community and surrounding area to provide sufficient local opportunity for employment. It should be noted that data are not available for the City of Bayfield as a place of employment and this information was not collected in the 1970 Census.

- As shown in Table 16, 87 percent of the city's workers were employed in Bayfield County in 1960 and it is expected that these figures are also representative of 1977 employment locations.
- The remaining 11.2 percent work in nearby counties, while 1.8 percent are not reported.
- Commercial activities have experienced a gain in the last ten years while manufacturing has declined during the same period (see Table 17). As a result, community residents are faced with limited employment opportunities unless they commute to more distant employment centers within and outside of the county.

#### ■ EMPLOYMENT IN BAYFIELD

The preceding section has presented information regarding the characteristics of the resident labor force in Bayfield as found in the 1960 and 1970 U.S. Census. This section is concerned with a description of major employers in Bayfield.

TABLE 17

## MANUFACTURING FIRMS AND EMPLOYMENT, CITY OF BAYFIELD, 1966-1977

	<u>1966</u>	<u>1967</u>	<u>1976</u>	<u>1977</u>	<u>Percent Change</u> <u>1966-1977</u>
Number of Firms*	2	1	1	1	-50%
Employment	100	74	52	52	-48%

## COMMERCIAL FIRMS AND EMPLOYMENT, CITY OF BAYFIELD, 1966-1977

	<u>1966</u>	<u>1967</u>	<u>1976</u>	<u>1977</u>	<u>Percent Change</u> <u>1966-1977</u>
Number of Firms*	5	6	28	44	+780%
Employment	50	76	152	193	+286%

\*Shows only those firms with four or more employees, listed under unemployment compensation in 1966/67 and all firms in 1976/77 during the month of March.

SOURCE: Wisconsin Department of Industry Labor and Human Relations, Bureau of Research and Statistics, Unemployment Compensation Statistics.

Table 17 is somewhat misleading in that neither all of the firms nor all employees were listed under unemployment compensation in 1966/67. The fact that these surveys are made in March, when many employers have no employees, further limits the use of the figures.

This table does, however, show the dominance of commercial employment and its recent growth from 28 firms and 152 employees in 1976 to 44 and 193 in 1977. It also further emphasizes the lack of manufacturing.

The only manufacturing firm in Bayfield is All-Woods, Inc. All-Woods employs from 50 to 90 persons and is engaged in the manufacture of hardwood plywoods which are cut to customers specifications. It began operation during World War II making boxes for use by the military. Between 1946 and 1956 the company made lumber core for the manufacture of plywood. In 1956 they began the manufacture of finished plywood which has continued to the present. During times of construction "boom" orders and employment are high, and conversely in slack periods, employment is lower. When production is high the transportation of raw materials and finished products in and out of Bayfield is considered inadequate by the company.

After 95 years of service and following recent years of extremely limited service, the Chicago and North Western rail line made its last run to the Bayfield area on April 15, 1978. The railroad was given permission to abandon its 77-mile line from Hayward to Bayfield. The possibility of future rail service to the city is doubtful.

All-Woods was also sold in the spring of 1978 and its future, at the present location, is unknown. The new owners stated at the time of purchase that their plans are to keep operating the Bayfield plant for at least three more years, the term of their lease. They also have an option to buy the land.

All-Woods' present site is extremely valuable for recreation or commercial uses. Hence it is recommended that an industrial area be developed for this industry and other possible light industrial firms. Bodin's Fisheries began a small fertilizer production operation using fish entrails in 1977. If this area expands it should also be encouraged to locate away from the waterfront in an exclusive industrial area.

#### ■ DEVELOPMENT POTENTIAL

Manufacturing and service activities considered key economic elements affecting Bayfield's development for the projection period, are examined in this section.

#### ■ Manufacturing

Over the last decade the number of manufacturing firms and employment have declined substantially. The removal of rail service and the remoteness of the community will undoubtedly severely limit the growth of existing or the establishment of new heavy industries in Bayfield. Thus, the community's greatest potential will be in attracting new firms engaged in light assembly operations which need only truck transportation to prosper.

A full-blown industrial park does not at this time appear appropriate for Bayfield. An industrial area properly zoned and served by utilities, however, should be reserved in or near the city limits for prospective industrial development. The present non-stock, non-profit Bayfield Development Corporation should also be encouraged to continue to assist prospective developers locate in the community.

## ■ Services

As noted earlier, employment in service activity has increased considerably in Bayfield in the last ten years. Based on national patterns and prospective local developments, it is believed that services offer the greatest potential in developing the community's economy in the period ahead. In particular, it is felt that tourism and related service industries could expand considerably.

## ■ Tourism

Whatever the standard of measurement for recreational needs, indications are that a demand for facilities in the City of Bayfield, which is often referred to as the "Gateway" to the Apostle Islands, are increasing. Some of these indicators are:

- Increasing use of present harbor facilities
- A continued high demand for boat slips even after the completion of Bayfield's new marina.
- Development activity on Madeline Island by private enterprise, town, county and state governments including: a marina, golf course, game preserve, camping and picnicking areas and scenic trails.
- Increasing wintertime activities with snowmobiling, skiing and ice fishing being the main activities.
- The ferry boat companies report a continual increase of passengers and automobiles. Each summer more visitors are attracted to the Bayfield Planning Area, enjoying its unique historical fishing village atmosphere.

If these indicators continue to increase in the future, the economic benefits could help to revitalize Bayfield's economy. National research of tourist expenditures has found that 75 percent of tourist monies have gone to travel service businesses. Some of the travel service businesses are:

Commercial lodging establishments

Hotels  
Motels  
Camps

Eating and drinking places

Restaurants  
Drive-in restaurants

Service stations

Amusements

Recreation other than movies.

A recent consultant report<sup>1</sup> analyzes and makes recommendations for taking maximum advantage of the local economic potential of the Apostle Islands National Lakeshore.

In addition non-travel services may benefit because tourists frequently patronize retail establishments within the community. Thus, sales in general merchandise and other retail lines should be expanded.

■ General Commercial Development/Redevelopment

Apostle Islands National Lakeshore promotion appears already to be attracting more visitors to the Bayfield area. The growth in the number of new commercial firms and commercial employment, although primarily summer seasonal also indicates increasing business in the area. Slight year-round population increases in recent years are an even more positive indication of the potential for growth in general commercial goods and service operations in the future.

These indicators suggest that some downtown improvements are definitely in order now. Refurbishment or removal of deteriorated buildings, off-street parking, development of and overall revitalization of the downtown area are needed if new businesses are to locate in Bayfield.

The attraction of industry is too often considered a panacea for all the ills associated with a declining economy. Yielding to requests to rezone lands along the STH 13 approach to Bayfield may facilitate fast growth, but improvements to foster a more viable downtown commercial environment may pay much greater dividends.

<sup>1</sup>Impact Analysis of Alternatives for Economic Management of the Area Perimeter to the Apostle Islands National Lakeshore, Wisconsin, Lorimer Associates, Inc./Beck and Associates, June, 1977.



Land Use & Ownership **IV**

## IV. LAND USE

This section describes the present land development pattern of Bayfield and its outlying planning area and identifies existing land use problems. It also projects land needs for the planning period based on current and anticipated social, economic and physical condition in the community.

### RECENT DEVELOPMENT IN BAYFIELD

The moderate growth experienced by Bayfield since 1969 is reflected in the modest amount of new construction in the area. Most of the new construction has been in the form of residential, including single family homes and a new six-unit low income elderly housing project. Over the last eight years, the city has experienced a general upgrading of housing and remodeling of older homes. New windows, porches and roofing projects, throughout existing residential areas, are evidence of improvements over 1969 building conditions.

Commercial changes since 1969 are primarily confined to converting old residences to commercial uses near the downtown area. Gift and trinket shops dominate these changes. No new industrial buildings have been built, though the ferry boat company has begun construction on a new dock which they plan to have completed in 1979.

### MAJOR LAND DEVELOPMENT PROBLEMS

Land use developments can have short and long-range implications. Some of the more notable issues which now face Bayfield include:

- Increased scattering of general commercial uses within the community.
- A need to provide space for industrial activity outside the community but, more importantly, to allow for an opportunity to relocate industry now operating on an ill-suited site.
- Continuing pressure for subdivision and development of land in and adjacent to the city with corresponding strain on the community's budget for provision of needed municipal facilities and services.
- Need to provide and protect open space in the community.
- Eventual relocation of STH 13---Bayfield's primary transportation facility and a major land user. The highway will need to be integrated with the existing transportation system and an optimal land use pattern should be defined.
- A need to allow for a trailer park site that will not be in conflict with community land uses in the future.

PRESENT LAND USE--BAYFIELD

The initial development pattern of Bayfield was concentrated near the lakeshore, accenting the community's dependence upon logging, fishing and recreation in the past. The existing development is characterized by:

- Relatively dense development in older central area of the community.
- A dispersing residential pattern extending north, west and south from the center of the community.
- The development along the entire shoreline is a mixture of fisheries, a marina, mobile homes and salvage yards. Further in from the south-east shoreline, industrial uses are located. To the north of the city limits, just off STH 13, is the community's public campground.

Approximately 45.5% of the land in the community is undeveloped. This includes wooded land (27.9 percent) (see Table 18). Information on existing land use in Bayfield was gathered from a detailed field survey conducted in September 1969 and updated in November, 1977. The location of woods was obtained from aerial mosaics compiled by the Department of Local Affairs and Development. Present land use in Bayfield is shown on Plate 4 and is also shown on Table 18 and Figure 4. Figure 4 compares the proportion of land in various uses in Bayfield to other communities.

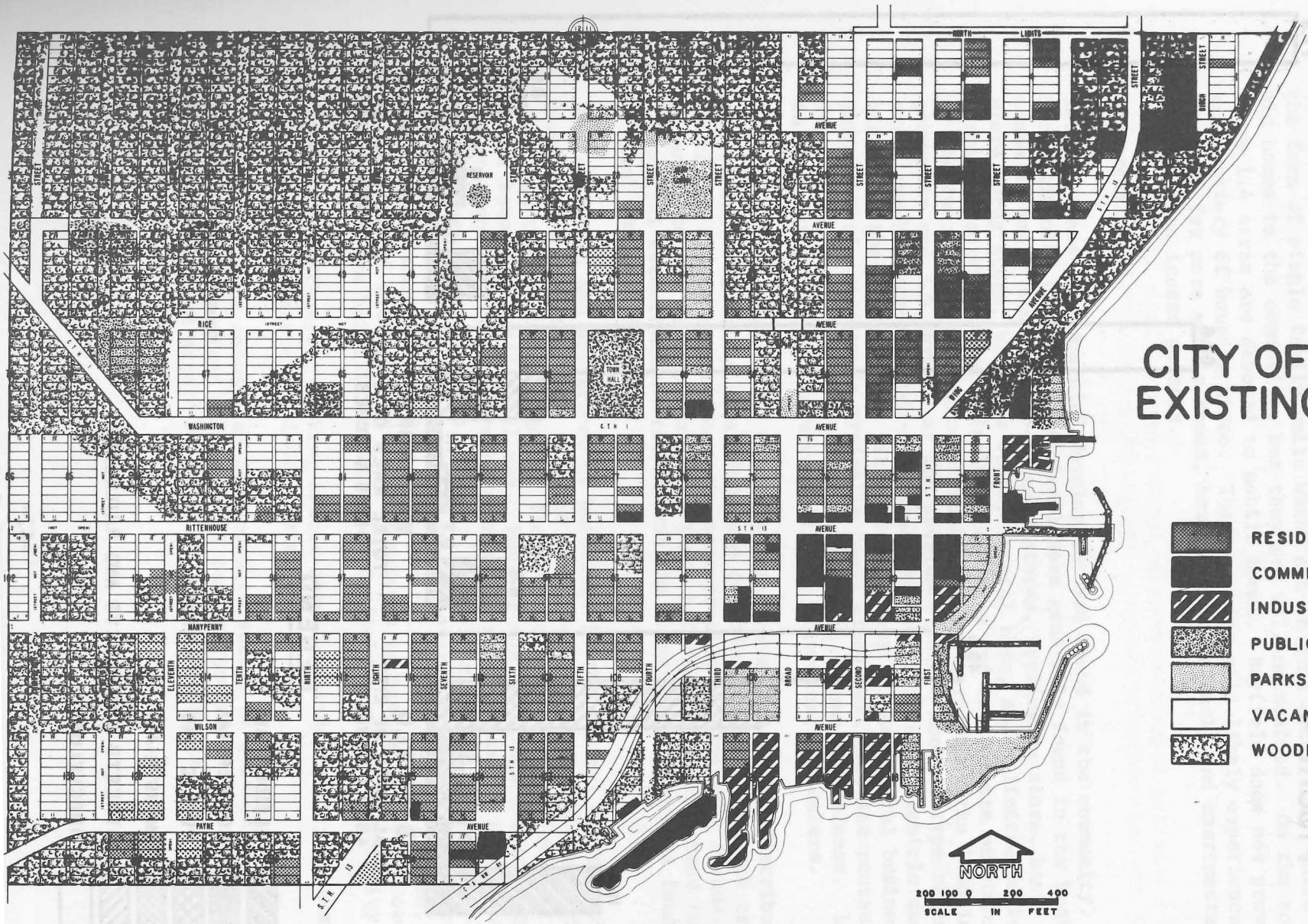
TABLE 18

EXISTING LAND USE, CITY OF BAYFIELD, 1977

<u>Land Use Classification</u>	<u>Area In Acres</u>	<u>Percentage Distribution Total Area</u>	<u>Percentage Distribution Developed Land Area</u>
TOTAL ACRES	432.5		
DEVELOPED AREAS	235.9	54.5	100.0
Residential	71.0	16.4	30.1
Single Family	69.6	16.1	29.5
Mobile Homes	1.4	.3	0.6
Commercial	8.3	1.9	3.5
Industrial	13.2	3.1	5.6
Public, Quasi-Public	12.3	2.8	5.2
Parks and Open Space	1.3	0.3	0.6
Railroads	6.7	1.5	2.8
Streets and Alleys	123.1	28.5	52.2
UNDEVELOPED AREAS	196.6	45.5	100.0
Woodland	120.6	27.9	61.3
Open Undeveloped Land	76.0	17.6	38.7








Source: Northwest Regional Planning Commission Survey, September, 1969, Updated November, 1977.





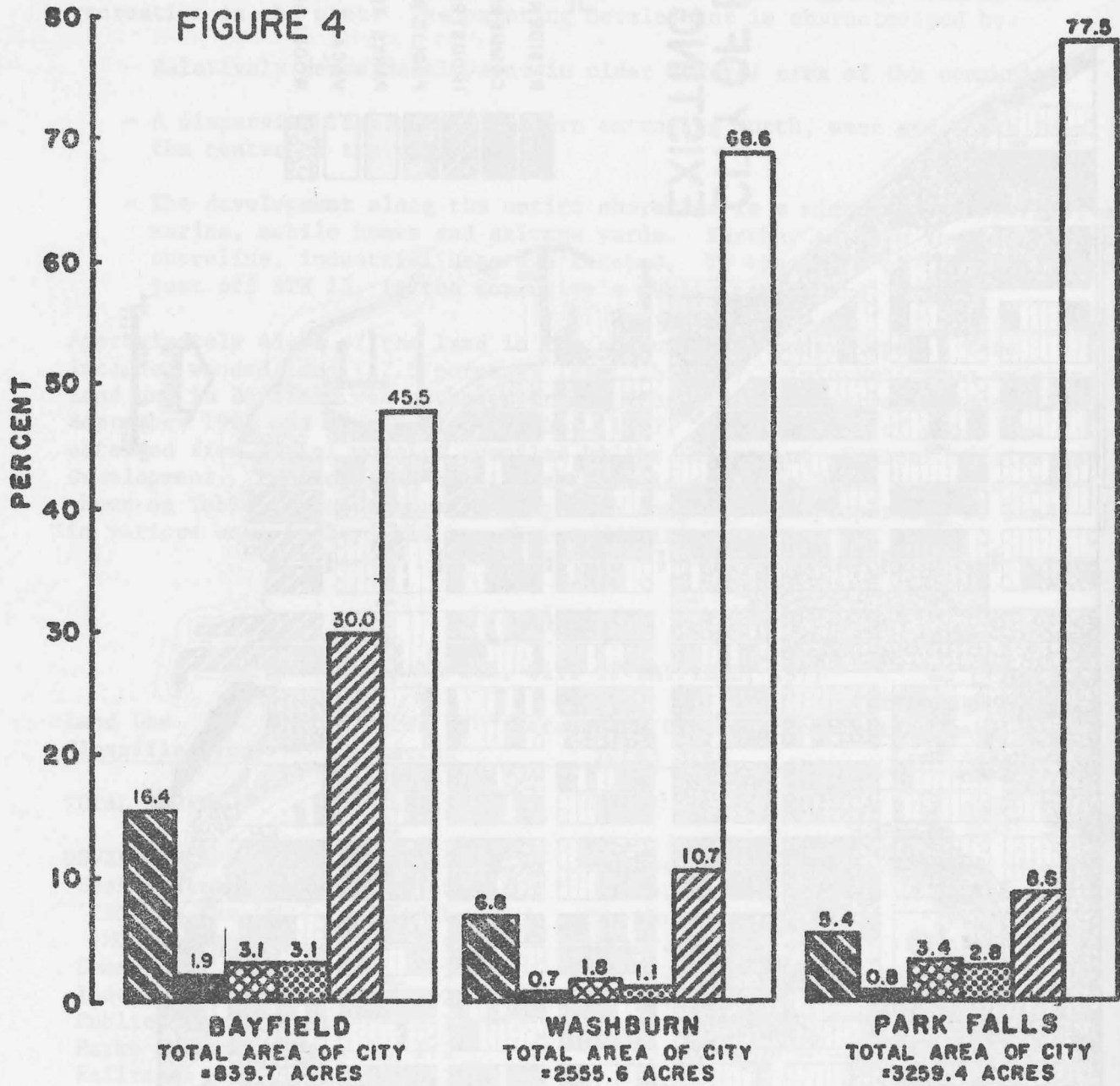
# CITY OF BAYFIELD EXISTING LAND USE

## LEGEND

-  RESIDENTIAL
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC AND QUASI-PUBLIC
-  PARKS AND RECREATION AREAS
-  VACANT OPEN LAND
-  WOODLAND

# EXISTING LAND USE BAYFIELD AND ASSOCIATED COMMUNITIES

FIGURE 4



### LEGEND

- RESIDENTIAL
- COMMERCIAL
- PUBLIC AND OPEN SPACE
- INDUSTRIAL
- STREETS AND ALLEYS AND RAILROADS
- UNDEVELOPED

SOURCE: N.W.R.P.C. SURVEY, 1969  
BAYFIELD DATA UPDATED  
NOV. 1977

## ■ Residential Land

Approximately 54.5 percent of the land in Bayfield is developed. Residential use, including seasonal and full time residence, account for 71.0 acres or 30.1 percent of the developed land. The majority of the development is in the form of single family units which are in good condition. There are many old homes in the community, but they are well maintained. On the southeast shore 1.4 acres are devoted to mobile homes. Bayfield does not provide a wide variety of housing types. The community will likely experience increased pressure for more mobile homes, homes for the elderly and apartments for low and moderate income persons.

## ■ Commercial Land

Several kinds of commercial development are found in the community. The first includes the more traditional uses generally found in the business areas of small communities--grocery stores, appliance store, bank, variety store, drug store, hardware store, funeral home, and a limited number of professional services. Also included are bars and restaurants or combinations of the two. Commercial land accounts for 1.9 percent of the land in the community and 3.5 percent of the developed land. Another type of commercial activity--highway-oriented--is directly related to motor vehicle use. It occurs in the community on Rittenhouse Avenue in the central business district. This type of activity is typically found along well traveled routes and depends on convenient access for an adequate volume of business. Included in this category are: service stations, drive-ins, and others.

A third kind of commercial use is related to wholesale and distribution activities. Wholesale operations are dependent on rail or truck transportation and hence are found in concentration on Manypenny Avenue, adjacent to the railroad tracks. These buildings and yards tend to resemble industrial establishments rather than the commercial structures found in the central business district.

The condition and appearance of buildings in the central business district varies from good to poor. Some of the two-story buildings are performing a dual function--providing ground floor space for commercial use and second floor space for residential use. Many of the buildings are too small to be adapted to new retailing techniques which require maximum stock display and self-service operation. Some of the older buildings, especially those of wood frame construction, should be renovated or removed. Other structures, of newer or more substantial construction, could be rehabilitated, possibly making use of controlled design techniques to insure that these or new structures are built in harmony with Bayfield's visual personality.

Additional off-street parking spaces should be made readily accessible to the entire central business district.

Additional major commercial developments should be considered in view of their likely effect on the total central business district. They should be located according to the dictates of the general land use plan.

## EXISTING LAND USE

### ■ Industrial Land

Industrial uses occupy 13.2 acres of land on 5.6 percent of developed land area. Industry is now concentrated south of the business district. This location presents problems because:

- It contains a mixture of residential, recreational and industrial uses without provisions for buffering the incompatible industrial uses.
- Industrial expansion in any direction would severely affect existing and future development of the area.

The existing industrial area is located between First and Broad Streets and Wilson and Manypenny Avenues. Its advantages include:

- Location convenient to transportation, both rail and truck.
- Served by public utilities.
- Terrain is reasonably level.

Existing or future industrial sites should be given to consolidating industry uses according to the following dictates:

- Ready access should be assured; location near interconnecting transit routes, highways and railroads. Travel through residential neighborhoods should be unnecessary.
- Depending on product and process, sites may need to be served by large capacity utility lines.
- Power, water and waste disposal facilities are necessary.
- Relief should be reasonably level, not more than 5 percent, and capable of being graded economically.
- Sites should be easily accessible to plant workers.
- Depending on product and process, direction of prevailing winds may be important.

### ■ Public and Semi-public Land

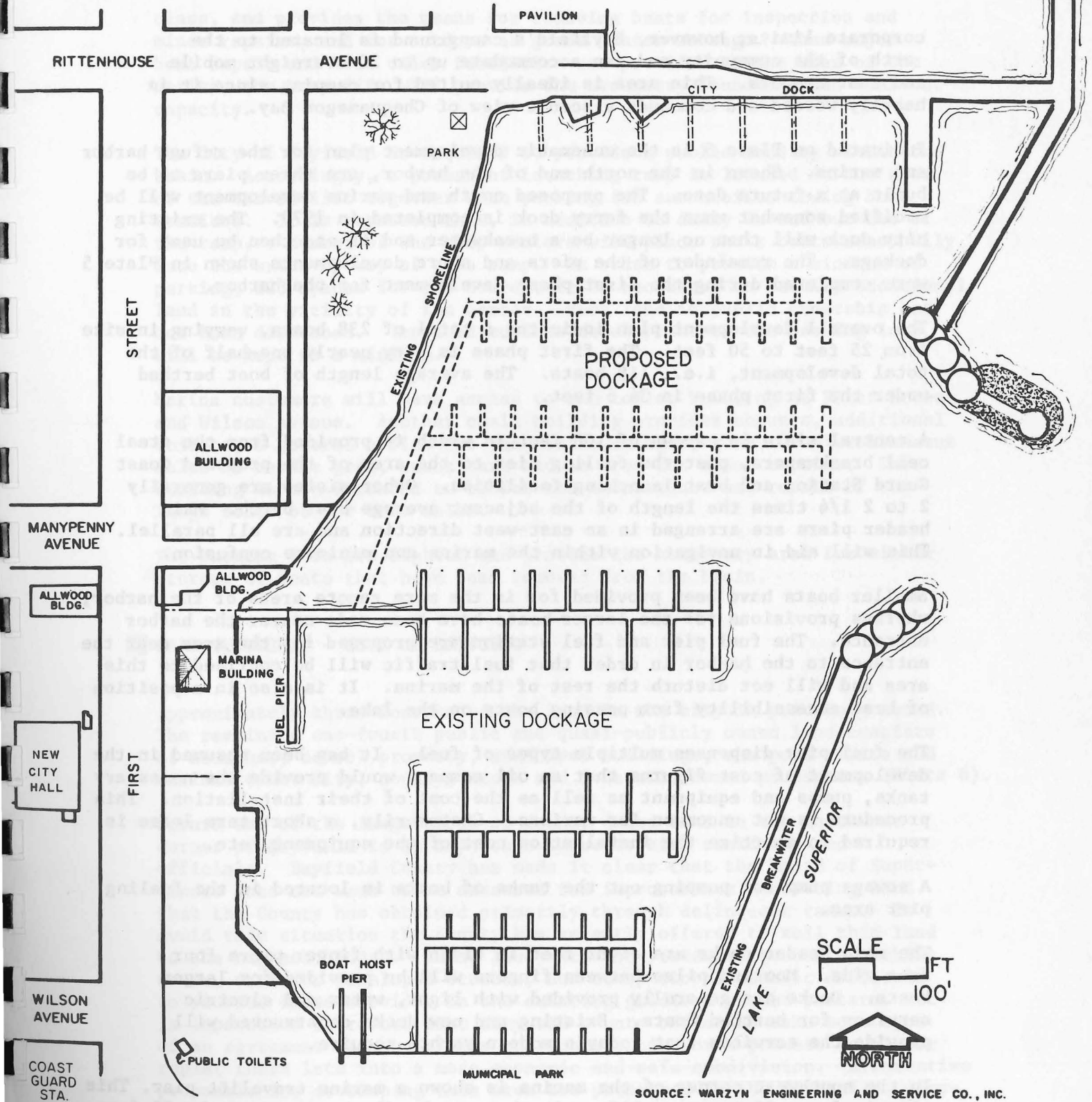
Schools, municipal buildings, churches, U. S. Post Office and similar uses occupy 12.3 acres or 5.2 percent of the developed land in Bayfield. These uses are scattered throughout the community.

Schools, municipal buildings and sites are examined in detail in the Community Facilities Section.

### ■ Parks and Recreation

At the present time, Bayfield does not have a community park within its

# BAYFIELD REFUGE HARBOR AND MARINA



SOURCE: WARZYN ENGINEERING AND SERVICE CO., INC.  
 CONSULTING ENGINEERS, MADISON, WIS.  
 NOV. 1969 — UPDATED 1977, N.W.R.P.C.

BAYFIELD REFUGE HARBOR  
AND MARINA

corporate limits; however, Bayfield's campground is located to the north of the community and can accommodate up to 20 overnight mobile and tent campers. This area is ideally suited for camping since it is heavily wooded and commands a scenic view of Chequamegon Bay.

Indicated on Plate 5 is the schematic development plan for the refuge harbor and marina. Shown in the north end of the harbor, are three piers to be built at a future date. The proposed north end marina development will be modified somewhat when the ferry dock is completed in 1979. The existing city dock will then no longer be a breakwater and it can then be used for dockage. The remainder of the piers and shore developments shown in Plate 5 were completed during the first phase development for the harbor.

The overall development plan indicates a total of 238 boats, varying in size from 25 feet to 50 feet. The first phase is very nearly one-half of the total development, i.e., 118 boats. The average length of boat berthed under the first phase is 34.6 feet.

A central aisle in excess of 100 feet in width is provided from the steel cell breakwaters, past the fueling pier to the area of the proposed Coast Guard Station and boat launching facilities. Other aisles are generally 2 to 2 1/4 times the length of the adjacent average boat berth. Main header piers are arranged in an east-west direction and are all parallel. This will aid in navigation within the marina and minimize confusion.

Smaller boats have been provided for in the more remote areas of the harbor, whereas provisions for the larger boats have been made nearer the harbor entrance. The fuel pier and fuel station are proposed for the area near the entrance to the harbor in order that fuel traffic will be confined to this area and will not disturb the rest of the marina. It is also in a position of best accessibility from passing boats on the lake.

The fuel pier dispenses multiple types of fuel. It has been assumed in the development of cost figures that an oil company would provide the necessary tanks, pumps and equipment as well as the cost of their installation. This procedure is not uncommon for marinas. Customarily, a short term lease is required to amortize the installation cost of the equipment, etc.

A sewage pump for pumping out the tanks of boats is located in the fueling pier area.

The main header docks are eight feet in width with finger piers four feet wide. Mooring piles between fingers will be provided for larger boats. Docks are generally provided with light, water and electric services for berthed boats. Existing and new docks constructed will provide the services that today's modern yachts require.

In the southwest corner of the marina is shown a marine travelift pier. This pier is for a 25 ton travelift unit that can handle boats up to the 55 foot

class, and provides the means for removing boats for inspection and minor repairs, and for outdoor at grade winter storage. When major boat repair and boat sales facilities are provided in the area of the marina, the travelift will provide the necessary launching and haul-out capacity.

The City of Bayfield is required to provide a public landing within the basin. Accordingly, a permanent launching ramp is located in the area of the travel-lift together with parking for automobiles towing boat trailers. It is expected that, in addition to daily in and out use of the ramp, a number of the slip renters will place their boats seasonally into the water by way of this ramp. In order to provide a minimum of parking, 123 spaces for 118 boards, it is necessary to acquire additional land in the vicinity of the harbor. Park land in public ownership has not been disturbed. Improved surface development of the parking lots will be kept to a minimum.

Marina customers will have access to the toilet building at First Street and Wilson Avenue. Another small building provides showers, additional toilets, a general office for the marina manager, room for miscellaneous sales of marine gear, snack bar, and an area for minor repairs. This building is not intended to be for the maintenance and repair of the large boats or for boat sales.

The parking lots are lighted and provide the necessary area for winter storage of boats that have been removed from the basin.

#### ■ LAND OWNERSHIP - CITY OF BAYFIELD

Approximately three-fourths of the land in the city is privately owned. The remaining one-fourth public and quasi-publicly owned land consists of churches, school property, municipal buildings, the post office and various other city, county, state and federally owned properties (Plate 6).

Future use of the large block of county owned land in the northwest corner of Bayfield is an important issue to city residents and officials. Bayfield County has made it clear that the Board of Supervisors does not want to be assessed for improvements benefiting land that the County has obtained primarily through delinquent taxes. To avoid this situation the county has recently offered to sell this land to the highest bidder. These lands are not presently served by public sewer, water or developed streets, and steep slopes make it difficult to provide these services in the existing gridiron street pattern. It is imperative therefore that city and county officials make some type of an agreement whereby either the county, city or a private developer replat these lots into a more economic and safe subdivision. Alternative proposals for developing this area are presented in the General Development section of this report.





## ■ FUTURE LAND NEEDS - BAYFIELD

It is impossible to determine precisely what the land needs of a community will be at any time in the future. However, estimates of future land needs must be made during the planning period to provide the foundation for proposals and programs in the community's General Development Plan. The basis for such estimates are:

- Population forecasts
- Anticipated economic and land use trends
- Application of generally accepted standards to these forecasts and trends.

The measure of a planning program is often in its flexibility. It is better to view the time period covered by various economic and population estimates as subject to expansion or contraction, influenced by the actual pace of the future development. A development pattern anticipated to occur by 1990 could actually occur five or ten years ahead of or after that date without necessarily affecting the validity of the General Development Plan. Hence, a degree of flexibility will keep the plan usable.

## ■ Residential Land

By 1990, approximately 20 to 25 acres of additional land will be needed for residential development. Several basic assumptions have been made in arriving at this estimate.

- Bayfield could be over 1000 in population by the end of the planning period.
- Average household size will range from 3.0 to 3.2 persons.
- Average density of residential development will decrease to approximately 4.0 dwelling units per residential acre (this figure does not include streets or public easements).
- Although new subdivision activity will occur, platted vacant lands will absorb approximately ninety percent of the estimated total residential growth during the planning period.
- Single family quarter-acre lots will reflect popular tastes in subdivision design; however, increased acceptance of new types of living environments (cluster development and ideas not yet tried) should definitely be considered in developing the northwest portion of Bayfield.

- The community will experience a moderate demand for multi-family units in the area of public housing, although it is not likely that this use will exceed two percent of total residential land.

#### ■ Commercial Land

General Commercial: A moderate increase in commercial land use is anticipated. Expansion that does occur should be concentrated between First and Broad Streets and Washington and Manypenny Avenues. Further expansion of service and general commercial uses should occur as far north as Washington (County Highway 1) and between the same streets mentioned above. Highway commercial activities should be located in zoned areas to the north and south along STH 13 as one enters or leaves Bayfield.

Resort Commercial: At present or in the near future existing resort-motels in the city are not likely to expand their facilities. Additional resort locations should be coordinated with Bayfield's Development Plan.

#### ■ Industrial Land

Bayfield has approximately 13.2 acres of land presently devoted to industrial use with a ratio of 6.5 workers per acre of industrial land. Even with an expected increase in population by the end of the planning period a major portion of this population increase will represent families with wage earners living in Bayfield but working elsewhere.

Assuming few new plants or little expansion for the existing industry, then one acre of land would be needed for each 10 to 15 workers. Based on this standard and projected needs, Bayfield should consider developing an industrial area on the outskirts of the city (20 to 30 acres) or reserving one or two 5 to 10 acre parcels suitable for possible future industrial development. No elaborate improvements to any industrial sites should be made however, until a prospect has definitely committed itself to Bayfield.

#### ■ Vacant and Undeveloped Land

Most of the vacant and undeveloped land is located to the west of the existing residential areas of the community. Much of this land is unsuitable for development due to topography, drainage and utility problems. The major portion of this area is wooded and provides an exceptionally scenic view of Chequamegon Bay. It should be maintained for its aesthetic qualities or cautiously developed for residential and recreational uses--providing the area is or can be economically and adequately served by city utilities.

The developed area of Bayfield has approximately 36.2 acres of vacant lots which are or can be served with city utilities. The development of this space should be encouraged by realtors and the community before other thoughts are given to development of the above mentioned areas.

## ■ Streets and Highways

A large portion of developed land in Bayfield is devoted to street and highway use (123.1 acres or 52.2 percent). This proportion is not unusual. Gridiron street patterns require substantial amounts of land for streets and alleys, resulting in less private property on the tax base, and more hazardous, and more expensive street maintenance programs.

Streets and highways are considered in detail in the Transportation Analysis Section.

## ■ PRESENT LAND USE - BAYFIELD PLANNING AREA

Bayfield's extraterritorial planning area, as defined by statute, extends one and one-half miles in all directions from its corporate limits. As shown on Plate 7 and Table 19, 1,650 acres or 37.7 percent of the planning area is open undeveloped land, most of which is in agricultural use. The principal agricultural use is orchards which occupy 420 acres. The remainder of this category is in smaller fruit beds, cropland, pasture or open space, which occupy 1,230 acres. Commercial uses in the planning area occupy 3.5 acres which is the smallest use. The planning area also contains about 2,073 acres of undeveloped woodland, land most of which cannot be developed because of one or more physical limitations: including soils, topography and/or drainage.












Seasonal residences occupy few acres and are found mostly north of the community along the Lake Superior shoreline. None of the residences are served by a sewage disposal system other than private septic tanks.

Other significant land uses in the planning area include year around farm dwellings (29.6 acres), and highways (110.8 acres). Additional data on land use in the planning area are included in Table 19.

Most of the planning area is in agricultural uses (orchards, farmsteads and pasture) and undeveloped land. Developmental pressure on this land has been slight even in the areas along the lake front because of the physical limitations. Since the City of Bayfield contains ample area for anticipated development during the planning period, the area within one and one-half miles from the community should be closely controlled to prevent random development. Cluster development along the lake front is recommended, and extensive development elsewhere in the planning area should be discouraged. This can be achieved by adopting an extraterritorial zoning ordinance covering the planning area and working closely with town and county planning and zoning committees.

# CITY OF BAYFIELD PLANNING AREA EXISTING LAND USE

## LEGEND

-  SEASONAL-RESIDENTIAL
-  YEAR ROUND-RESIDENTIAL
-  COMMERCIAL
-  ORCHARD
-  FARMSTEAD
-  PUBLIC & QUASI-PUBLIC
-  WOODLAND
-  PARK
-  INDUSTRIAL
-  OPEN SPACE
-  SANITARY LAND FILL

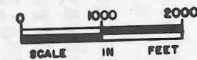


plate 7

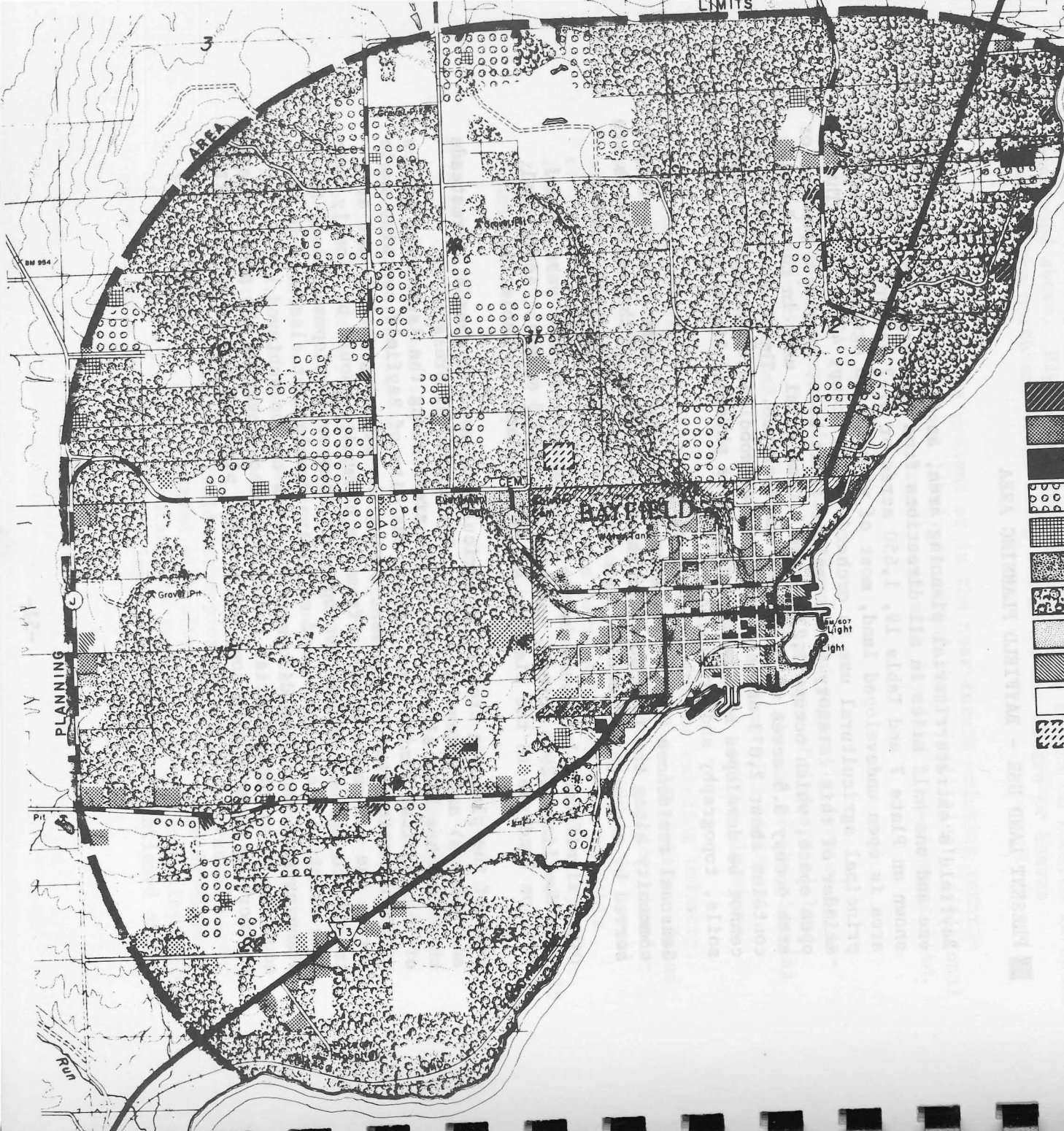


TABLE 19

EXISTING LAND USE, BAYFIELD PLANNING AREA

<u>Land Use Classification</u>	<u>Area in Acres</u>	<u>Percentage Distribution Total Area</u>	<u>Percentage Distribution Developed Land Area</u>
TOTAL ACRES	4,444.00	100.0	
DEVELOPED ACRES	720.4	16.2	100.0
Residential	149.4	3.4	20.7
Single Family	113.8	2.6	15.8
Mobile Homes	35.6	0.8	4.9
Commercial	3.5	0.1	0.5
Orchard	420.0	9.4	58.3
Public, Quasi-Public	24.7	0.5	3.4
Railroads	12.0	0.3	1.7
Roads and Highways	110.8	2.5	15.4
UNDEVELOPED AREAS	3,723.6	83.8	100.0
Woodland	2,073.4	46.6	55.7
Open Undeveloped Land	1,650.2	37.2	44.3

SOURCE: Northwest Regional Planning Commission Survey, September, 1969; Updated November, 1977.

The planning area contains a considerable amount of land unsuited for development because of extreme relief or poor drainage. Both types of areas should be preserved in their existing uses. The woodlands provide aesthetic and recreational values and are very important in watershed management. They are crucial to the prevention of flooding and erosion and in maintaining the groundwater table. This is especially true on the steep slopes of the planning area where much of the forest cover is located.

## COMMUNITY APPEARANCE

An attractive physical appearance can enhance a community's growth prospects. A prospective resident or business man is influenced by his first impressions of a community. Poor development practices or inadequate maintenance discourage new investment and potential residents. Bayfield's appearance could be improved in several ways:

- Repair or replacement of blighted buildings such as those in the existing commercial and industrial districts.
- Establishment of architectural or design controls over all new buildings in the central part of the community by professional design assistance.
- Provision of adequate building setbacks (from streets as well as neighboring structures).
- Provision of curbs and gutters and additional sidewalks (at least in the more densely developed sections of the community).
- Better maintenance of vacant properties.

All new developments should be compatible with the natural setting of the community. Views of the lake should be preserved or enhanced through careful landscaping and building design. Overhead wires and poles should eventually be placed underground.

The general scenic setting of the community can be preserved if much of the existing vegetation is retained and if most of the undeveloped rolling lands north and west of the community center are left in a natural state.

The entrances into Bayfield should be made as attractive as possible. Extensive billboards and sign displays are unappealing. Poorly designed highway-oriented uses can give the community a bad image. Accordingly, specific attention should be given to adequately regulating land uses along all roads.

A summary of the existing uses of land in Bayfield is presented in Table 20.

TABLE 20

## EXISTING LAND USE--SUMMARY--BAYFIELD, WISCONSIN

<u>Findings</u>	<u>Remarks</u>	<u>Implications</u>
1. Development in Bayfield is compact and centrally located.	Several incompatible land uses have developed in the community	Unless future growth activity is guided and controlled--existing desirable land use patterns may be destroyed.
2. New residential development is scattered throughout the community.	A large percentage of vacant or undeveloped land in the community should not be developed unless city utilities are provided and platted street layouts are changed.	Strict enforcement of reasonable zoning controls will be necessary to prevent incompatible land use activities.
3. Most commercial activity is located in the Central Business District.	Bayfield can not support more than one major commercial center.	Scattered commercial activity generally has an adverse effect on surrounding land uses.
4. Existing industry is located near transportation facilities, but not compatible with other uses in the area.	An industrial area should be designated for existing and future industrial expansion.	Successful industrial expansion requires available well conceived sites and stable industrial enterprises.
5. Bayfield does have public housing for the elderly and low and moderate income, however additional units should be considered.	Land for this type housing should be secured by the community in the very near future.	The age-sex pyramid for Bayfield indicates an aging population--the community should initiate action in the area of public housing for this increasing elderly population.
6. The existing location of the community swimming area is not providing safe or adequate facilities for the people.	The community should provide a public swimming area south of the new marina if a suitable site can be purchased in the future.	The present location of the community swimming area is in conflict with surrounding uses and in the future this conflict will definitely increase.
7. The existing route of STH 13 results in congestion in the Central Business District.	Rerouting of STH 13 is needed to alleviate traffic congestion and hazards to pedestrians.	Rerouting will lessen congestion of traffic and pedestrian hazards, provide more space for highway services and open a scenic route through the community.



Neighborhood Analysis **V**



## V. NEIGHBORHOOD ANALYSIS

### ■ INTRODUCTION

The primary purpose of a neighborhood analysis is to identify factors contributing to deterioration in a community. Once this has been accomplished it is possible to formulate programs designed to combat such deterioration.

Larger communities are usually separated into several neighborhoods for such an analysis. However, by generally recognized criteria, Bayfield is small enough to be treated as a single neighborhood. To divide the community into more than one neighborhood would be meaningless, since the character of the community is homogeneous despite the extreme topography. All residents make use of the same shopping area and public facilities regardless of the location of their homes. The boundaries of the Bayfield neighborhood, therefore, are the same as the corporate boundaries.

Area differences will be discussed under the various evaluation criteria.

### ■ CRITERIA FOR NEIGHBORHOOD EVALUATION

A neighborhood must provide suitable and stable living conditions before property owners will be interested in rehabilitating old buildings or removing dilapidated structures. Any analysis of the neighborhood, therefore, must consider a number of environmental factors, including: family economics, compatibility of existing land uses, building conditions, adequacy of existing community facilities, and traffic and related street conditions.

#### ■ Family Economics

Family characteristics, to a large degree, determine the quality of a neighborhood. Poor housing is often the result of an owner's economic inability to properly maintain it. At the same time, existing substandard housing, being cheaper to buy or rent, attracts low-income families who cannot afford anything better. Elderly people, living in older houses, rarely have funds or the physical stamina necessary to repair or maintain their homes.

In 1970, according to unpublished U.S. Census figures, there were 232 families in Bayfield. Over half of these families earned less than \$7,000 annually. Many of these families are composed of elderly persons who are living on a limited fixed income. Often

these couples live in substandard housing out of necessity, or live in homes they have occupied for years, being financially unable to move to smaller and more convenient quarters. This problem was partially alleviated by the construction of the six-unit low-income housing project.

The high incidence of low and fixed income families in Bayfield provides a partial explanation for the existence of much of the community's substandard housing. This coupled with an occasional failure in pride, can block the best efforts at renewal. Pride in a neighborhood cannot always be purchased with income, but it certainly can be nurtured by income. If the income of the residents can be improved and if low-cost housing is made available to the elderly and low-income groups, Bayfield will make progress in improving its physical character.

#### ■ Land Uses

The quality of a neighborhood is also dependent, in part, on the community's land use patterns. Incompatible adjoining land uses, such as a residence between commercial and industrial uses, reduces the value of the residential use.

In a predominantly residential area, the interjection of an incompatible land use such as a store or a factory, will reduce the attractiveness of the area. It can also cause a decline in property values and possibly constitute a health or safety hazard for the residents.

The greatest amount of land use conflict occurs in and around the central business district. Here a mix of commercial, industrial and residential land uses create adverse effects. Residential units break the continuity and weaken the commercial character of the area. Industrial land uses, bordering the business district, discourage the use of adjacent properties for commercial purposes and lend an unsightly appearance to the area. Identity should be of utmost concern in the central business district. Industrial uses can unsettle the proper commercial atmosphere.

Public and semi-public land uses, such as schools, churches and utilities are scattered throughout the community. These uses, are for the most part, suitably located and present no major land use problems.

Land use conflicts have adversely affected the business district as evidenced by very limited recent commercial building improvements. Bayfield should, therefore, discourage the continuance or expansion of industrial uses in this area. Removal and prevention of land use conflicts here will contribute to the improvement of the community's living environment as a whole.

■ Housing Conditions

In rating building conditions, the 1960 U.S. Census Bureau definitions were used and are as follows:<sup>1</sup>

- Sound. Those units which have no physical defects or only slight defects which normally are corrected during the course of regular maintenance (e.g., lack of paint)
- Deteriorating. Those units requiring more than normal maintenance, if they are to continue to provide safe and adequate shelter. Some of the defects which may cause a structure to be classified as deteriorating are cracks in chimney, walls, or foundation of the building, several broken or missing window panes, and shaky or unsafe porches.
- Dilapidated. Those units that do not provide safe and adequate shelter in their existing condition. They are usually structures that have one or more critical defects, such as rotted, loose, or missing siding or roofing and sagging floors, walls, or roofs. Generally they endanger the health and safety of the occupants.

Table 21 summarizes the findings of the survey. The majority of the structures in Bayfield were found to be sound, but a moderate proportion were classified as deteriorating and dilapidated

TABLE 21

CONDITION OF RESIDENTIAL STRUCTURES, BAYFIELD, 1970<sup>2</sup>

<u>Condition</u>	<u>Numbers</u>	<u>Percent</u>
Sound	209	80.3
Paint-up-fix-up	18	6.9
Deteriorating	22	8.2
Dilapidated	12	4.6
Total	261	100.0

SOURCE: Northwest Regional Planning Commission Survey, September 1969.

<sup>1</sup>Please note that 1960 was the last census in which their definitions were used--no comparable 1970 census data is available.

<sup>2</sup>The above survey is based to a certain degree on personal judgement. The author agrees with the Bayfield Planning Commission that for the most part buildings in the city in 1977 are generally sound and well maintained.

A tour of the city shows that there has been a major amount of housing, remodeling and upgrading in recent years. A large number of older home owners have, or were in the process of, installing new windows, porches, siding, additions, etc., in the Fall of 1977.

There are still a few "less than well maintained" buildings in or adjacent to the business district and along the waterfront. Many seasonal gift, trinket and second-hand stores have sprung up in recent years. These shops are primarily leased space in older residential or commercial buildings and only open during the summer months. Many seasonally run shops are run by non-resident proprietors who pay high rents during the summer and close during the rest of the year. In the off-season, these shops suffer from lack of attention and lack of maintenance. This leads to subsequent deterioration.

A concerted effort by property owners and city officials to turn this deterioration into rehabilitation and improved maintenance must be made immediately. Building code enforcement will help, but some sort of downtown improvement coalition is needed to promote effective private property upgrading and offstreet parking. In many communities the Chamber of Commerce or development corporations have promoted downtown improvements. Regardless of who initiates such a program it must be remembered that to be effective both local officials and private property owners must work together.

#### ■ Public Housing

The aforementioned elderly housing project was completed south of the Library on Broad Street in 1977. This much needed facility will certainly benefit some low-income elderly residents, but additional units could also be easily filled. If additional public housing units are built in the future, the location of these dwellings will be critical to the project's success.

Because elderly and low-income citizens are often physically or financially unable to drive automobiles, it is essential that public housing for these people be located within short walking distance of the central business district. In addition, these people often feel they do not really belong in the community and therefore tend not to participate in community activities. Location of public housing near the center of the community would help them feel more a part of the community and encourage them to take part in its activities.

Moreover, a housing project site in proximity to the business district would help to strengthen the shopping area by providing a new and nearby source of customers, not only the housing project residents but also visitors. A well designed project would also help to upgrade the physical appearance of the business district, as the one recently completed has done.

### ■ Communities Facilities

The availability of community facilities and services, such as parks and utilities, plays a significant role in determining the quality of a neighborhood. Absence or inadequacy of these facilities will make an area less convenient and attractive to live in, resulting in a reduction of property values and an equal slip in neighborhood pride. Provision of these facilities will not guarantee a good living environment but it is essential in creating that environment. It can only lead to an improvement in overall development potential.

Existing inadequacies and improvement recommendations will be presented in the following chapter on community facilities and services.

### ■ Existing Transportation Conditions

Transportation is treated in detail in the transportation section of this report. It would be sufficient to say that traffic problems are minor (except for routing of STH 13) consisting mainly of poorly paved streets and lack of curbs, gutters and sidewalks. In their present condition these poorly maintained streets damage the image of the entire community and, where found, reduce the appeal of such areas. In general, street conditions appear to be related to traffic volumes, with the most heavily traveled streets receiving the best maintenance.

The improvement of street conditions and the installation of curbs, gutters, and sidewalks will upgrade the community's appearance and probably increase property values. Some of these costs could be assessed by frontage to property owners.

### ■ Conclusions and Recommendations

As stated earlier, because of its size and character, Bayfield can be considered a single neighborhood. Unlike a large metropolitan neighborhood which usually has only one major function, such as residential usage, the Bayfield neighborhood serves a variety of functions: public, commercial, industrial and residential. Hence its problems are diverse: conflicting land uses, poor structural conditions of some buildings, an aging and declining central business district, a large percentage of low or fixed income families and a shortage of rental housing.

To meet these problems, the city's plan of action must be community-wide. The need for housing is especially acute, in view of characteristics of the local families. The community, therefore, should expand its public housing program to meet the needs of the disadvantaged and elderly.

At the same time other actions must be taken. Bayfield's physical condition needs to be upgraded. This can be done by embarking upon a community-wide improvement program involving conservation, rehabilitation, or, in a few cases, clearance of structures within the corporate limits.

Most of the community can be treated in the conservation state. Conservation programs would aim at combating the influences of absolescence and deterioration. The two major features of a neighborhood conservation program are citizen involvement in local clean-up, fix-up and paint-up campaigns, and the adoption and rigid enforcement of strict housing, plumbing, electrical, fire prevention and zoning codes.

In areas threatened by incipient blight, rehabilitation is recommended. The financial burden of rehabilitation falls upon the property owner, but some federal loans and grants are available to help low income families. In addition, Wisconsin State law allows property tax freezes for a period of five years on all types of improvements to properties located in areas officially designated for rehabilitation by the local government. The only limitations are that the minimum value of such improvements must be \$200.00 and the maximum value of excluded improvements must not exceed either \$1,000 or ten percent of the value of the improved property. To take advantage of this law, Bayfield would have to officially designate areas for rehabilitation and accept affidavits for improvements from affected property owners.

In those areas of the community where it is not economically feasible to repair blighted structures, these structures should be demolished and the site redeveloped. In Bayfield's case, selective clearance is needed. This could involve purchase by the community of the blighted properties, destruction of substandard buildings, installation of needed site improvements, and the sale of the land for redevelopment. Much of this cost could be covered by a Department of Housing and Urban Development Community Development Block Grant.

Other community improvements that should be undertaken by Bayfield include:

- modernization of sewage facilities.
- introduction of weekly garbage collection.
- installation of curbs, gutter, storm sewers and sidewalks where needed.
- provision of more waterfront space for citizen and tourist activities.

The full range of programs recommended in this analysis are necessary if Bayfield is to improve its physical and social environment. These efforts by Bayfield should be coordinated with the policies and proposals of the General Development Plan. Federal assistance is available. Information on programs that the community might explore may be obtained from the Northwest Regional Planning Commission.

A summary of this chapter is presented in Table 22.

TABLE 22

## NEIGHBORHOOD ANALYSIS---SUMMARY---BAYFIELD, WISCONSIN

<u>Findings</u>	<u>Remarks</u>	<u>Implications</u>
1. Compared to other communities in the county, Bayfield has a low proportion of dilapidated housing.	Most dilapidated and deteriorating housing is located adjacent to the business district.	Blight is not a serious problem in Bayfield
2. Bayfield has a low vacancy rate and a low proportion of rental units.	Vacancy rates tend to be higher in areas which have highest percentage of blight.	Increasing housing demands (both rental and owner--occupied) will favorably influence building construction activities in the future.
3. Some incompatible land use situations exist.	Most of these situations involve the intermixing of commercial industrial and residential use.	Industrial development has a negative effect on the atmosphere of the central business district. It is incompatible with the preferred milieu at a commercial area.
4. Neighborhood improvement programs supplemented with sound code and ordinance enforcement policies are necessary to improve specific areas in the community.	Citizen participation is a necessary ingredient in successful local improvement programs.	Local improvement programs not only upgrade neighborhood areas, but they intensify the feeling of pride and cooperation in the community
5. Various federal assistance programs are available to the community including code enforcement, demolition, housing assistance and urban renewal programs.	Urban conservation would probably be the most effective federally assisted program in Bayfield.	Local efforts supplemented by federally assisted programs can go far to upgrade specific areas in the community.



Community Facilities & Services **VI**



## VI. COMMUNITY FACILITIES AND SERVICES

This section considers the municipal facilities and services provided in Bayfield for government administration, police and fire protection, education, health, library, refuse disposal, communications and recreation. It reviews the adequacy of these facilities and services for present and anticipated needs of the community's population during the planning period. Needs are discussed in general terms. Detailed engineering, architectural and financial studies would be required to outline and program specific improvement projects.

### ■ GOVERNMENT

Until the fall of 1977, Bayfield's clerk/treasurer and police offices were located on the corner of Broad Street and Manypenny Avenue in privately owned, rented space. City Council and Planning Commission meetings were held for many years in the library on the corner of Broad Street and Washington Avenue. While these facilities formerly met the City's needs, they were not ideal. To better coordinate services, provide a ground level meeting room and voting place, the city purchased the Lake Superior District Power Company building on First Street between Wilson and Manypenny Avenues.

Once this building is remodeled it will consolidate governmental functions, provide adequate space for the clerk/treasurer, police, ambulance and street equipment storage. It should adequately serve the city's needs for the remainder of the planning period.

### ■ PROTECTION

#### ■ Police

At the present time the City of Bayfield has one part time and three full time police officers. Twenty-four hour, seven days per week coverage is provided; however, with such a small staff, part of this coverage is provided on an "on call" basis. The department has one car and the new office and garage will be located in the new municipal building on First Street.

Five full-time and two part-time police officers, with at least one man on duty at all times would be a more adequate arrangement. Bayfield's low crime rate and general acceptance of the present service, however, does not warrant such an expansion at this time. As long as crime conditions do not change and the city maintains its agreement with the Sheriff's Department for base radio operations and emergency aid, the present system of police protection should be adequate throughout the planning period.

#### ■ Fire

Bayfield has a 22-man volunteer fire department which responds to city and town fire calls. The City of Bayfield has a cooperative agreement with the Town of Russell to provide fire protection for the area.

Present fire fighting equipment is considered adequate, although ages of the trucks are getting to the point where replacement parts will be difficult to find. Great care must be taken to keep this equipment in top operating condition, even though the number of fire calls is low.

One of the trucks is stored out of town in a town garage and the rest of the equipment is in the city garage located on Washington Avenue between Broad and Second Streets. Now that the city has purchased the Lake Superior District Power Company building, this street equipment can be moved there and the Washington Avenue garage can be used exclusively for fire fighting equipment. This move, coupled with regular equipment replacement, will allow the city to meet its fire protection needs for the planning period.

#### ■ EDUCATION

The Joint School District No. 1 includes the City of Bayfield and the Towns of Bayfield and Russell.

The school district operates a kindergarten through high school system. The main facility was constructed at the turn of this century and has had several additions since then; the most current one being in 1968. This addition included: four classrooms, a kindergarten room, a board room and a boiler room.

The entire facility is situated on approximately five acres of land in the north central area of the community. To the south of the site, across Sweeney Avenue, the school board owns another three acres. A parking lot is located on the north end of this parcel and two new tennis courts were completed on the south end in 1977. The physical education field is located to the west of the school on Blocks 28 and 29, most of which are also owned by the school district.

The following Tables 23 and 24 show the school census and enrollments over the last ten years.

In evaluating this data it can be seen that school census and enrollment figures have remained fairly stable over the last decade. If these trends continue, and per-student costs do not become prohibitive, present school facilities should provide adequate educational services for the remainder of the planning period.<sup>1</sup>

However, if enrollments begin to decline or costs begin to get unreasonable, some type of consolidation with other Chequamegon Bay area school districts should be considered.

<sup>1</sup>This conclusion is based on the continued operation of the Catholic parochial school.

TABLE 23  
 AYFIELD JOINT SCHOOL DISTRICT NO. 1--SCHOOL CENSUS--JUNE 30, 1968-1977

Ages	Year									
	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977
Under 1	35	28	22	30	18	27	28	17	13	11
1	35	34	33	25	29	20	28	31	20	18
2	42	35	31	33	27	37	19	28	29	25
3	35	39	38	29	30	23	38	23	30	33
4	51	34	40	32	26	30	26	41	17	23
5	38	53	38	35	41	31	29	28	41	30
6	42	38	45	31	37	42	26	34	34	30
7	46	37	39	39	36	42	37	31	30	36
8	31	56	38	31	43	41	40	39	28	30
9	47	31	53	35	42	45	39	47	38	19
10	47	46	33	45	37	45	44	42	44	39
11	39	42	43	19	53	40	45	48	40	43
12	44	46	47	38	28	55	38	44	46	42
13	45	41	40	45	41	33	60	39	48	48
14	37	41	42	42	46	44	31	59	37	49
15	40	39	40	36	40	48	41	28	49	42
16	41	36	36	37	39	41	48	42	49	58
17	28	38	34	37	37	32	37	51	40	33
18	30	18	34	30	29	31	33	35	31	38
19	19	20	17	20	21	21	21	31	54	43
Total 0-3	147	136	124	117	104	107	113	99	92	87
Total 4-19	625	617	619	562	596	630	595	639	626	636
Total 0-19	772	753	743	679	700	737	708	738	718	723

SOURCE: Bayfield School District Records

TABLE 24  
 BAYFIELD JOINT SCHOOL DISTRICT NO. 1--SCHOOL ENROLLMENT--SEPTEMBER 1967-1976

Ages	Year									
	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976
K	44	44	43	35	42	39	28	36	32	42
1	30	25	39	38	28	34	32	26	33	30
2	31	36	31	38	38	29	32	29	29	33
3	28	32	35	28	34	46	31	35	27	27
4	29	28	39	35	27	33	44	22	36	25
5	40	30	32	38	35	32	36	44	25	36
6	23	38	34	32	35	36	28	41	48	28
7	31	22	43	36	33	38	35	30	39	46
8	27	32	34	43	37	34	41	36	33	52
Elem. Total	239	287	331	323	309	321	307	299	302	319
9	39	39	44	44	53	42	43	47	48	46
10	41	37	39	41	42	52	47	45	47	49
11	41	351	33	37	40	39	52	47	44	43
13	32	36	32	32	32	35	37	50	50	40
H. S. Total	153	147	148	154	167	168	179	189	189	178

SOURCE: Bayfield School District Records

## ■ Vocational Schools

The Vocational, Technical and Adult Education, District 17 main office is located in Shell Lake with agency offices located in Superior, Rice Lake and Ashland.

The Ashland school presently offers a one year diploma course in the following areas of Business Education and Trade and Industry:

### Business Education

Account Clerk  
Clerk Typist  
Stenographer

### Trade and Industry

Automobile Mechanic  
Food Service-Short Order Cook  
Machine Tool Operation

The Superior school offers Associate Degrees in the following field of Applied Science:

Accounting  
Marketing  
Secretarial Science  
Industrial Electronics  
Mechanical Design

Additional information concerning the above or new classes may be obtained from either the Superior or Ashland offices.

## ■ HEALTH

Other than a pharmacy and emergency ambulance service, the City of Bayfield has no health care facilities.

Doctors, dentists, hospitals and nursing homes in Washburn and Ashland are the closest health services available to Bayfield residents. Although it would be better to have part-time doctor and dentist services in the city, Bayfield's needs do not warrant them. Two Washburn doctors who formerly had part-time offices in Bayfield have discontinued this service. An increased area population and a much increased demand for services are needed before such services may be resumed.

## ■ REFUSE COLLECTION AND DISPOSAL

The city operates a sanitary landfill just north of the city limits of Bayfield. Soils at this site are not ideally suited for landfills (See Plate 3 and Table 3). If new federal regulations are imposed, a new site with better drained soils may be required.

Refuse collection is presently provided by a private hauler with individual contracts. This service is meeting local needs and if continued should be adequate throughout the planning period.

## LIBRARY

Bayfield's public library located at the corner of Washington and Broad Streets is a large two-story brownstone building. The main floor totals 1,200 square feet in area. It includes a librarian's desk and approximately six tables that can accommodate 40 library patrons.

The library's book collection contains 3,778 volumes of which 2,049 are adult and 1,629 are juvenile selections. The library subscribes to 11 periodicals. Books not available at this facility can be obtained from Ashland's Vaughn Library within a day, or from Madison and Milwaukee Libraries within two or three weeks per request. The staff consists of a librarian with a ten hour schedule per week throughout the year.

Bayfield's library is included in the state library plan. This system designates the existing 19 larger libraries located throughout the state in larger cities as Class I Facilities (the nearest being Superior). Type II and III libraries would serve smaller areas. A Type II library is located at Ashland while Bayfield is a Type III. The state library system is intended to enable persons using the smallest facilities to have ready access to all material at the larger libraries. Bayfield's facilities are adequate for the next ten years or more.

## COMMUNICATIONS<sup>1</sup>

Communications for Bayfield include postal and telephone service. There are no radio or TV stations in the city, although Cable TV is available and radio reception is excellent. No newspaper is printed in Bayfield. The Ashland Daily Press, the Washburn Times and the Chequamegon Sun all carry Bayfield news and have good circulation within the community.

### Postal

Bayfield's post office is relatively new, completed in November, 1969. It is located south of Rittenhouse Avenue on South Broad Street. The one-story structure (2,100 square feet) has adequate loading and parking space. Four employees service the Bayfield area which has a Star Route (45 boxes), rural route (271 boxes) and city (320 boxes). According to postal ratings, the Bayfield office is classed as a number two.

### Telephone

The Wisconsin Telephone Company with home offices in Ashland provides telephone service to Bayfield. Of the approximately 509 phones in the community, 450 are residential and 59 are business, public and semi-public or pay.

Toll-free calls can be placed to Madeline Island, Washburn and Ashland. Telephone service is adequate for present and anticipated future needs of the community.

<sup>1</sup>Much of the information for this section was obtained from Bayfield's Postmaster and the Wisconsin Telephone Company in Ashland.

## RECREATION

Bayfield is surrounded by recreational facilities. The county, state and national forests and Lake Superior provide citizens and tourists with hunting, fishing, boating, camping, skiing, and snowmobiling opportunities. The nearby Apostle Islands National Lakeshore provides no less than a vast recreation resource only minutes away.

Even though Bayfield has readily accessible recreational land adjacent to its limits, the community should emphasize parks and open space within the community. Emphasis should be on development of several new recreational uses in the community. These are defined in the General Development Plan.

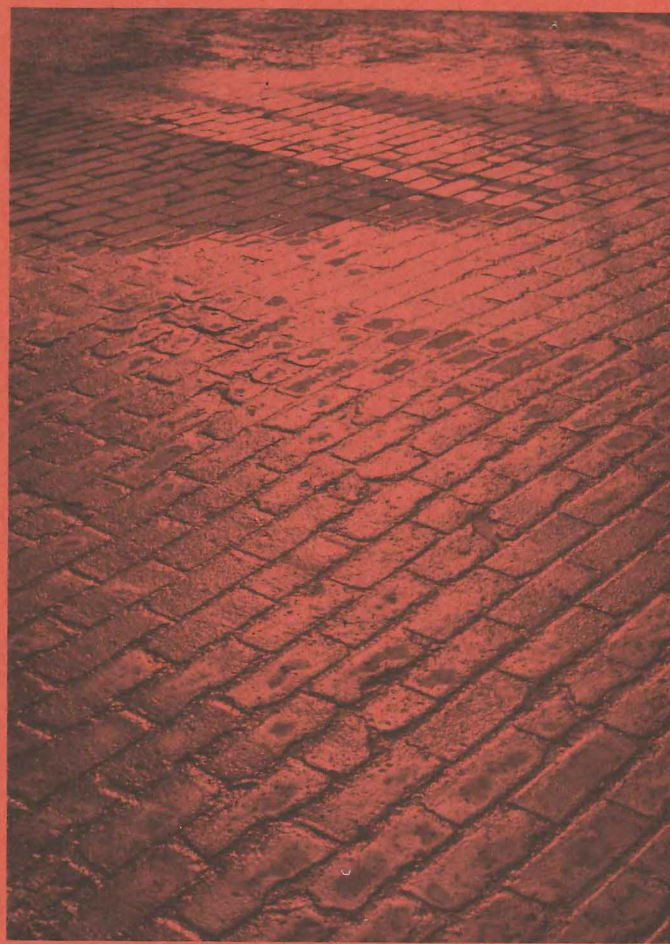
Current recreational facilities include:

- Public school grounds consisting of a paved playground and an open athletic field (5.0 acres). Two tennis courts and a playground are also located south of the school on Third Street.
- A community beach (1 acre) located at the end of Washington Avenue (Lake Superior).
- A community park (17 acres) located north of the city limits off STH 13. This park is primarily thought of as a tourist park rather than a community park for the people of Bayfield.
- A public marina (6.5 acres) which includes a small shelter, picnic area, playground, boat storage and launching, and automobile parking facilities. The site is located south and east of First Street.
- A ravine (18 acres) which has been designated by the city as a nature trail.
- A softball diamond on Wilson Avenue between Broad and Third Streets. Although it is privately owned, this is one of the most heavily used summer recreation areas in the city (1.5 acres).

New recreational development should be in the nature of a buffer between incompatible land uses, or on a suitable site outside the present city limits.

In the future Bayfield should work to acquire lands which have been designated recreational in the General Development Plan. This is especially important along the waterfront where development pressures are bound to increase. If these lands are not acquired, unwarranted development may occur--development which may be irreversible at a later date.

As residential development expands, consideration should also be given to new neighborhood parks near or outside the present city limits. One or two new softball fields are needed immediately since the Wilson Avenue lot has been sold for commercial development. These fields could either be developed in a neighborhood park or in a new city-wide park on a level site outside the present city limits. Proposals for new recreational facilities are presented in the General Development Plan Section and community recreation standards are listed in Appendix B.



Transportation  
Analysis **VII**

## VII. TRANSPORTATION ANALYSIS

A transportation system is the circulation system of a community. It brings people and goods into the community and provides the means by which people and goods move about within the community from one type of facility to another.

The different elements of a transportation system should be sensitive to the land-use plan of the community. Automobile, bus, truck, rail and air transportation are all simply different kinds of travel facilities. Shifts in the proportions of persons and goods moving over these different kinds of facilities are inevitable as land use patterns change and technological developments take place.

### ■ Elements of Bayfield's Transportation System

Bayfield's transportation elements--auto, bus, truck, rail, air, ferry boat and especially streets and highways--are the bricks and mortar used in building a transportation system. Many of the present difficulties in moving people and goods to and within Bayfield are brought about because some of these elements are called on to do jobs they were not designed to undertake. Others are simply not available to the community. Good community planning should provide for the present and future uses of these facilities. "Form follows function" has long been a truism in the field of architecture; it applies equally well to the transportation system of a city.

### ■ Rail Transportation

The Chicago and North Western Railroad has in the past provided freight service on request once a week. Several switch lines parallel the boundary of the community's industrial area. Direct access to rail service is important to many types of industry as well as certain commercial uses, especially the more extensive type such as lumber-yards. The C&NW, however, has been given permission to abandon this line between Hayward and Bayfield and it is uncertain at this time whether the tracks and bridges will be purchased locally or dismantled.

### ■ Bus Transportation

Bayfield is not located on any through route of the major bus companies such as Greyhound or Trailways bus lines. At Ashland (23 miles distance) major bus companies offer service to most major urban areas in the state and nation. Bus transportation from Ashland to Bayfield is presently available via a pilot bus run from Red Cliff. Its future depends on continued federal funding.

### ■ Truck Transportation

Common truck carrier service is provided by Glendenning Motorways, Inc. Truck service is considered adequate for present needs but may need to be expanded with increased commercial growth in the community.



## ■ Air Service for the Bayfield Area

The City of Bayfield does not have an airport. It must, therefore, rely on facilities located elsewhere within the region for air service. The Wisconsin Department of Transportation has indicated that, as of April, 1973, there were 457 known airports within the state. Of this total, more than six airports are located close enough to provide service to the Bayfield area. They are:

<u>Airport</u>	<u>Location</u>	<u>Service</u>
Duluth International	Duluth, Minn.	Certified Air Carrier (N. Central)
Gogebic County*	Ironwood, Mich.	Certified Air Carrier (N. Central)
JFK Memorial	Ashland, Wis.	Commuter Air Carrier (Midstate)
Iron River	Iron River, Wis.	General Aviation
Cornucopia	Cornucopia Wis.	General Aviation
LaPointe	Madeline Island	General Aviation

\*Has an agreement for joint ownership with Iron County, Wisconsin.

Of the three airports offering some type of scheduled commuter service to the area, the following direct connections are available:

- Duluth International: Thunder Bay, Ont., Ironwood, Mich., Green Bay, Wis., Central Wisconsin area (Wausau), Madison, Eau Claire, and Minneapolis, Minnesota.
- Gogebic County: Duluth, Minn., Hancock, Mich., Rhinelander, Wis.
- JFK Memorial: Hayward, Wis., Eau Claire, Wis., Wisconsin Rapids, Wis., Milwaukee, Wis., Chicago, Ill.

## ■ State and Regional Trends

Although air travel has increased in the State of Wisconsin in recent years, it has done so at a rate which is somewhat less than that for the nation as a whole. Commercial passenger forecasts for the state indicate that the number of originating airline passengers is expected to triple by the year 1995. However, the North and Westerly portions of the state are expected to increase at a slightly lower rate.<sup>1</sup>

It is expected that regional carriers such as North Central and Ozark Airlines will continue to phase out turboprop equipment, and will eventually have all fleet jets. Such aircraft will be of the small commercial jet type, generally containing 100 or less seats.

Much of the anticipated air carrier service to smaller communities throughout the state will be provided by "commuter air carriers." These airlines extend the potential for public air travel to communities which cannot be served economically by traditional airline operations. The commuter air carriers generally operate aircraft which carry less than 30 passengers or 7,500 pounds payload.

The following table summarizes projected general aviation activity for those Wisconsin based airports which offer some degree of air service to the Bayfield area.

TABLE 25  
PROJECTED GENERAL AVIATION ACTIVITY, BAYFIELD AREA AIRPORTS, 1980-1995

Airports	1980		1985		1990		1995	
	Based Air-Craft	Opera-tions	Based Air-craft	Opera-tions	Based Air-craft	Opera-tions	Based Air-craft	Opera-tions
JFK Memorial	11	11,000	12	12,500	13	14,000	14*	15,450
Iron River	1	550	2	1,800	2	2,150	2**	2,500
Cornucopia	0	300	0	325	0	350	1**	375
LaPointe	1	1,450	2	1,800	2	1,150	2**	2,500

\*The critical aircraft types will include: smaller jet transports and large turbo-prop and piston transports: B-727 & 737, DC-6, 7 and 9, Convair 240, 340, 440 and 580, F-227, Lockheed Electra, Constellations.

\*\*The critical aircraft type will include single engine piston airplanes such as: Cessna 140, 150, 170, 180, 210, all Cherokees, etc.

SOURCE: Wisconsin Airport System Study--Phase III Report--Forecasts, Wis. Dept. of Trans., and Howard Needles Tammen & Bergendoff, July, 1974.

#### ■ Airport Needs Plan

Based upon projected aeronautical trends, the Wisconsin Department of Transportation has evaluated over 450 existing civil aviation facilities, identifying approximately 115 of these as essential to the Wisconsin State Airport System. Those airports suggested for inclusion in the State Airport System Plan, as well as those near state lines, which will continue to offer service to the Bayfield area are:

<sup>1</sup>Wisconsin Airport System Study--Phase III Report--Forecasts, Wisconsin Department of Transportation and Howard Needles Tammen & Bergendoff, July, 1974.

- Duluth (Minn.) International - Scheduled Transport Airport
- Gogebic County (Mich.) - Scheduled Transport Airport
- JFK Memorial - Basic Transport Airport
- LaPointe - Basic Utility

On the basis of trends, and planning carried out in the Wisconsin State Air System Plan, the City of Bayfield will not need an airport before the year 1995, if at all.

#### ■ Street and Highways

Bayfield, like most communities, is primarily dependent upon streets and highways for internal circulation and for external trips to and from the community by workers, shoppers and visitors. State Trunk Highway 13 is the prime connector between Bayfield and other communities of the area. It is the most heavily traveled street in the community, though some external traffic movement is also carried by County Trunk I.

The local street pattern is predominantly a grid system with short streets, rectangular blocks, and numerous fourway intersections. The system has been modified somewhat to accommodate shoreland development and the platted streets on the excessive slopes to the north and west portions of the community have not been opened to date. The primary function of local streets is to provide access to property.

At present, no new subdivisions have been developed in the community. If the steep slopes are needed for future development, which is likely, consideration should be given to introducing curvilinear streets to blend with existing land contours and to provide larger blocks. This would offer several advantages including:

- Less land would be needed for streets, resulting in reduced construction and maintenance costs.
- Scenic attractions of the landscape would be better related to the street system.
- Since the streets would conform to the contours of the land, surface water drainage could be more easily controlled.
- The number of four-way intersections in new developments would be reduced resulting in greater traffic safety.
- Curvilinear street design discourages through traffic from entering residential neighborhoods.

## ■ Street and Highway Planning Considerations

In planning the street system for Bayfield, three basic analyses are required.

- Functional classification of existing street and highway system.
- Evaluation of the system's design as related to the street capacities and future traffic volumes in the community.
- Examination of the effect of present and proposed land development of the system.

These analyses are needed to indicate the improvements which may be required to maintain an adequate circulation system during the planning period.

## ■ Functional Classifications of Streets and Highways

Community development is dependent upon a street system functioning as it is intended to function. Specific design standards and traffic control methods can be utilized to assist in functional control and provide desired traffic movement characteristics.

The functional system of street planning will promote efficient traffic handling, adequate traffic routing, economical system development, and adequate service to various land uses. At least three principal types of streets should be considered for the basic functional street systems. They are:

- Arterial Streets. This type of street is a continuous limited access route connecting various areas of the community and high traffic generation points. It provides higher speeds, wider roadways and higher design standards than the succeeding two types. Truck traffic and bus traffic can be expected to make up part of the traffic volume. The arterials should define the limits of the subdivision. Elimination of curb parking and access from adjacent property will increase the arterial street.
- Collector Streets. This type of street carries traffic from the local streets to the arterial routes and provides direct limited access to the subdivision from arterial streets. Moderate amounts of low speed traffic including some bus traffic can be carried.
- Local Streets. This type of street serves only as a means of access to abutting residential property. It is meant to be a low speed, low traffic, and short trip facility.

Bayfield is served by STH 13, a minor arterial (See Table 26) and County Trunk Highway I classified as a minor collector. The county highway performs a collector traffic function and provides a connection to STH 13. State Highway 13 and County Highway I within the community and planning area handle most of the traffic movement within and through the community. The remaining streets serve as local access routes to adjoining residences, businesses and public uses.

TABLE 26  
SUMMARIZED CLASSIFICATION CRITERIA

	Basic Criteria			Supplemental Criteria	
Functional System	Must Meet <u>One</u> of These Plus Current Traffic Volume		Current Traffic Volume	<u>OR</u> Must Meet Two of These Plus Current Traffic Volume	System Mileage % Range
	Population Service	Land Use Service			
Principal Arterial	Connect places > 50,000 with other places > 50,000 Connect places > 5,000 with places > 50,000	Provide area access to major recreational areas of the state	> 1,000	1. Maximum spacing = 30 miles. 2. Alternate population connection. 3. Major river crossing. 4. Restrictive topography.	2.0-4.0 Statewide
Minor Arterial	Connect places > 5,000 with other places > 5,000 Connect places > 1,000 with places > 5,000 or with Principal Arterials	Serve all recreational centers with an annual visitation 300,000 if not served by a Principal Arterial	> 500	5. Interchange with freeway. 6. Parallel to a principal arterial. (minor arterial only)	4.0-8.0 Statewide
Major Collector	Connect places > 1,000 with other places > 1,000 Connect places > 500 with places > 1,000 or higher function route Connect places > 500 with other places > 500 or higher function route Connect places > 100 with places > 500 or higher function route	Serves mixed trips with moderate mobility and provides land access	> 500	1. Maximum spacing = 10 miles. 2. Alternate population connection.	5.0-18.0 Countywide
			> 250	3. Major river crossing. 4. Restrictive topography. 5. Interchange with freeway.	With Most Counties 7.0-14.0
Minor Collector	Connect places > 100 with other places > 100 Connect places > 50 with places > 100 or higher function route	Serves mixed trips and provides land access	> 150	6. Parallel to principal arterial	5.0-10.0 Countywide
Local	All public roads not classified as arterials or collectors				65.0-75.0 Countywide With Most Counties 68.0-72.0

SOURCE: Urban Planning Section, Division of Highways, State of Wisconsin Department of Transportation, 1977.

## ■ Parking

Parking is an essential part of the transportation system. It is one object of a good transportation plan to provide for a balance between circulation and parking of motor vehicles. Due regard must be paid to buildings and land values. Where parking is inadequate all buildings and street activities are affected.

Bayfield's original form of parking has been curb parking, free and unregulated. With increasing use of automobiles and trucks (and hence greater demand for parking), regulations of curb usage will become necessary. At present Bayfield has approximately 250 unrestricted parking spaces within a one block radius of the central business district. Other sites that provide parking space are: Marina (120, Front Street and Washington Avenue (40), and the Ravine Trail Entrance (15).

Problems affecting street access and safety result from this high volume of on-street parking. High traffic volume on STH 13 and in the existing central business district creates many points of conflict between pedestrians, consumers and through traffic.

Ample off-street parking, storage and loading space will be needed in the commercial area of Bayfield adjacent to new and existing stores.

## ■ FUTURE STREET DESIGN CHARACTERISTICS

### ■ Local Street Design

The local street should encourage and enhance the safe, quiet, and attractive qualities of the residential sections of the community. Speeds greater than 25 mph should not be permitted on these streets. Through traffic should be discouraged. The abutting parcels should be provided with off-street parking facilities if at all possible. The absence of parking eliminates many sight obstructions and unexpected vehicle movements which cause accidents.

### ■ Local Standards

Design Speed Maximum	25 mph
Right-of-way Width	60 to 66 feet
Maximum Grade	52-58 feet minimum
Minimum Grade	10% (may need exceptions in Bayfield)
Minimum Centerline Radius	0.5% (for good drainage)
Minimum Stopping Distance	100 feet
Sidewalk Width	175 feet
Sidewalk Distance from Curb Face	5 feet
Pavement Width Without Parking	6 feet min. (except in suburban type development)
Occasional Parking Both Sides	28 feet curb to curb
Parking Land Width	34 feet curb to curb
Curb Height	4 feet (both sides)
	6 inch minimum

When lot size is small and direct off-street parking cannot be provided for, alleys may be implemented to gain parking in the rear of the dwellings. Alleys, however, should be a last resort because they provide additional pavement to maintain, need additional policing, and they have a tendency to be trash collectors. Minimum alley width should be 20 feet.

The cul-de-sac should be adequate size to handle winter maintenance equipment with a minimum 120 foot diameter end. Off setting the bulb on a cul-de-sac will require further design consideration to assure ease of vehicular movement. maximum of 20 dwelling units should guide the development of the cul-de-sac. The cul-de-sac should be adequate size to handle winter maintenance equipment. Off setting the bulb on a cul-de-sac will require further design consideration to assure ease of vehicular movement.

The street design standards implemented on the Bayfield street system should permit marking and signing to be held to a minimum in control of traffic movements. Generally, the low speeds and low volumes of traffic using these streets should not generate enough conflict points to require extensive marking and signing.

#### ■ Collector Street Design

The collector street standards are of a higher type than local street standards. They have higher functional assignments of serving traffic being collected from the arterial streets and distributed to the local streets.

Parking generally is permitted along local streets but it should be held to a minimum, as on collector streets, by providing sufficient off-street parking. The effect, obstruction due to parking will have on collector street capacity should be considered carefully to prevent overflowing on to local streets. (Regardless of the parking provisions on the local streets as opposed to the collector streets, the collector width shall always be greater than the intersecting local streets.) Moderate traffic and higher speeds on these streets will require greater sidewalk setback from the face of a curb for the safety of pedestrians.

#### ■ Collector Standards

Design Speed Maximum	30 mph
Right-of-way Width	80 feet desirable 64-72 feet minimum
Maximum Grade	5%
Minimum Grade	0.5%
Minimum Centerline Radius	230 feet
Minimum Stopping Sight Distance	200 feet
Sidewalk Width	5 feet
Pavement Width Without Parking	36 feet curb to curb
With Parking (both sides)	44 feet curb to curb
Parking Lane Width	10 feet
Curb Height	6 inches minimum

The lighting of collector streets shall as a minimum include intersection and intermediate block lighting conforming to an average horizontal footcandle output (lumens per square foot of 0.6). The lowest footcandle value at any point on the pavement should not be less than one-third.

#### ■ Arterial Street Design

The arterial street system of a community should be designed to move traffic quietly and efficiently as possible with the least amount of interruptions. Direct residential access to arterials should be eliminated by backing lots up to the arterial streets and providing access to local streets. Direct commercial access should also be minimized. Parking should not be permitted unless there is no other recourse and then an additional 10 feet of pavement width should be provided for each parking land. Parking will reduce the desired running speed and capacity on the arterial street.

Right-of-way reserved for this type of street, regardless of little initial usage, should be generous in width. In the past, communities have selected too narrow right-of-way widths and outgrew the facility early in the development of the area. The use of inadequate right-of-way width, to meet unexpected volume increase can produce traffic conflicts which are difficult and expensive to correct.

Street lighting on this type of street shall, as a minimum provide 0.9 average horizontal footcandle (lumens per square foot) with the lowest footcandle value at any point on the pavement not less than one-third the average value. This condition shall exist at the lowest output and with the luminaire in its dirtiest condition.

#### ■ Arterial Standards

Design Speed	30 - 40 mph
Right-of-way Width	100 ft. minimum 125 ft. desirable
Maximum Grade	6%
Minimum Grade	0.5%
Minimum Centerline Radius	230-450 ft.
Minimum Stopping Sight Distance	200-300 ft.
Sidewalk Width	5 ft.
Sidewalk Distance from Curb	10 ft.
Pavement Width Without Parking	52 ft.
Pavement Width With Parking	68 ft.
Pavement Lane Width	10 ft.
Curb Height	6 inches



## ■ Drainage

Street drainage should never be permitted to cross the streets of an intersection. The water should be intercepted prior to the near corner by inlets of sufficient capacity to remove the drainage. Drainage, if permitted to cross the intersection, can create very hazardous icing problems during the winter months. It is important to consider carefully the natural drainage features of the development and the limits of the flood water level.

## ■ LAND USE CONSIDERATIONS

Proposals for improving traffic circulation in Bayfield must consider the present development pattern and likely future development trends including:

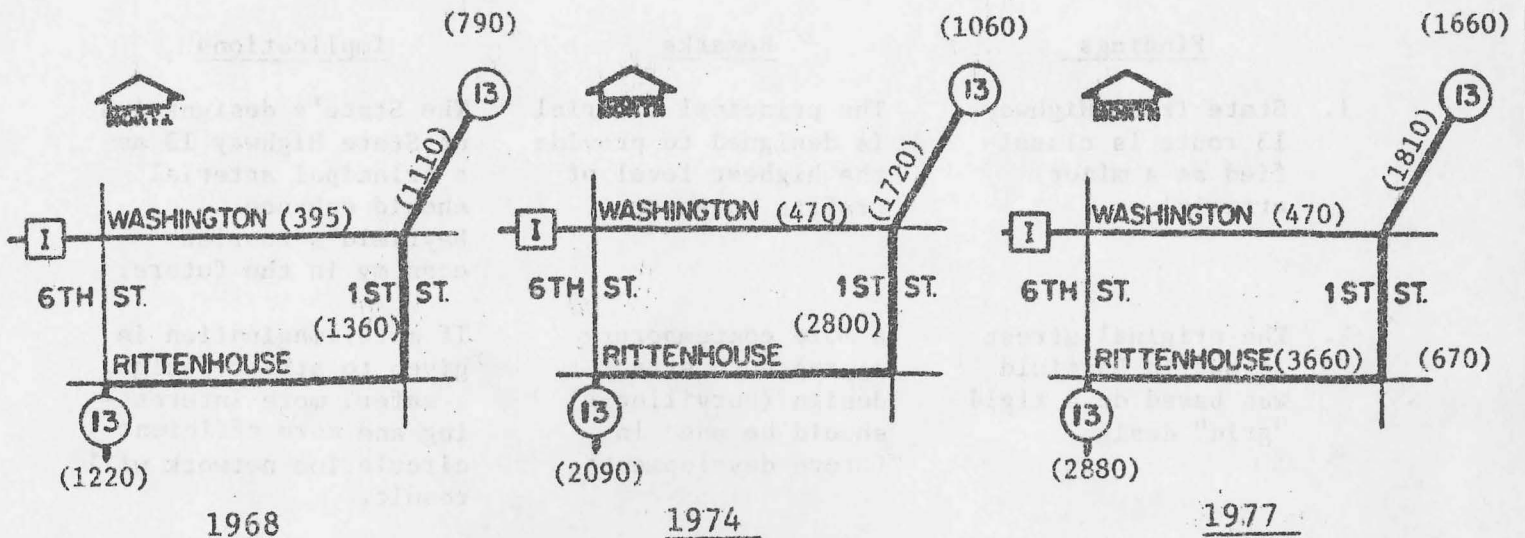
- A more concentrated commercial development on Rittenhouse Avenue between First and Broad Streets.
- Additional residential development most of which should occur in the second ward north of CTH I and west of Sixth Street; east of the ravine and west of Seventh Street in the southern portion of the community.
- A decrease in tourist and recreation-oriented business directly west of the new public marina.
- Additional parking facilities within the central business district to accommodate citizens and tourists while shopping and site-seeing in the community.

## ■ Traffic Volumes

Annual average traffic volumes have increased steadily in recent years in Bayfield. Figure 5 below shows these increasing volumes from 1968 through 1977.

FIGURE 5

CITY OF BAYFIELD ANNUAL AVERAGE 24-HOUR TRAFFIC



SOURCE: Department of Transportation Surveys.

Traffic volumes reach their peaks in July and August and taper off by November. The high increases in the last ten years shown in Figure 5 on an annual 24-hour average basis should be clear evidence that something must be done to get the through traffic out of the downtown, especially since further increases are projected.

CONCLUSIONS AND RECOMMENDATIONS

There is need for better internal flow of traffic in Bayfield. Consideration should be given to eliminating congestion on STH 13 and First, Wilson and Broad Streets. Additional off-street parking should be provided on these streets and in the business area.

Generally, there are no serious traffic problems in Bayfield during the winter months. However, summer brings thousands of people and automobiles into the community causing extreme auto and pedestrian congestion. Maintenance and improvement of existing streets, and design and maintenance for new streets, should be a primary concern in Bayfield.

Should alternatives to the private automobile be promoted on Madeline Island (bicycle, motor coach or horse coach, for example) congestion in Bayfield would be reduced. However, more off-street parking would be required.

Bayfield should support the existing pilot bus line which links northeastern Bayfield county to Ashland and Washburn. A transportation summary of Bayfield is shown in Table 27.

TABLE 27

## TRANSPORTATION--SUMMARY--BAYFIELD, WISCONSIN

<u>Findings</u>	<u>Remarks</u>	<u>Implications</u>
1. State Trunk Highway 13 route is classified as a minor arterial.	The principal arterial is designed to provide the highest level of traffic movement	The State's designation of State Highway 13 as a principal arterial should enhance Bayfield's tourist economy in the future.
2. The original street layout in Bayfield was based on a rigid "grid" design.	A more contemporary approach to street design (curvilinear) should be used in future developments.	If more imagination is given to street design, a safer, more interesting and more efficient circulation network will result.
3. Existing traffic capacities on major routes in Bayfield are not adequate to accommodate future traffic volumes.	On-street parking restrictions in the commercial area will help maintain adequate traffic capacities.	The rerouting of State Highway 13, modified off-street parking requirements and future street improvements, should adequately meet future traffic demands.
4. The traffic volumes will increase on State Trunk Highway 13.	Volumes are expected to exceed capacity.	More sufficient routing of through traffic in a safer, more enjoyable living environment.
5. Additional off-street parking facilities are needed in downtown area.	On-street parking cannot adequately meet demands during tourist season in the commercial area.	Adequate, well located off-street parking areas will enhance the desirability of the commercial area. Recent widening on Broad Street to increase on-street parking areas will also help.
6. Most areas do not have sidewalk improvements	Sidewalks should be provided (and improved where necessary) throughout the build-up areas of the community.	Sidewalks provide an element of safety as well as being a desirable circulation and aesthetic improvement in the existing neighborhood areas.



General Development  
Plan

**VIII**

## VIII. GENERAL DEVELOPMENT PLAN

### ■ INTRODUCTION

The General Development Plan for Bayfield is intended to provide guidelines for making decisions regarding future development in the community. It is based on projections of development trends, current and anticipated physical, social and economic conditions in the community and anticipated needs of the city's populace. The General Development Plan is composed of two basic elements: A discussion of planning principles and policies as they can be applied to the Bayfield area, and an application of these principles and policies in the form of a General Plan for the area. In both elements long range guidelines for ensuring sound, orderly growth of the community are emphasized. These guidelines will help the community to:

- Adjust more readily to impending major developments that will affect the community.
- Avoid mistakes in many areas of government related to facilities and services to people.
- Outline ways of eliminating existing development and service problems.

### ■ DEVELOPMENT CONSIDERATIONS

Earlier this report drew several conclusions which involved factors that will influence the development of Bayfield in the future. These factors are briefly discussed in Table 28.

Table 28 shows three items: existing conditions, forecasted conditions and proposals, and the implications of these for the community. The recommendations outlined in the second column will be refined in the development plan. The information is drawn from the analyses sections of the first report and will serve as a base for the development plan.

### ■ COMMUNITY GROWTH PATTERN

Bayfield should experience a more rapid municipal growth pattern than in the past, assuming the Apostle Islands National Lakeshore Park attracts its projected number of visitors annually. It is important that the community influence, through policy and plan, the shape of this growth. A distinct development pattern should emerge as a result--one that is compact but not overly dense, and

TABLE 28

## EXISTING CONDITIONS, FORECASTS AND PROPOSALS, AND THEIR IMPLICATIONS, BAYFIELD, 1970-1990

	<u>Existing</u>	<u>Forecast/Proposed</u>	<u>Implications</u>
1. Physical Features	Favorable climate, poor drainage, good recreational potential, development constraints in the planning area.	Preservation of the natural state, development contingent on physical features.	Development potential good in unconstrained areas. Soil conservation practices should be followed. Woodland must be preserved.
2. Population Characteristics	Stabilizing growth in recent years, substantial proportion of children and large number of retirement age people, high median age, average fertility ratio, high education level.	Population forecast of 1000+ by 1990, slow population growth based on immigration of all ages.	Increasing demand for all types of municipal services, especially social services. Local employment, housing, recreation and social opportunities must be improved.
3. Economic Characteristics	Low median family income, low labor participation rate, little local employment, limited retail trade area.	Industrial development on local scale proposed, expansion of retail sector needed, central business district (CBD) needs revitalization.	Need for an industrial corporation to promote Bayfield, industrial regulation--especially pollution control--will increase. Central business district rejuvenation is vital.
4. Land Use Characteristics	About 55% of the community land developed, some land use mix and scattered uses, CBD is in only fair condition, fair housing but little variety, few parks.	By 1990, 30 acres additional residential land, 3 to 5 acres commercial, and 10 to 12 acres additional industrial. Additional parks, open space, and community facilities needed.	Land use controls needed, building and housing regulations needed, expansion of local housing market.

TABLE 28 (cont.)

	<u>Existing</u>	<u>Forecast/Proposed</u>	<u>Implications</u>
5. Transportation Network Considerations	Major community traffic carrier is overcrowded for it's capacity, "gridiron" pattern wasteful, local congestion in CBD, curbside parking, and poorly graded streets.	Relocation STH 13, new local street patterns, off-street parking in CBD area.	Easier traffic flow through community, less traffic-pedestrian congestion in CBD.
6. Community Facilities and Services	Parks and recreation areas are not adequate for present needs--refuse collection is not provided--some of the fire protection equipment needs upgrading.	Additional city-wide and neighborhood parks and equipment will be needed to assure adequate recreation facilities for city residents--growth and development will demand improved services.	Adequate facilities and services will help to attract new people, commerce and industry.
7. Utilities	Sewer mains are inadequately sized, infiltration is a problem and many are deteriorating, additional manholes are needed, water mains are undersized and additional fire hydrants are needed.	New development will require main extensions and further compound sewage collection and water distribution problems.	Undersized existing mains may restrict utility service in some areas to the extent of severely limiting future development. Available water volumes will continue to be critical for adequate fire protection if undersized mains are not replaced.

one that is contiguous to existing development. Certain economies will arise from such a pattern, among them utility costs, street and road expenditures, and other municipal services. Development outside the community should be discouraged until municipal services can logically and economically be provided to areas of undeveloped land.

## ■ LAND USE PLAN

### INTRODUCTION

Since land development trends shape the physical pattern of a community and often determine its livability, they are important items to be identified and controlled. A land use plan will form a policy guide from which the City Plan Commission and City Council can make intelligent decisions affecting the physical pattern of the community.

The following plan is designed to serve as a policy document. Its broad principles of land use planning and community development will serve as a basis for the more refined community development objectives and proposals that follow. An understanding of the principles of the land use plan will help Bayfield's officials to make day-to-day decisions with specific goals in mind.

## ■ RESIDENTIAL LAND USE PRINCIPLES

A basic goal of residential development is to provide a pleasant and rewarding living environment for the inhabitants of the area. This environment must be fostered and preserved in all residential development, whether single, or multi-family housing, seasonal housing, mobile home parks or even transient resort-hotel housing. Although specific needs of these different types of residential development may differ, some basic considerations, or planning principles, apply equally to all:

- Residential developments should be designed to promote the health, safety and welfare of the inhabitants.
- They should be conveniently located in relation to all community facilities and services.
- They should be within easy access to commercial, industrial and primary transportation facilities.
- They should blend with the overall community pattern.



However, there are some differences in proper development of particular types of residential areas. For example, there is often a need to prevent hazardous mixture of residential uses such as single-family homes, multi-family homes (usually apartment buildings), mobile homes, and seasonal or transient housing. Indiscriminate mixture of these four uses can be detrimental to all of them.

The specific requirements of these four types of residential development need to be considered separately. Some of the basic considerations are:

- Single-family residential areas generally require fairly large lots, a street system which does not carry large traffic volumes and which provides safe and easy access.
- Multiple-family dwellings may require larger lots, central parking areas, easy access to shopping and recreational facilities, centralized play areas and special land controls. Because the families live closer together than in single-family residential areas, sufficiently large parks should be nearby for common use.
- Mobile homes should be restricted to a well-designed park that offers all the amenities (such as recreation, parking, ready access to public facilities, etc.) available to residents of other types of high-density developments. The park should not be located immediately adjacent to major traffic carriers. Mobile homes, in keeping with these needs, should not be scattered throughout the community.
- Seasonal residences are not necessarily incompatible with year-round residences. However, because seasonal residences rarely require year-round services, such as schools, it is not as important that they be located near these facilities. Seasonal residences should be near vacation-type recreational facilities and convenience shopping areas. Services such as winter garbage collection are often not necessary for winter-vacant homes, but off-season police and fire protection are essential. Finally, seasonal residences should not be allowed to divide permanent residential areas, since it then becomes difficult and expensive to service a scattered permanent residential population.

## RESIDENTIAL LAND USE OBJECTIVES

Short-range goals for land use in Bayfield are as follows:

- New residential development should be encouraged in areas contiguous to existing development.
- New multi-family dwellings (and public housing) should be encouraged in areas of residential use bordering the commercial district.
- Vacant areas within the community that are located within existing residential areas should be developed.
- Development should be staged, to allow for utility expansion and prevent random development.
- Residential development should not encroach upon lakefront land, which is best reserved for public uses.
- Bayfield will have to prepare for development in the residential land use sector due to increasing urbanizing pressures for seasonal and year-round homes. This will require strengthening and enforcement of local land use regulatory controls (such as zoning and subdivision control ordinances).
- In order to ensure a high-quality neighborhood, building and housing codes will have to be developed and enforced.

## RESIDENTIAL LAND USE PROPOSALS

Several proposals for residential land development in the Bayfield area are listed below. These are general proposals, derived from the principles and objectives stated earlier, and will be discussed in more detail in the following paragraphs. The Planning Commission may alter these proposals in the future, based on its judgment of needs at the time and again applying the stated principles and objectives.

- The need for additional land during the planning period is based upon the projected increase of at least 100 people over the 1970 population. To accommodate this additional population, Bayfield will need to utilize approximately 15 to 20 acres of vacant land or structures within the community limits.
- As pressures for single-family residential growth increase, development should be staged with adjacent areas developing as existing ones are filled in.
- Single dwellings or random development in the open or wooded areas within the community should be discouraged.
- Multi-family or public housing should be developed, if possible, in the east-central portion of the community. Sites in this area will provide residents with easy access to the commercial district, post office, library and park facilities.
- Other factors that should be considered in selecting residential growth areas are soil suitability, drainage, topography, traffic circulation, adjacent land uses, and economy of providing utilities and services. Considering these factors, the areas left for residential expansion in Bayfield are essentially limited to the northeast and southwest quadrants of the city.
- Contingent upon the above factors and the rerouting of STH 13, most of the residential growth should occur in vacant areas of the existing residential area or, within approximately one block of existing utilities. Should the wooded northwest area be properly replatted so that it could be more safely and economically served by streets and utilities, then it also could provide for sound growth within the city limits.

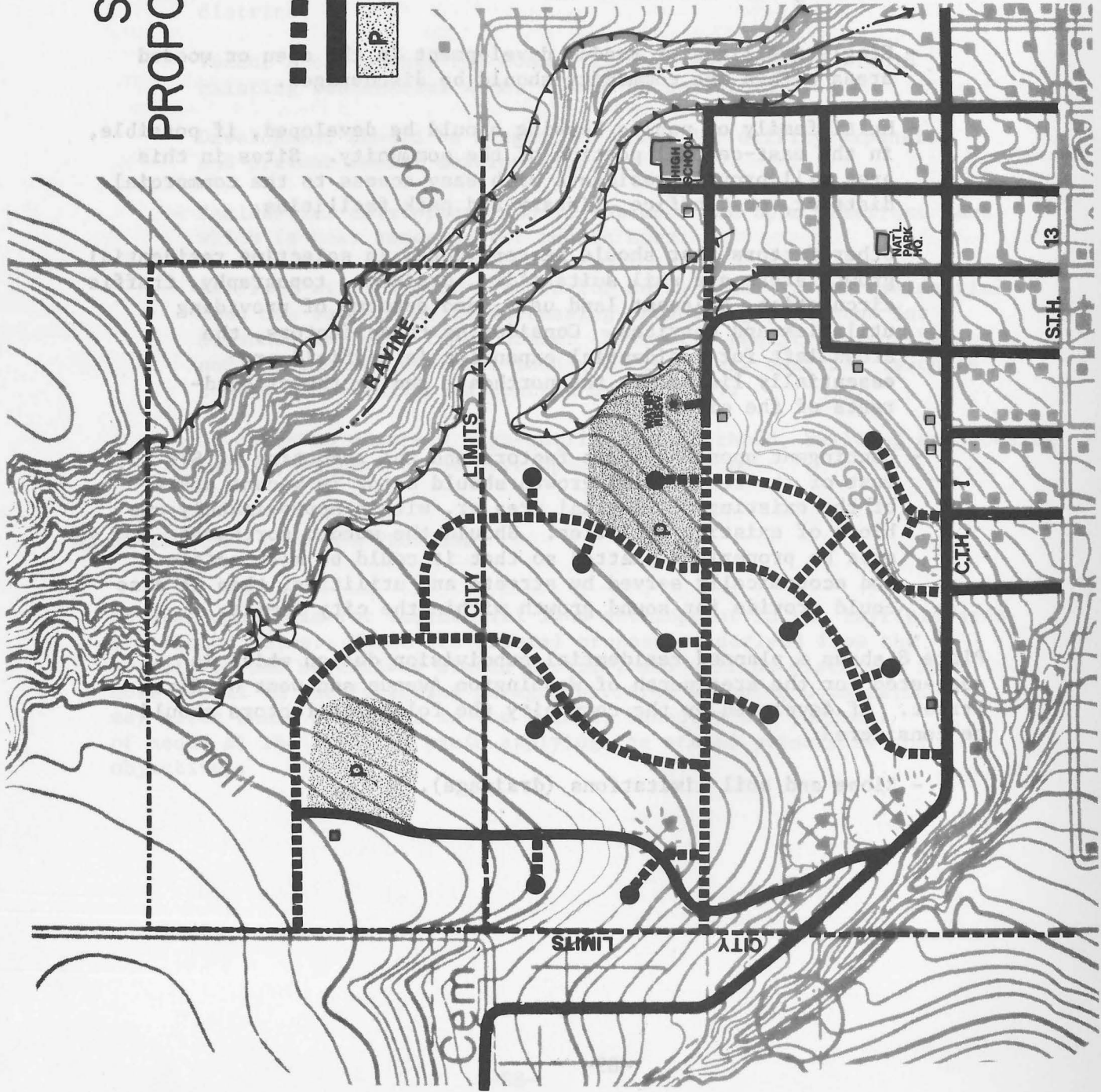
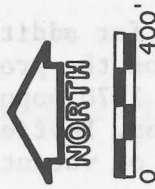
Plate 8 shows a planned residential subdivision design which is suggested for the area north of Washington Avenue and west of Sixth Street. If developed by the community the following factors should be considered:

- Slope and soil limitations (drainage).

# SECOND WARD PROPOSED STREET PLAN

## LEGEND

- ■ ■ ■ ■ PROPOSED STREETS
- ▬ EXISTING STREETS
- P ■ PROPOSED PARK SITES



- Site of existing water reservoir.
- Distances and costs to provide utility services.
- Existing platting or cost of replatting of this area.
- Limited ownership--multiple ownership will almost eliminate replat possibilities. The city and county must work together. This area will be a severe liability to Bayfield if it is developed as laid out in the original plat.

Desirable residential areas outside the city limits should be annexed before or as development occurs so that special assessments and property tax revenues can be used to help pay for municipal services. Following annexation, the City of Bayfield could apply zoning, subdivision control and official map ordinances, as well as building quality control ordinances (building and housing codes), to help assure economical and environmentally sound expansion.

#### ■ COMMERCIAL LAND USE PRINCIPLES

A basic goal for commercial land use is to promote a commercial area that contains a full variety of goods and services, fulfilling the needs of the community without becoming a liability to it. Some general principles apply to commercial development in Bayfield:

- Shopping center location within walking distance (one-half miles maximum) of the market population.
- Sufficient off-street parking and safe and efficient traffic access, egress and interior flow.
- Varied sites useful for several types of commercial activities.
- Expansion space.
- Safe, attractive and functional design of shopping complex.
- Minimum conflict with other urban activities; intelligent use of physical and topographical features of the land.
- Compactness, with a full range of goods and services available within short walking distance of one another.
- Adequate shipping, loading and storage areas.

Different types of commercial activities, such as business services, retail outlets, highway-oriented and recreation-oriented commercial activities, industrial services, and wholesaling have different types of requirements:

- Retail and service outlets depend on ready access by foot or car, and their location should reflect this need. Off-street parking, compactness, and attractiveness are prime considerations.
- Industrial, business and other specialized services are best located near their customers, with general public access a secondary consideration. Banking and financial services follow a similar pattern, but with more emphasis on public access. Centralized locations are not as important for these as for retail commercial activities.
- Highway commercial uses should be located in compact clusters near major traffic carriers, with safe access a prime factor. Resort commercial uses should follow a similar cluster pattern with regard to environmental features, such as bodies of water. In both cases, attractiveness, aesthetic appeal, and efficient utility systems are vital.
- Wholesaling and warehousing are best located as buffers between commercial and industrial areas, on land of less than top market value. Loading and shipping facilities are necessary, as is proximity to rail and truck transit.

#### ■ COMMERCIAL LAND USE OBJECTIVES

Bayfield's objectives for commercial land development should be as follows:

- A compact efficient central business district that would provide the day-to-day needs of the community residents.
- Grouping of highway-oriented commercial development in a non-central business district location, but as near major traffic carriers as practicable.
- Discouragement of additional "spot" or "strip" commercial development in the community or planning area and elimination of existing development of this type.

#### ■ COMMERCIAL LAND USE PROPOSALS

Considering current conditions and needs in Bayfield, these proposals are appropriate:

- The CBD should continue as in the past except development should occur as presented:

1. Buildings along Rittenhouse Avenue should not be removed to provide needed parking lots, but these lots should occur on side streets. This will keep Rittenhouse Avenue from becoming an avenue of intermittent gaps.
2. Other commercial activities as stated in "Principles" should be concentrated in areas designated on Plate 9. These proposals should solve most of the problems of grouping compatible commercial uses and lessen the degree of pedestrian and automobile congestion in the future.

- Highway-oriented commercial areas should be compactly and pleasantly designed. Such areas would likely contain service and repair stations, and drive-ins catering to both travelers and local people. They generally require two to three acres of land including parking, located adjacent to major traffic carrying streets.

- Wholesaling, warehousing, business and industrial services will likely be located in an industrial park area.

The community will have to enforce land use controls and building quality controls in order to ensure sound, non-offending commercial development, free from "spot" or "strip" developments, shoddy structural conditions, garish lights, and so forth. The overall appearance of the community should be of prime concern. A decorative motif might be employed in the design of the CBD. An architectural control ordinance based on the recommendations of a professional architect may be useful here.

The process of CBD redevelopment could be lengthy since the community is not in a position to undertake a massive renewal project in the near future. As an alternative, a policy of enticing new and local businesses to set up operations in the recommended locations, perhaps through some form of subsidy, could be followed. Land use controls such as zoning can also be employed.

The above proposals are only one interpretation of commercial land use principles and objectives and can be altered to meet changing needs.

## ■ INDUSTRIAL LAND USE PRINCIPLES

Bayfield lacks a good industrial base because the community is far from major metropolitan areas. Development of an industrial base will be difficult, nonetheless, steps in this direction may prove helpful. As with other types of land use, certain planning principles apply to the development of land for industrial use.

- Industrial development should be in one or two compact areas well buffered from conflicting land uses, such as residential, and close to regional and local transportation facilities, public utilities, and commercial business services. In some cases, proximity to a labor force is important.
- An adequate supply of industrial land, usually in the form of an industrial park, is necessary for existing industrial activity and future expansion.
- Industrial sites and structures must be closely regulated and maintained to prevent blight and declining property values. Potential pollution hazards (e.g., smoke, water pollution) must be regulated and taken into account in location of industrial land uses.
- Industrial uses can occupy land of less than top market value; they should not take up land better used for residential or park uses, for example, and should be located with reference to proper soil types, topography, and natural features.
- Industrial development should occur on land within the corporate area or on land due to be annexed, so that the municipality will have control over development conditions and be able to provide needed services economically.

## ■ INDUSTRIAL LAND USE OBJECTIVES

Recommended objectives about potential industrial development are listed below. The basic one is to attract industry. This can best be considered an overall goal in the light of other objectives:

- Industrial development should take place in an industrial park in or adjacent to the city limits.
- Scattered location of new industry outside the park area should be discouraged.
- The community should make every effort, without placing itself in a financially difficult position, to create an attractive environment for industrial development.



## INDUSTRIAL LAND USE PROPOSALS

Proposals involving industrial land use are contingent upon the community's efforts to attract these activities. Assuming such development takes place, the following proposals will be viable:

- The existing industrial site (about six acres) is in conflict with surrounding land uses. Industry in this area should be relocated and further use of this area by industry should be prohibited.
- Future development should be confined to an industrial park where utility extensions, intensive police and fire protection and rail/highway transportation facilities exist or would be readily available.
- Bayfield, Washburn and Ashland could combine resources and possibly obtain this site as a joint industrial park. Further investigations of this matter should be continued by the local officials of these communities.
- Adequate control of the land, buildings and industrial operations in the industrial park should be provided through zoning, restrictions incorporated in deeds of sale or leases, the provision of continuing management and through zoning.

## PUBLIC FACILITIES LAND USE PRINCIPLES

Public facilities include all government buildings, schools, libraries, public protective facilities, parks and open spaces (also included are public utilities, to be discussed separately). Generally speaking, public facilities include any building or space that is used by the public.

Like other types of land use, the community must develop and regulate public land within the framework of sound planning principles:

- Public facilities should be accessible to all citizens, insuring equal benefits for those whose taxes are supporting the cost of facilities.

- They should be of a size adequate for existing needs and be flexible to allow adjustment as needs change.
- Most public facilities should be centrally located in a community, preferably in a "civic center" adjacent to the CBD. Schools, parks, and open spaces are best located near residential areas. Service areas should determine in large part the location of facilities--they are best located in the center of the service area.
- Public facilities, housing and complementary services are often best combined, such as administrative, police and fire protection facilities.
- While public facilities (parks and open spaces excepted) usually do not conflict with other land uses to the same degree as do commercial or industrial uses, they are best confined to separate areas to minimize any detrimental influences.
- Because major public facilities represent large capital outlays by the municipality, their construction must be programmed ahead of time, and site selection should be based on sound general principles of land use planning.

#### ■ PUBLIC FACILITIES LAND USE OBJECTIVES

Recommended objectives for Bayfield in determining the sites and physical characteristics of its public facilities center around the basic goal of providing adequate community services. These services, in part, require good physical facilities. Hence, the following objectives:

- Upgrade all existing public facilities to meet area-wide standards.
- Develop new facilities as needed in appropriate areas.
- Centralize complementary facilities so as to provide for an efficient range of services.
- Design and locate facilities with reference to anticipated community growth pattern.

## PUBLIC FACILITIES LAND USE PROPOSALS

A number of proposals are made below concerning public facility improvements. These proposals are based on the needs of the community at this time, needs that will likely become greater as the community grows (see Plate 9):

- The old courthouse should be preserved as a historic landmark and, if possible, used as administrative offices.
- The existing fire station should be maintained as needed and should expand with acquisition of additional adjacent sites.
- Police protection should be upgraded as needed and as suggested in the community facility section of this report. The police station in the new city hall should contain administrative facilities as well as storage and maintenance facilities for the patrol car.
- Operation of the city library should continue as suggested in the Community Facilities and Services Section (Chapter VI).
- The ravine areas must continue to be protected from encroaching development to preserve existing downstream development and storm drainage facilities.
- Neighborhood park sites should be acquired along the north, south and west city limits before these areas are completely developed. Reasonably level land is needed for softball fields and the sites identified on Plate 9 and Plate 18 could all accommodate one or two fields, if enough land can be acquired. Both a neighborhood and a city-wide park could be combined on any of these sites outside the city limits. A city-wide park in the location south of the city could be tied in with the lake and a future bike trail on the abandoned railroad tracks.
- Every effort should be made to acquire the existing Wilson Avenue softball field site. This heavily used recreation area is also needed for winter ice skating and various community festivals. A combination warming house/toilet facility at this site would also complement a beach area at the end of Broad Street. Additional lake frontage should be acquired adjacent to Broad Street.
- Additional parking spaces must be developed in the vicinity of the marina especially if additional slips are developed as planned.

CONCLUSIONS

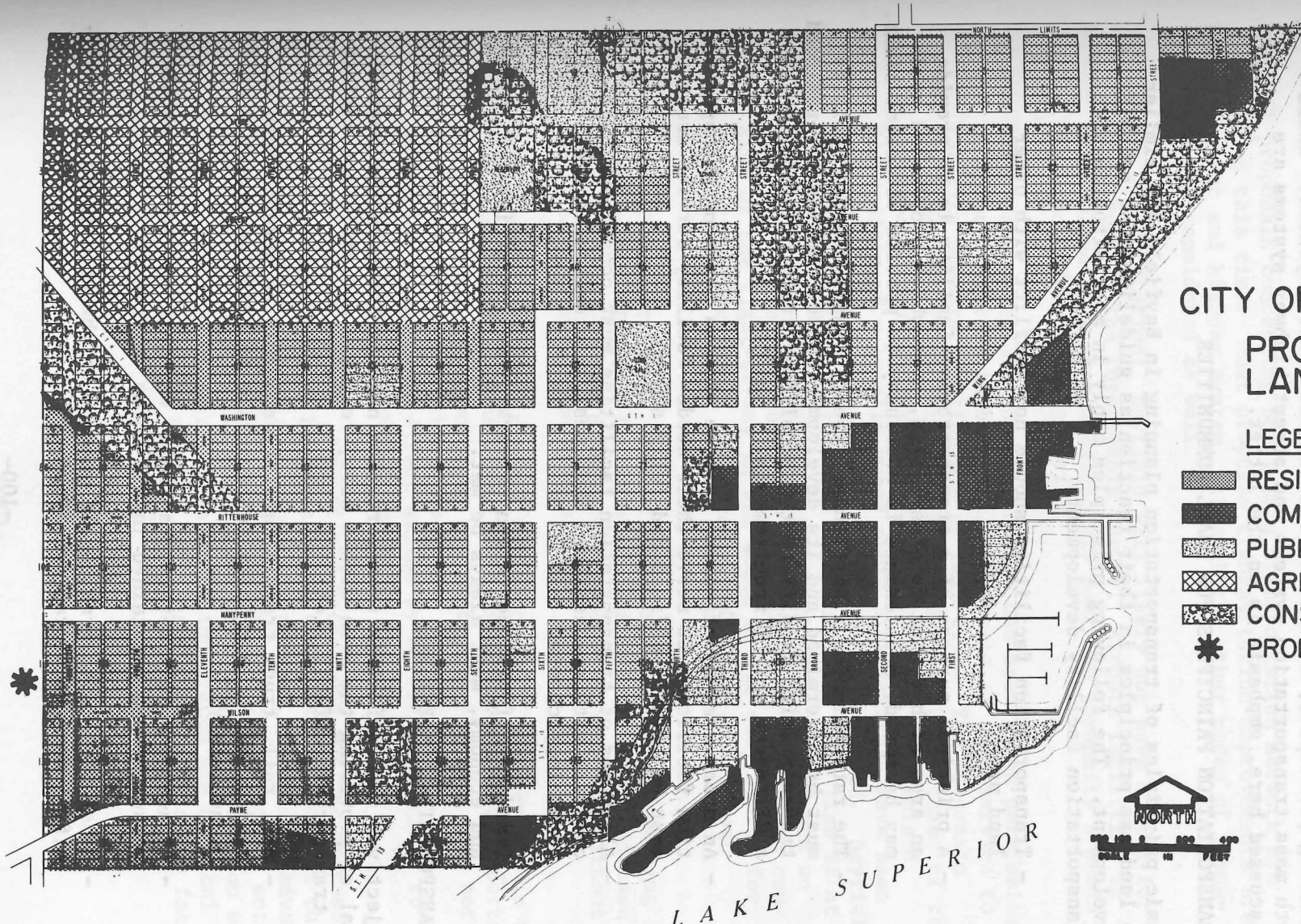
The preceding discussion has dealt with sound planning principles, objectives and proposals for continued land development in the city and the planning area. Plate 9 summarizes recommended locations of the various types of land uses and should be used as a guide for future development of the city. While additional development is inevitable in the planning area as well as in the city, most new development should be encouraged within the city limits where public services and utilities can be most economically provided. Areas shown as conservancy, agricultural, forestry or open space, should generally remain undeveloped. These areas should not be needed for development during the planning period and will be better utilized and result in less liability to the city if they remain as planned. Scattered development the northwest part of the city should definitely be discouraged.

- Operation of the city library should continue as suggested for the City Community Facilities and Services Section (Chapter VI). The existing water and sewer lines should be protected from encroaching development or otherwise existing development and storm drainage facilities.

- Neighborhood park sites should be acquired along the north, south and west city limits before these areas are completely developed. The development of the city should be limited to the city limits and the city limits should be maintained as a city-wide park in the location south of the city limits. A city-wide park in the location south of the city could be tied in with the lake and a future bike trail on the lake.







- Every effort should be made to acquire the existing Wilson Avenue softball field site. This heavily used recreation area is also needed for future recreation and various community facilities. A combination existing home/office facility at this site would also complement a beach area at the end of Broad Street. Additional lake frontage should be acquired adjacent to Broad Street.

- Additional parking spaces must be developed in the vicinity of the existing parking areas if additional sites are developed as planned.



# CITY OF BAYFIELD PROPOSED LAND USE

## LEGEND

-  RESIDENTIAL
-  COMMERCIAL
-  PUBLIC/QUASI-PUBLIC
-  AGRICULTURE / FORESTRY
-  CONSERVANCY
-  PROPOSED PARKS



LAKE SUPERIOR

## ■ TRANSPORTATION

### INTRODUCTION

This section of the General Development Plan outlines transportation planning principles, objectives and proposals for Bayfield. While both mass transportation systems and street/highway systems are discussed here, emphasis is on the latter.

## ■ TRANSPORTATION PRINCIPLES FOR SMALL COMMUNITIES

Basic principles of transportation planning in Bayfield are similar to land use principles in their function as guidelines for overall development. The following principles apply in most situations of transportation facility development:

- Transportation facilities should not conflict with other land uses.
- A principal purpose of a transportation facility is to provide an area with a link to other areas, over which people and goods may be moved; maintenance is necessary to provide efficient links.
- The rationale for a particular type of transportation facility must be determined and its development needs considered--railroad transportation is different from highway transportation, and has a different set of requirements.
- An urban area's activities require various types of transportation facilities to serve their needs. Facility service areas must be clearly defined and fully served.
- All types of transportation facilities must complement, not conflict with one another. They must be flexible as needs and technology change.
- Standards of transportation networks, such as efficiency, safety and economy, must always be met.

## ■ TRANSPORTATION OBJECTIVES

Objectives for Bayfield's transportation network focus on the overall goal of providing the area with a safe, reliable and efficient variety of transportation facilities:

- Bus, rail, truck transit facilities should be strengthened as needed; direct community intervention in doing so probably will be necessary.
- An adequate link between Bayfield, Washburn and Ashland should be sought and maintained in all forms of transit.
- Local street patterns should conform to the objectives of safety, efficiency and attractiveness.

- The expenses of constructing and maintaining the local street/highway network should be held to a reasonable minimum by programmed development and economical street layouts.

## TRANSPORTATION PROPOSALS

Several proposals concerning Bayfield's transportation network are possible at this time. Most proposed transportation improvements are in the street and highway system, although the other modes of transportation are considered as well.

- Air Transportation: Bayfield will likely not have a need for an airport in the foreseeable future. Airport facilities in the Ashland area should adequately meet the community's needs throughout the planning period.
- Rail Transportation: Since the C&NW has been given permission to abandon service to Bayfield, the future of rail service to the city appears questionable at this time. The Wisconsin Department of Transportation is considering the purchase of this proposed abandonment from Hayward to Bayfield and Ashland. Discussions of a locally owned short line railroad have been held and interest in a tourist train has been voiced. Bayfield officials should encourage the maintenance of this line if at all possible. If, however, these tracks are removed and no railroad is reestablished, the city should at least gain control of the right-of-way in and south of the city limits for recreational purposes, offstreet parking and winter boat storage.
- Truck Transportation: Present trucking services are meeting local needs. Demands for this service will probably increase and private firms can be expected to meet this demand without any direct intervention by the city.
- Bus Transportation: As noted in Chapter VII, bus service in the Bayfield area is minimal. While it is an important transportation service, limited patronage by residents and visitors does not appear to warrant additional service. Unless this situation changes, no direct action by Bayfield officials to encourage increased service should be necessary.
- Streets and Highways: Much of the background for the proposals involving streets and highways in Bayfield is contained in the transportation analysis section, Chapter VII. Proposals advanced here are based on current conditions in the community and anticipated future needs. State aids for construction, operation and maintenance of Bayfield's transportation system are of vital concern to city officials and must be considered along with other factors in developing a transportation plan.

## ■ State Aids\*

State highway aids for construction, operation and maintenance are derived from the state motor vehicle fuel taxes, motor vehicle registration, driver licensing fees and motor carrier fees. These funds are administered by the Division of Highways as a segregated fund to be used for mass transit and highway related purposes in accordance with the provisions of Section 20.395 and Chapters 83, 84 and 86 of Wisconsin Statutes.

For more than 25 years, study committees have looked at state-local finances and criticized the formula used for distributing state aids. The formula they examined has grown since 1925 without any major revision. Addition of various supplemental aids in the 1930's and 40's only complicated the formula while diverting it from its original concept. The old formula was inequitable, providing some communities with as little as 18 percent of their transportation expenses while covering more than 100 percent of others. The formula placed unfair burdens on property taxpayers. Communities with roads that serve primarily non-local traffic were required to contribute local tax dollars for most of their maintenance and construction.

A new state highway aids formula has been adopted as part of "Chapter 29," the Laws of 1977. Under the new formula, a county or municipality's share of aids is based on several factors which reflect their needs relative to other counties and municipalities in the state. The new formula recognizes need for parity and for relieving local tax burdens.

The new formula is based upon three factors: 1) the functional classification of the highway system, 2) actual costs (after a two-year cost reporting period) and 3) relative responsibility between state and local government. Functional classification accounts for how the roadway is used and starts the process of establishing fair state support. Actual cost factors are responsive to the fact that it is more expensive to do road work in some areas, such as red clay areas, than it is in others. The formula provides that costs incurred by local communities should help determine their state aids. The responsibility factor stipulates that state responsibility a factor of 800 for arterials, 550 for collectors and 300 for local roads.

So that no municipality need suffer financially in changing to the new formula, the legislation includes a "hold harmless" clause. This clause ensures that all municipalities will receive at least as much aid in the next two years as they receive now. Each unit of government that would receive less aids according to the new formula, than they did in 1977, is "held harmless." Once a municipality receives aids according to the new formula they remain on the new formula for good, however.

\*Much of the information in this section was taken from "Chapter 29," Laws of 1977 (State of Wisconsin, Madison, Wisconsin, June 29, 1977).



## ■ Functional Street Classifications

Figure 6 illustrates the functions of the three basic street classifications.

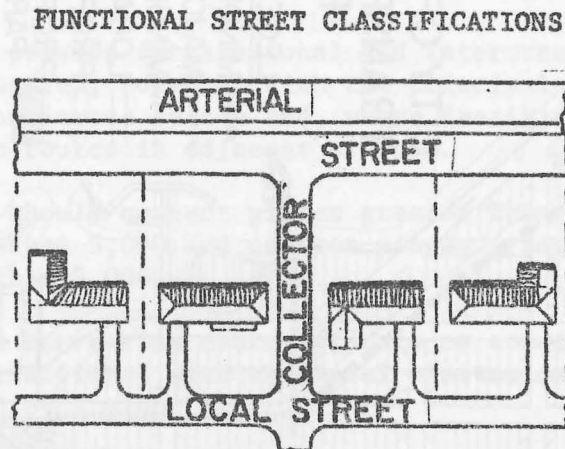


FIGURE 6

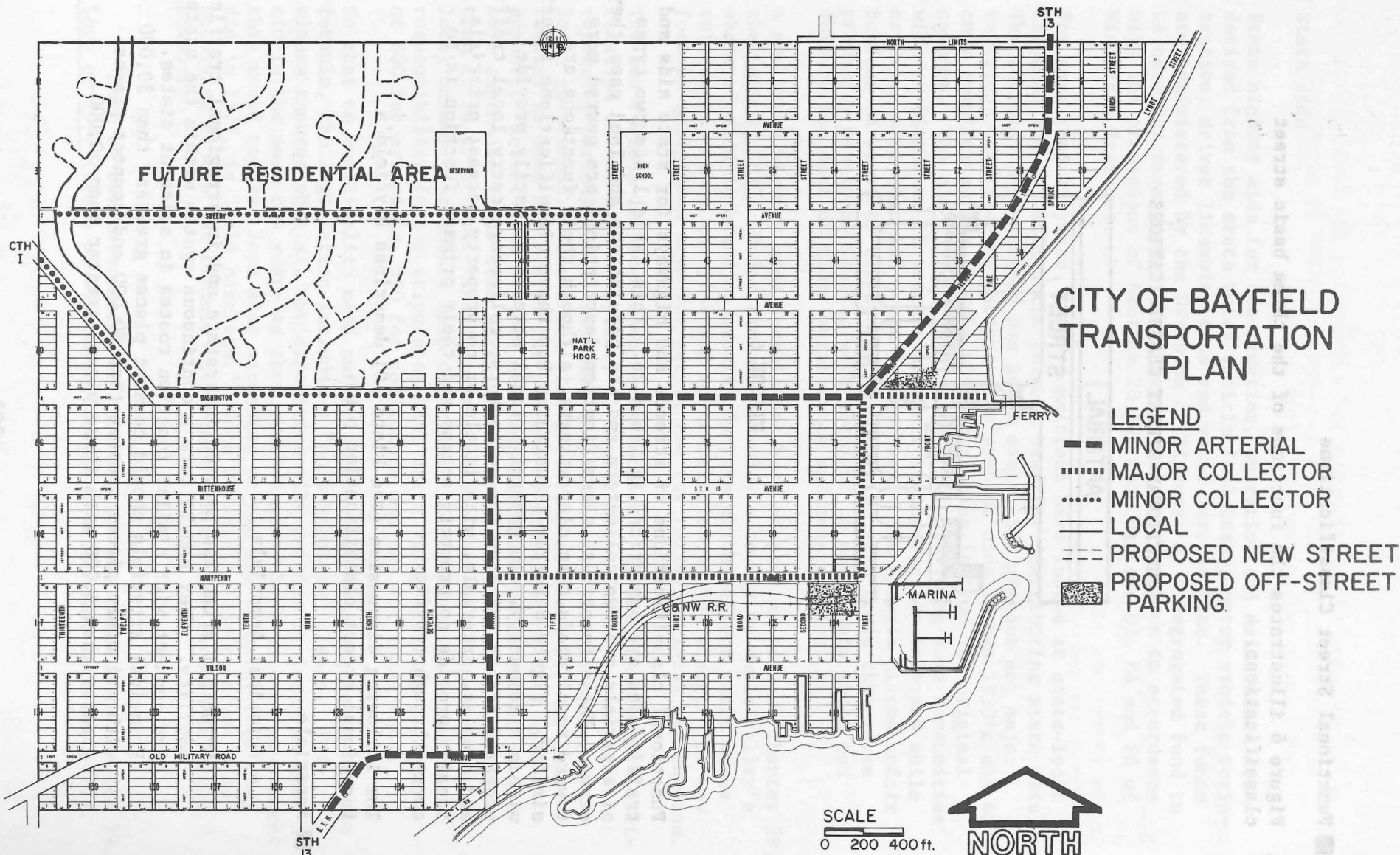
Functional classifications of streets and highways for state aids and traffic uses are summarized in Table 26. This table lists two types of arterials and two collectors and the populations and land uses they serve. These functional classification descriptions are geared more toward rural roads than city streets, although their functions are similar. Figure 6 better illustrates how these classifications function within a community. In general: local streets primarily provide property access and stop for collectors; collectors carry local traffic to, and stop at, arterials, with little or no property access; arterials, ideally provide no property access and their primary function is to carry through traffic.

The following discussion (see Plate 10) describes Bayfield's functional street classification plan.

### ■ Arterials

#### - Principal Arterials

Principal arterials provide interstate and interregional traffic mobility. They should form a continuous system within the state and connect with similar function routes in adjacent states. Principal arterials should connect places greater than 50,000 with all other places greater than 50,000 and connect places greater than 5,000 with those places greater than 50,000.



The nearest principal arterials in Bayfield County are US 2 and 63. All other highways north of 2 are either minor arterials, collectors or locals and these classifications are not expected to change during the planning period.

#### - Minor Arterials

Minor arterials provide intraregional and interarea mobility. The minor arterial system, together with the principal arterial system, should form a continuous system and, where feasible, connect with similar function routes in adjacent states.

Minor arterials should connect places greater than 5,000 with other places greater than 5,000 and connect places greater than 1,000 with places greater than 5,000.

In addition, all recreation centers (state or county parks, or other recreational attractions) with an annual visitation greater than 300,000 should be served by a minor arterial.

Highway 13 is classified as a minor arterial north of US 2 and through the city of Bayfield. Plate 10 shows Highway 13 moved one block north of Rittenhouse Avenue (its present route) on Sixth Street to Washington Avenue, then east on Washington to Wing Avenue and then northeast out of the city.

This rerouting of Highway 13 probably will not receive immediate acceptance by the Division of Highways or the business community. However, as summer traffic volumes increase, so should interest in removing through traffic from the business district. When the new ferry dock is completed, this rerouting of Highway 13 should prove effective in relieving downtown summer traffic congestion. Possible location of the Apostle Islands National Lakeshore headquarters in the old courthouse would provide further reason to reroute the highway.

#### ■ Collectors

##### - Major Collectors

Major collectors provide intra-area travel mobility and land access within localized areas. They are also feeders to the arterial system from places greater than 100 population. Major collectors should connect places greater than 1,000 with other places greater than 1,000, connect places greater than 500 with other places greater than 1,000, connect places greater than 500 with other places greater than 500, and connect places greater than 100 with places greater than 500.

In Bayfield, when municipal parking lots are developed behind the city hall and along the abandoned railroad property, a major collector should be to connect them with Highway 13. The route of this collector should run along Manypenny Avenue from Sixth to First Streets, then

north on First to Washington, then east on Washington to the new ferry dock. Properly signed and promoted this route and the proposed parking lots should take traffic pressure out of the business district.

#### - Minor Collectors

Minor collectors provide intra-area travel and mobility within a localized area but with more emphasis on land access. Minor collectors connect places greater than 100 with other places greater than 100 and connect all places greater than 50 with places greater than 100 or with higher function routes.

Proposed minor collectors in Bayfield are Washington Avenue (CTH I) from Sixth Street to the west city limits; and Fourth Street from Washington north to the high school. Fourth Street should continue west on Sweeney Avenue into the northwest part of the city if and when this area is developed. As the southwest portion of the city is developed, and if development west of the city limits continues, additional collectors may also be needed in this area in the future. For the remainder of the planning period, however, through traffic should be discouraged in this part of Bayfield.

#### ■ Locals

All other streets not classified as arterials or collectors are locals. The primary function of a local street is to provide property access and their collector function is secondary. Most streets in Bayfield are locals and unless and until the city grows considerably, the functional classifications shown on Plate 10 should adequately serve projected traffic needs.

#### ■ Parking

Parking spaces in downtown Bayfield are at a premium during the summer months. Shoppers must compete with ferry and excursion boat passengers for the limited on street spaces available. If a viable business district is to survive and prosper offstreet parking lots must be developed.

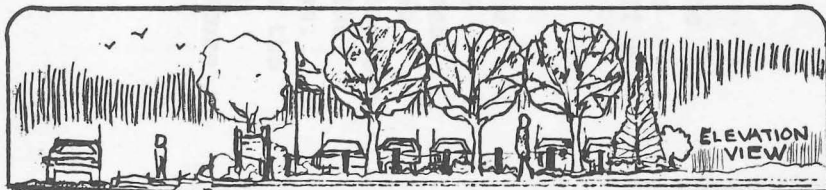
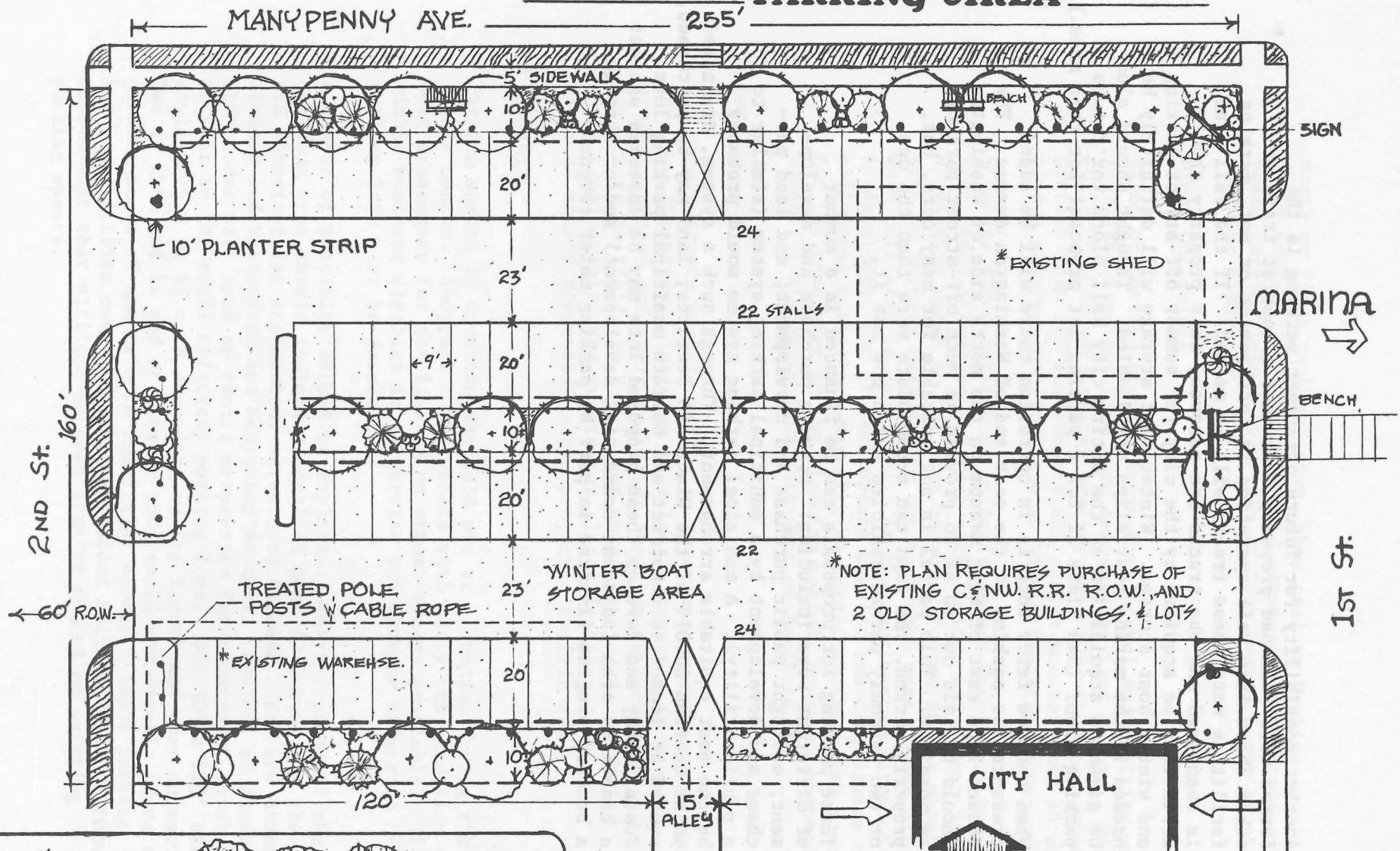
A number of possibilities should be explored. Redevelopment of the downtown area should include removal of most if not all of the old deteriorating residential structures between First and Broad Streets and Washington and Manypenny Avenues. Removal of these structures will open up choice properties for commercial development as well as for small offstreet parking lots. One 40' x 120' lot could park 9 to 12 cars depending on its layout and rear access. Two of them end to end or side by side could conceivably serve the parking needs of one or more commercial blocks. These parking lot possibilities must be purchased before they are lost to future development that will put an even greater demand on existing parking spaces.

Another possibility for future offstreet parking is the former C&NW railroad property. Whether a tourist train or other short line rail operation is forthcoming or not, parking facilities near these tracks will be needed. If the rail line is abandoned and the tracks are removed, this property should definitely be acquired by the city for summer off-street parking and winter boat storage. Winter boat storage will definitely be needed if the marina boat slips are doubled. Thought should also be given to acquisition of the entire city hall block for future parking also. (See Plate 11 for a parking lot proposal for this area.)

When the new ferry dock is in operation there will be added pressure for parking at the east end of Washington Avenue. The vacant land east of Wing Avenue on the north side of Washington should be laid out so as to provide as much off-street parking as possible. This parcel is not suitable for many cars, but, properly marked, the land can accommodate more than the one or two randomly parked vehicles which now use it.

These parking lot proposals can be financed in a number of different ways including: private purchase and development; outright public purchase and development; and land purchase and development by a municipal parking system (similar to a public utility). A municipal parking system would probably be the most equitable arrangement. Through such a system, organized under Section 66.079 of the Wisconsin Statutes, land may be purchased, rented or leased to construct and operate municipal parking lots. Costs to buy and develop these proposed lots may be assessed against a benefited area (adjacent commercial development) and/or through a bonding program financed in part by parking meter revenues.

# City of BAYFIELD - PROPOSED MARINA & DOWNTOWN PARKING AREA



RGB

plate II

## COMMUNITY FACILITIES AND SERVICES PLAN

### INTRODUCTION

This chapter of the General Development Plan investigates the quality of existing community services and makes recommendations concerning future needs in these areas. Some of the information contained here is a reiteration of the community facilities proposals of the Land Use Plan. However, the Land Use Plan is primarily concerned with physical facilities while the Community Services Plan concentrates on services to people.

### THE FUNCTIONS OF A COMMUNITY

Before analyzing the services of a community or making proposals about services that ought to be provided, the basic functions of a community must be defined:

- Provide facilities and means for local governmental processes and administrative activities.
- Provide individual and property protection against fire, crime and other dangers.
- Provide transportation routes and facilities.
- Provide means and services for waste treatment and disposal.
- Provide educational facilities and services.
- Provide for public health.
- Provide recreational facilities and services.
- Provide for the general welfare of its people.
- Provide for the preservation of the environment.
- Provide for employment and trade opportunities.

The following section will deal with anticipated needs in and around the city of Bayfield. Table 29 lists suggested public facility development standards for small communities. In Bayfield, some of these standards have already been exceeded; others may not be obtainable. They are included as general recommendations. Community facility and service recommendations specific to Bayfield follow this table.

TABLE 29

## SUGGESTED PUBLIC FACILITY DEVELOPMENT STANDARDS FOR SMALL COMMUNITIES

<u>Facility</u>	<u>Location</u>	<u>Minimum Site Size</u>	<u>Personnel (if any)</u>	<u>Equipment</u>	<u>Population Served</u>	<u>Service Area</u>	<u>Special Considerations</u>
Municipal Hall	Adjacent to central business district	Two-three acres including parking		Standard office equipment	Entire community	Entire Community	Should combine all government administrative functions
Police Station	Central location; near major traffic carriers	Two acres including parking	1.75-2.0 men per 1,000 population	Patrol cars, two-way radios, office facilities	Entire community	Entire community	Can be part of municipal hall
Fire Station	Central location; near major traffic carriers	Two acres including parking	Two-three professionals per 1,000 population; sufficient volunteer force	Pumpers, tankers, rescue vehicles; accessory equipment	Entire community	Entire community	Can be part of municipal hall
Public School High School	Central location; near major traffic carriers	30 acres and one acre/100 pupils	30 pupils per teacher*	Standard educational equipment	School district	School district	Expandable site
Junior High School	Central location; near major traffic carriers	20 acres/100 pupils	30 pupils per teacher*	Standard educational equipment	School district	School district	Expandable site

\*Does not include administrative or special education personnel

(continued)



TABLE 29 (con't)

## SUGGESTED PUBLIC FACILITY DEVELOPMENT STANDARDS FOR SMALL COMMUNITIES

<u>Facility</u>	<u>Location</u>	<u>Minimum Site Size</u>	<u>Personnel (if any)</u>	<u>Equipment</u>	<u>Population Served</u>	<u>Service Area</u>	<u>Special Considerations</u>
Elementary School	Neighborhood	10 acres/ 100 pupils	25-30 pupils per teacher	Standard educational equipment	Elementary school district	Elementary school district	Expandable site
Medical Clinic	Central part of community	One-two acres including parking	Physician, dentist, assistants	Medical, administra- tive	Entire community, surrounding rural areas	Beyond planning area	May be part- time operation
Public Library	Central part of community	3,000 sq. ft. of floor space plus parking	2 to 4	Standard library equipment	City and contracting municipali- ties	City and contracting municipali- ties	Ground level entrance, nearby public parking, may be part of municipal complex

SOURCE: Urban Land Institute, Wisconsin Department of Public Instruction, Department of Local Affairs and Development.

## ■ Governmental Administrative

As discussed in Chapter VI the purchase of the Lake Superior District Power building for a new city hall has solved Bayfield's governmental administrative facility needs. The clerk/treasurer, police, street and utility departments are now housed conveniently under one roof on ground level near the business district.

This facility should be adequate throughout the planning period if additional adjacent off-street parking can be developed. As much of this city hall block as possible should be obtained for parking. Parking spaces developed in this area would serve not only city functions but would be convenient for users of the business district, excursion boats and the marina.

## ■ Public Protection

### Police

The present force should meet the city's police protection needs for the remainder of the planning period. Mutual aid and base radio arrangements with the Sheriff's Department in Washburn must be continued to maintain safe, efficient, economical police protection in Bayfield.

### Fire

With regular maintenance and replacement of aged equipment, the 22-person volunteer force should meet Bayfield's fire protection for the rest of the planning period. Additional fire hydrants must be installed to upgrade the water distribution system for fighting fires.

## ■ Transportation

Bayfield must pursue one general goal: to provide the best possible transportation service at the lowest cost, while efficiently using the various modes of transportation available.

This will require the planning of improvements well ahead of time, if the community is to avoid excessive expenditures at any given time. Long-range planning will enable the community to solicit state and federal aids well in advance of any necessary improvements.

## ■ Public Library

Bayfield should not invest heavily in improving its library facility. However, this is not to say that normal day-to-day maintenance of the

facility and continued services by the library should be reduced. Bayfield should seek to maintain at least the current level of library service for its citizens. If STH 13 is rerouted in the future, parking for library patrons should be provided near this facility.

#### ■ Education\*

The most important single factor which determines the ability of a district to provide a quality, comprehensive, educational program at a reasonable cost to taxpayers is the number of students in the district. While there is no magic minimum number of students necessary to develop a good educational program today, experiences in schools throughout the state and country have suggested some very practical guidelines.

The following educational plans are suggested if the Ondossagon, Washburn and/or Bayfield school districts decide there is a need for reorganizing the various school districts in the area. In suggesting organizational patterns several factors have been taken into consideration, such as:

- Developing attendance centers, both elementary and secondary, with sufficient enrollments to make possible more comprehensive educational programs and services and to make most effective use of staffs and their resources.
- Making the best use of present facilities to minimize the necessity for additional building.
- Keeping student travel distances reasonable.

It should be remembered that all objectives in reorganized districts need not be realized in a single step, but perhaps might best be accomplished in several steps over a period of time. The important thing is to recognize that districts such as Bayfield, Ondossagon, and Washburn, with limited enrollments and financial resources, operating alone and independently, cannot provide the educational experiences needed today. Education can be improved if such districts work together and pool their resources to create larger more effective administrative units.

The following are suggested ways that the proposed reorganized districts could be set up:

Plan I - Bayfield, Ondossagon, and Washburn districts plus the Towns of Bell and Clover. One central high school (9-12)

\*Much of this section was provided by the Wisconsin Department of Public Instruction, Madison, Wisconsin. Additional information relating to each plan is available upon request.

in Washburn. K-6 elementary centers in the present three centers (Bayfield, Ondossagon and Washburn) and a lower elementary center in Herbster. Junior high centers (7-8) in Bayfield and Ondossagon. Although a minimum number of attendance centers is recommended to make best use of staffs and resources, a single K-6 elementary center in the Benoit-Mason area might be considered.

Plan II - Ashland, Bayfield, Ondossagon, and Washburn districts plus the towns of Bell and Clover. One central high school (9-12) in Ashland. K-6 elementary attendance centers in Ashland and as outlined in Plan I plus a possible center in Marengo Valley. Junior high (7-8) centers in Ashland and Washburn.

### Plan III - Two District Plan

District I - Bayfield and Washburn Districts plus a portion of the Ondossagon district and the Towns of Bell and Clover, a single high school (9-12) at Washburn, a single junior high (7-8) center in Bayfield and K-6 elementary centers in Bayfield and Washburn and a lower elementary center (K or 1-3) in Herbster.

District II - Ashland and most of the Ondossagon district. Single high school (9-12) and Junior high school (7-8) attendance centers in Ashland and elementary (K-6) attendance centers in Ashland and Ondossagon with other smaller elementary centers in the Benoit-Mason and Marengo Valley areas.

### ■ Public Health

Regional hospitals and long-term case facilities are located in Washburn and Ashland. Because of Bayfield's proximity to these two cities, the community should not develop a hospital. As the area grows Bayfield should consider a local outpatient facility.

### ■ Social Services

Bayfield's function in providing social services is confined to old age or indigent relief payments to the county. The community does not financially support other types of social programs.

Community involvement in social services has been minimal, as Bayfield grows, there will be a need for more active community participation in these matters.

Some suggested programs:

- Maintenance of a Senior Citizen's Club. Such a club should not be just a "games group," but should seek to broaden the lives of the community's senior citizens. Concerts, picnics and organized activities should be a part of its program. A senior citizen's center containing facilities for various activities would be very helpful. This might be financed in conjunction with park development.
- Establishment of a young peoples organization, using new or existing facilities. Such an organization would provide recreational and social activities for teenagers. These could include everything from regularly sponsored dances to sport events. The objective here is to provide attractive, needed activities under proper supervision. Some activities of this type are being sponsored by the high school but more are needed. Organizations such as this should help encourage young people to remain in the community.
- Additional public housing for the aged, handicapped, or the poor could be funded primarily with federal or state money. The community would be responsible for identifying need, administering housing projects and supplying necessary public services and utilities. Public housing projects are popular in communities in all areas of the state.

These three suggested programs are only a small portion of those that could be sponsored, at least indirectly, by Bayfield. The relatively small investment of effort and funds would go far toward making the community a more attractive place to live.

■ Waste Treatment and Disposal

Bayfield will need several modifications to its sewage collection and treatment system by the end of the planning period. This is discussed in more detail in the following chapter, the Utilities Utilities Analysis and Plan. Adequate city sewage collection and treatment are of high priority to the city and surrounding area.

The town and city of Bayfield use the same sanitary landfill site on the northwest edge of the city. The site is licensed by the State Department of Natural Resources, but the soil suitability is somewhat questionable for a landfill. If proposed new regulations render this site unsuitable, a new area should be carefully selected for prolonged use and economical operation. Other neighboring municipalities or the county should also be approached if a new site is required.

A properly operated sanitary landfill consists of these four major steps:

1. Depositing the refuse in a planned, controlled manner in a prepared area (usually in a dug trench or in an area that can be suitably and economically covered).
2. Spreading and compacting the refuse in thin layers to reduce its volume.
3. Covering the refuse with an adequate layer of earth.
4. Compact the cover material to seal the fill.

A new landfill site should be subject to the following considerations:

- The sites should be of adequate size and reasonable cost.
- Sites should be located so hauls are short but normally not closer than one-quarter mile to residential buildings.
- Suitable fill should be available at the sites--sandy loams are best. A soil survey should be made before a site is picked. Sites with solid rock formations or a large number of boulders should be avoided.
- Easy access to the site should be possible throughout the year.
- Natural surface or subsurface water or drainage channels should not be obstructed or polluted.
- Sites should be at least 500 feet from wells.
- Sites subject to flooding should be avoided.
- Based on a seven-foot depth of properly compacted refuse, approximately one-half to three-fourths acre per 5,000 people, per year should be adequate to dispose of the area's solid waste.

Acreage requirements will vary, depending on types of wastes, topography and soil conditions, but this type of disposal method should not require a large amount of land throughout the planning period. Cooperation with adjoining towns, and possibly the county, should result in the most efficient and economical operation and should be one of the city's first steps in improving this community facility.

Refuse collection is presently provided weekly by a privately run hauler. This service is especially critical for the elderly and disabled and should be encouraged by city officials especially if the site is placed further out of Bayfield in the future.

■ Parks and Recreation

Chapter VI reviewed Bayfield's existing parks and recreation areas. Table 30 lists general guidelines for future recreation facilities in Bayfield. More detailed standards and general recreation facility recommendations are presented in Appendix B.

TABLE 30

GENERAL GUIDELINES FOR RECREATION FACILITIES, CITY OF BAYFIELD

	<u>Play Lot</u>	<u>Neighborhood Park and Playground</u>	<u>Play Field</u>	<u>Large Community Park</u>
Group served;	5 years and under	5 to 14 years	School ages and adults	All ages
Service area;	1 to 4 blocks	1/4 to 1/2 miles walking radius	1/2 to 1 mile radius	The whole community
Location;	Within a residential block	Near center of neighborhood	Near center of service area or adjoining school	Where scenic and natural features are available, near the community
Size;	1/4 acre or less	2 to 8 acres	5 to 10 acres	10 to 30 acres
Facilities and features;	Play equipment, grass, benches	Picnic area, athletic field, shelter, etc.	Children's area, athletic field, picnic area, shelter	Swimming, hiking, athletics, skiing, etc.
Comments;	Not essential in sparse urban developments	Park and playground can be combined	Activities not usually available at playground	Does not include special recreation facilities such as golf courses, stadiums, etc.

SOURCE: State of Wisconsin Department of Local Affairs and Development

Many of the standards and guidelines presented above are not practical nor in some cases even possible to implement in Bayfield. However, they should be used as general guidelines for future parks and recreation area developments. Specific recommendations for the planning period are listed below:

1. Plate 9 (page 99) shows the locations of existing and proposed parks and play lots in the City of Bayfield. Current locations provide adequate, barrier-free access for young children in the north and east sides of the city--only the southwest quarter of Bayfield is without a barrier free neighborhood park or play lot. Large lots in this part of the city should eliminate the need for a play lot or "tot lot," although this facility should be included in future neighborhood parks. New homes are springing up rapidly both in this area and in a new subdivision to the west of the city limits. As this area grows a neighborhood park and playground will be needed and should be on land dedicated for a park as the land west of the city is subdivided.
2. Neighborhood park sites should be acquired along the north, south and west city limits before these areas are completely developed. Level to gently sloping land is needed for softball fields if enough land can be acquired. The sites identified on Plates 9 and 18 (pages 99 and 205) could accommodate one or two fields. Both a neighborhood and city-wide park could be combined on any of these sites outside the city limits. A city-wide park located south of the city could be tied in with a potential bike trail along the abandoned rail corridor.
3. Every effort should be made to acquire the existing Wilson Avenue softball field site. This heavily used recreation area is also needed for winter ice skating and various community festivals. A combination warminghouse/toilet facility at this site would also complement the beach area at the end of Broad Street. Additional lake frontage should also be acquired adjacent to Broad Street.
4. The new tennis courts south of the high school are a valuable addition to the area's recreational facilities. Two courts should adequately serve the school and the community throughout the planning period. Priority should be given to lighting these courts to provide additional playing time for local day working residents.
5. A new play apparatus between the tennis courts and the school is a welcome addition to the city's neighborhood park system. Nine to twelve inches of sand placed under and around this equipment will make its use safer and provide "sand box" experiences for younger children. Benches would also enhance adult family use of the tennis courts.



6. Maintenance and operation of all recreation facilities is the key to a good recreation program. Development should never go beyond a community's willingness to maintain what has been developed. In the same manner, if a local government has strong citizen support, including special interest and service organization assistance, almost any development is possible. With this commitment to future operation and maintenance in mind, the City of Bayfield should review the General Recommendations for Community Recreation and Service Programs presented in Appendix B. Those that are also pertinent to the city's recreation and community services program should be adopted.

#### ■ Environmental Protection

Environmental protection depends on enforcement of land use regulations and general policy for the development of city property. The adoption and enforcement of regulatory ordinances such as a zoning ordinance, subdivision regulations or an official map ordinance, are essential to regulating the uses of land. These activities will help the community plan for community facilities and attain its objectives in the overall development of the community.

Subdivision plat approval is also carried out by the city, which bases its approval on local subdivision regulations. These regulations should be modified (see Chapter IX) for more effective subdivision control within the community and planning area.

Bayfield should move ahead with the adoption of an Official Map Ordinance. An Official Map Ordinance would allow the community to reserve sites for roads, streets and public land within the planning area. Chapter IX suggests a proposed ordinance suitable for Bayfield's needs.

Building quality control in Bayfield has been regulated in the past through state building, plumbing, electrical and fire prevention codes. There are no city housing codes. Enforcement of state codes has been moderate, however, recently adopted State laws propose expanded one and two family regulations and more inspection and enforcement activities will be required in the future. In order to ensure good quality housing, city housing codes governing the condition and safety of existing homes and other structures should also be adopted.

Past city policy toward land use regulation has been based on individual problems, with no overall adherence to planning principles. Nonetheless the community has made an effort to concentrate most public buildings in the central area. Enforcement of land use regulatory ordinances has been only fair, and the community has not involved itself in private development programs. This may have to change as development pressures increase.

Questions of shoreline development, have long existed in Bayfield. The zoning ordinance limits shoreline encroachment by development through zoning portions of it as conservancy. Similar efforts in other problem areas will be needed.

City officials should encourage the development of autonomous organizations dedicated to improving the local environment through education and political pressures. Amateur conservationists, ecologists and others sensitive to change and environmental problems may form the nucleus of such groups.

Costs of environmental protection are difficult to determine. They will likely increase when the official map ordinance is adopted and as enforcement of all regulatory ordinances intensifies.

## ■ EMPLOYMENT AND TRADE

Employment and trade are legitimate concerns of local governments. Bayfield's efforts to influence employment and trade opportunities are tied to the actions of elected officials. A basic community goal is to improve opportunities for all types of employment, and to encourage trade through development of the local retail sector. Generally, the level of activity depends on the extent of city involvement in these matters. One such effort could be to guide existing and prospective industries into an industrial park that will best meet the needs of the city and industry alike. (Appendix A contains some suggestions on industrial park development and promotion.) In this way, employment opportunities could be improved and impact on the city's environment will be minimal.

Encouragement of commercial trade serves a dual purpose: it increases local employment opportunities and also results in a more effective local business area. City policy in this area has not been as strong as it could be. Retail and wholesale activities have declined, resulting in an economically endangered central business district. Local officials cannot be expected to actually control trade in the city; rather, they should adopt broad policies encouraging commercial development in areas best suited for it. Further, they should enforce these policies through regulatory measures.

Other means may also be used. The city could broaden its program of encouraging retail trade growth in the central business district by embarking on a full-scale central business district renewal project.

Bayfield's central business district development should be guided in its land use plan. The success of such a program could revitalize a potentially active but currently winter stagnant commercial district. Encouragement and assistance in developing offstreet parking may be the stimulus needed to redevelop the city's seasonal business climate.

CONCLUSIONS

The proposals in this chapter fall into two areas: program and policies. As has been discussed, Bayfield has many varied programs related to community services and facilities. It has policies, too, that are reflected in its past interest in local regulatory codes. A policy has the advantage of providing consistency in actions that deal with specific community problems. A well-thought policy anticipates problems and is therefore essential to any community planning program. A zoning ordinance is simply a policy statement on land use tied to an enforcement program. It anticipates problems and provides for a consistent official response. All municipal programs should be tied to clearly defined policies. Bayfield officials should continue to be sensitive to problem areas in the city, and continue to address them through policy and programs.

Bayfield's original water system was installed in 1888 by the Bayfield Hydraulic Company. The City of Bayfield obtained the water works in 1904. The system was next acquired by the Northern Wisconsin Paper Company in 1910. The Lake Superior District Power Company obtained the system in 1933 and is the present owner. The system in 1933 was a gravity system with two wells, one at a depth of 150 feet and the other at a depth of 200 feet.

Bayfield's water supply is derived from two flowing streams, the Bayfield and the Little Bayfield. The water is pumped from these streams into a tank located on First Street between Wilson and Montgomery Avenues, approximately one hundred feet apart. Well No. 1 has an 8 inch casing with a 6 inch liner in the lower portion. This well was constructed in 1924 and has a total depth of 150 feet. Well No. 2 was constructed in 1930, is 527 feet deep and is double cased. In 1937, Well No. 2 was recommissioned because it was pumping sand. The well water quality has greatly improved since then. Well No. 2 intersects with the pumping of No. 1. However, No. 2 is only used periodically and serves primarily as a standby for large fires. More than 500,000 gallons of water can be pumped daily.

Bayfield's water system includes a 150,000 gallon gravity storage tank located approximately three-fourths of a mile northwest of the town. The tank is a ground storage reservoir but, because of Bayfield's extreme topography, it acts as an elevated tank for most of the built-up portion of the community. Only one house in the incorporated area is located above the level of gravity storage.

Data for this section was provided by Michael Bonney, the Wisconsin Department of Natural Resources, Grand Engineer, and the Lake Superior District Power Company.

## ■ BAYFIELD UTILITIES--ANALYSIS AND PLAN<sup>1</sup>

### ■ INTRODUCTION

Good utilities are important to orderly urban development. Bayfield is generally served very well by natural gas, electricity and water and sewer systems, but not without a few weaknesses.

This section of the Bayfield Development Plan will investigate these systems and their ability to meet present and future needs. Proposals to meet projected needs will be made, although they will be broad and will require detailed engineering and financial consideration before being implemented. These proposals are made to help Bayfield manage its growth and development.

### ■ WATER SYSTEM

Bayfield's original water system was installed in 1886 by the Bayfield Hydraulic Company. The City of Bayfield obtained the water works in 1894. The system was next acquired by the Northern Wisconsin Paper Company in 1926. The Lake Superior District Power Company obtained the system in 1953 and is the present owner.

#### ■ Source of Supply

Bayfield's water comes from two flowing artesian wells located on First Street between Wilson and Manypenny Avenues, approximately one hundred feet apart. Well No. 1 has an 8 inch casing with a 6 inch liner in the lower portion. This well was constructed in 1924 and has a total depth of 350 feet. Well No. 2 was constructed in 1930, is 627 feet deep and is double cased.

In 1975, Well No. 2 was reconditioned because it was pumping sand. The well's water quality has greatly improved since then. Well No. 2 interferes with the pumping of No. 1. However, No. 2 is only used periodically and serves primarily as a standby for large fires. More than 500,000 gallons of water can be pumped daily.

#### ■ Storage

Bayfield's water system includes a 157,000 gallon gravity storage tank located approximately three-fourths of a mile northwest of the pumphouses. The tank is a ground storage reservoir, but, because of Bayfield's extreme topography, it acts as an elevated tank for most of the built-up portion of the community. Only one house in the incorporated area is located above the limits of gravity flow.

<sup>1</sup>Data for this section was provided by Michael Bonney, the Wisconsin Department of Natural Resources, Strand Engineering and the Lake Superior District Power Company.

The gravity flow limit is shown on Plate 12 as the 1978 water service limit line. North and west of this line service can be provided only by individual pumps. If development occurs above the 900 foot elevation, the system must either be pressurized by a pump or a new elevated tank must be constructed.

#### ■ Distribution System

The distribution system is as follows (see Plate 12 for a map of this system):

1/2 inch to 4 inches diameter--galvanized pipe	11,252 feet	10,592 feet
3/4 inch to 4 inches diameter--welded steel	7,348 feet	6,731 feet
3 inches to 8 inches diameter--cast iron	20,694 feet	23,884 feet

Totals: 7.5 miles in 1969 and 7.8 miles in 1975.

A large portion of the distribution system is sub-standard (42% is 4" or smaller). Current standards suggested by the Wisconsin Department of Natural Resources, Division of Environmental Protection, require a minimum of 6" pipe if both fire protection and domestic water service are supplied from the same main. Hydrants should provide at least 500 gpm with a residual pressure of 20 psi. In 1977, 16 hydrants could not meet these minimums.

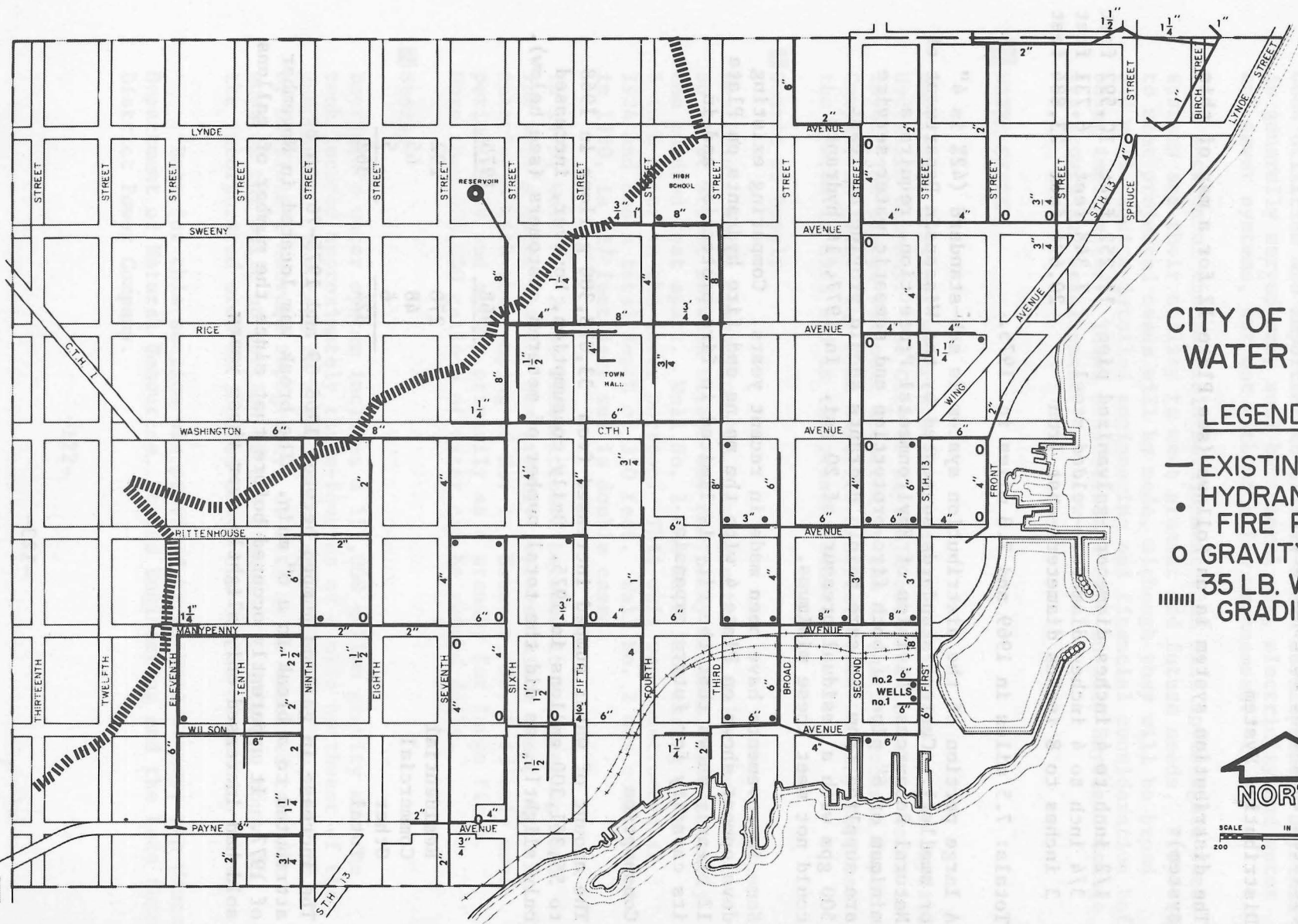
Some improvements have been made in recent years. Comparing existing development shown on Plate 4 with the mains and fire hydrants on Plate 12 clearly shows that the city is limited in fire protection and in its capacity for future expansion.

#### ■ Consumption

The amount of water pumped increased from 33,078,300 gallons in 1968 to 55,361,300 gallons in 1975. Daily consumption, however, increased only slightly, as did the total number of metered customers (see below).

	<u>1968</u>	<u>1975</u>
Residential	270	292
Commercial	48	65
Other	6	5
Total	<u>324</u>	<u>362</u>

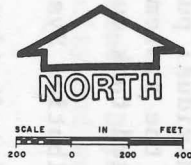
The increase in gallons pumped between 1968-69 and 1975-76 can be attributed to a break in a 6" main. The break was located in November of 1977. It apparently occurred before that since the number of gallons sold had increased only slightly over these years.



# CITY OF BAYFIELD WATER SYSTEM

## LEGEND

- EXISTING WATER MAINS
- HYDRANTS QUALIFIED FOR FIRE PUMPING
- GRAVITY HYDRANTS
- 35 LB. WATER PRESSURE GRADIENT LINE



	<u>1968-69 gallons pumped</u>	<u>1975-76 gallons pumped</u>
Average/day	90,625	154,280
Maximum/day	264,200	384,300
Minimum/day	46,200	154,280

Figures are from July to July in the years listed.

Since this break was found, total pumping time has been reduced by 40 percent over 1976-77 monthly averages. This repair greatly improves the capability of the present system, but growth is still limited by the distribution portion of the system. Construction of a new well that will not interfere with the existing wells is recommended. Also, either a high storage tank or a pneumatic tank is needed to serve future growth above the 35 pound pressure gradient line (shown on Plate 12).

Neither improvements are planned by the Lake Superior District Power Company. Municipal ownership of this system would permit lower interest rates than LSDP can obtain for such improvements. Further, current profits paid stockholders and state taxes paid by LSDP could then be made available to improve the system. Although rejected by the voters in the past, current growth limitations and a chance to lower water rates should make municipal ownership more palatable now.

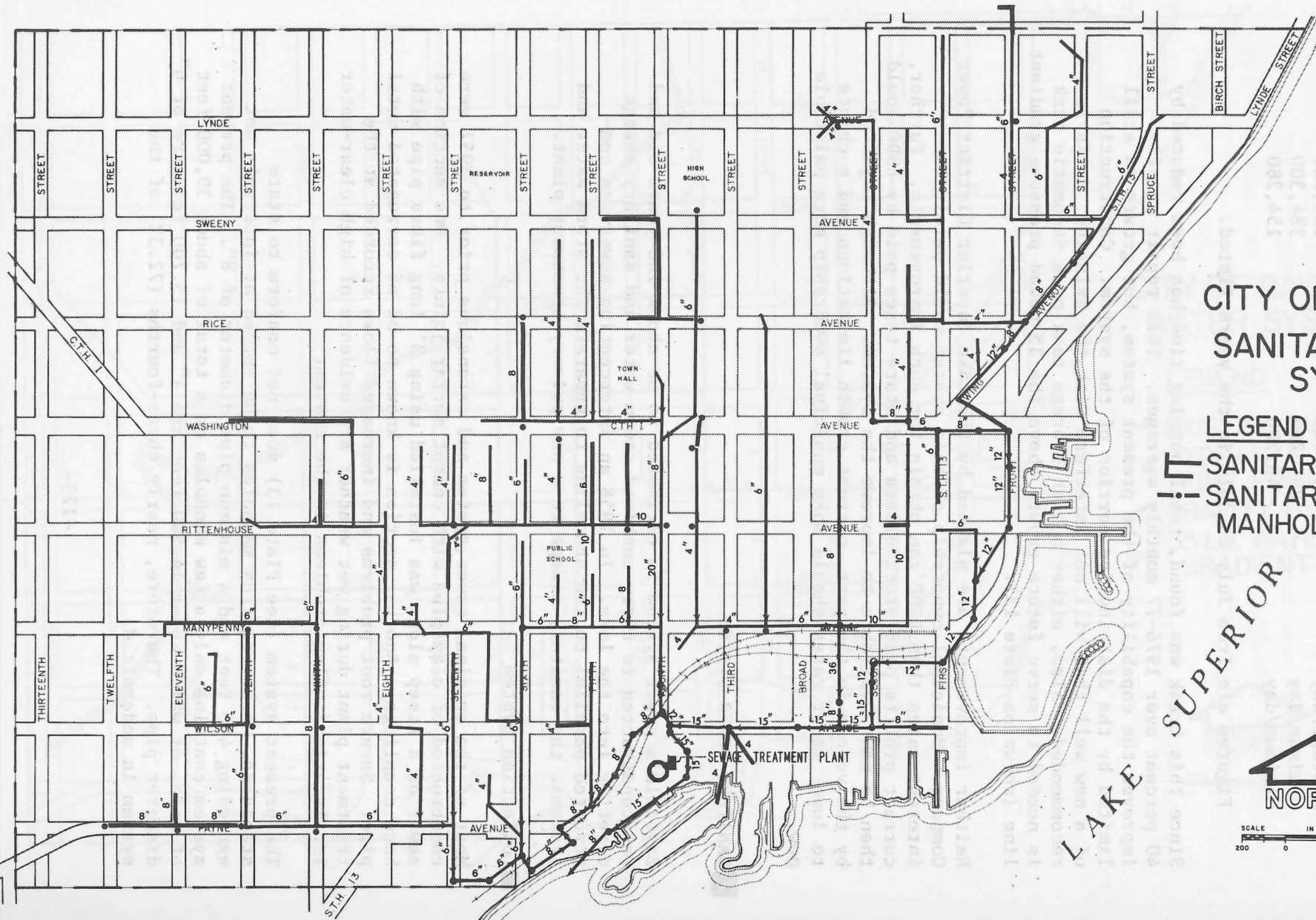
#### ■ SANITARY SEWER SYSTEM

Bayfield's sewer system is estimated to be about 100 years old and was constructed to carry combined storm water and sanitary sewage directly into the lake. In 1958 an intercepting sewer was constructed parallel to the shoreline to separate the storm water and transmit the sanitary sewage to a new primary treatment plant.

#### ■ Collection System



Most of the original sewer system and extensions prior to 1957 were constructed of clay pipe with cement mortar joints. One section of sewer on a steep slope was installed using 8' long fibre pipe with band couplings. Another section is known to be of corrugated metal pipe. Severe root problems and increased flows recorded at the treatment plant during wet weather are evidence of high clear-water infiltration/inflow problems in the system.

The present system (see Plate 13) does not conform to state standards, which requires manholes to be spaced at intervals not exceeding 400 feet and a minimum pipe diameter of 8". The present system contains only a few manholes on a total of about 39,000 feet of main, of which about 14,500 feet are 4" and 13,700 feet are of 6" diameter pipe. Therefore, nearly three-fourths (72.3%) of the system is undersized.



# CITY OF BAYFIELD SANITARY SEWER SYSTEM

## LEGEND

-  SANITARY SEWER
-  SANITARY SEWER  
MANHOLE



LAKE SUPERIOR



## Wastewater Treatment Plant

Secondary wastewater treatment facilities using the activated sludge process were constructed in 1972-73 to replace the existing primary plant. Sludge solids are aerobically digested. The treatment facilities were sized based on the following design criteria:

1. Design year - 1990
2. Design population - 1,500
3. Average Daily Design Flow - 200,000 gpd
4. Peak Daily Design Flow - 650,000 gpd
5. Maximum Pumping Rate - 680 gpm
6. Design Sewage Strength
  - BOD - 255 lbs/day
  - Suspended Solids - 315 lbs/day

As indicated by the above information, the treatment facilities were designed to handle average daily clear water flows of 450,000 gpd in addition to normal daily flows.

As part of the 1972 Water Pollution Control Act Amendments (P.L. 92-500), the Wisconsin Department of Natural Resources issued a discharge permit to the City of Bayfield in 1974. The present discharge permit, which expires on June 30, 1969, stipulates that the average effluent monthly BOD and suspended solids concentrations shall not exceed 30 mg/l with average weekly values not exceeding 45 mg/l. These values are those established for secondary treatment. The discharge permit stipulates that the average quantities of BOD<sub>5</sub> and suspended solids shall not exceed a monthly average of 150 lbs/day, or a weekly average of 225 lbs/day, based on a flow of 600,000 gpd. The discharge permit also stipulates that average BOD<sub>5</sub> and suspended solids efficiencies of at least 85 percent be achieved over each reporting period.

In a survey made of Bayfield's sewage treatment plant in 1975 the WDNR concluded that it was doing an excellent job of treating raw wastewater and that it should have no problems meeting its permit limits. This survey should still reflect present plant operations, however, future growth in the city may not be possible unless the infiltration of clear water into the system is eliminated.

Mr. Bonney, the treatment plant operator, made a study of the treatment plant's capacity to handle increased community growth in 1974 and 1976. Based on average gallons per day flows and BOD<sub>5</sub> and suspended solids content, the plant could have accommodated up to 611 new people in January of 1974 down to no new people in March or April of both 1974 and 1976. If population growth is to be accommodated by this treatment plant either the clear water must be eliminated or the plant must be enlarged to handle wet season flows.

## STORM DRAINAGE SYSTEM

Bayfield's storm water drainage system consists of sewer piping and catch basins in the downtown areas, and ravines, road ditches, curbs and gutters in other parts of the city. This system is shown on Plate 14.

The city has a history of floodwater damage. Major floods occurred in 1942 and 1953, and minor flooding occurs frequently. To protect city streets, utilities and private development from flood damage, care must be taken to preserve and stabilize Bayfield's ravine drainage system.

## NATURAL GAS AND ELECTRICITY

Natural gas, electricity and water are supplied by the Lake Superior District Power Company. Present service is considered adequate and can be expanded to meet anticipated needs. The natural gas service area is shown on Plate 15.

## UTILITIES PLAN

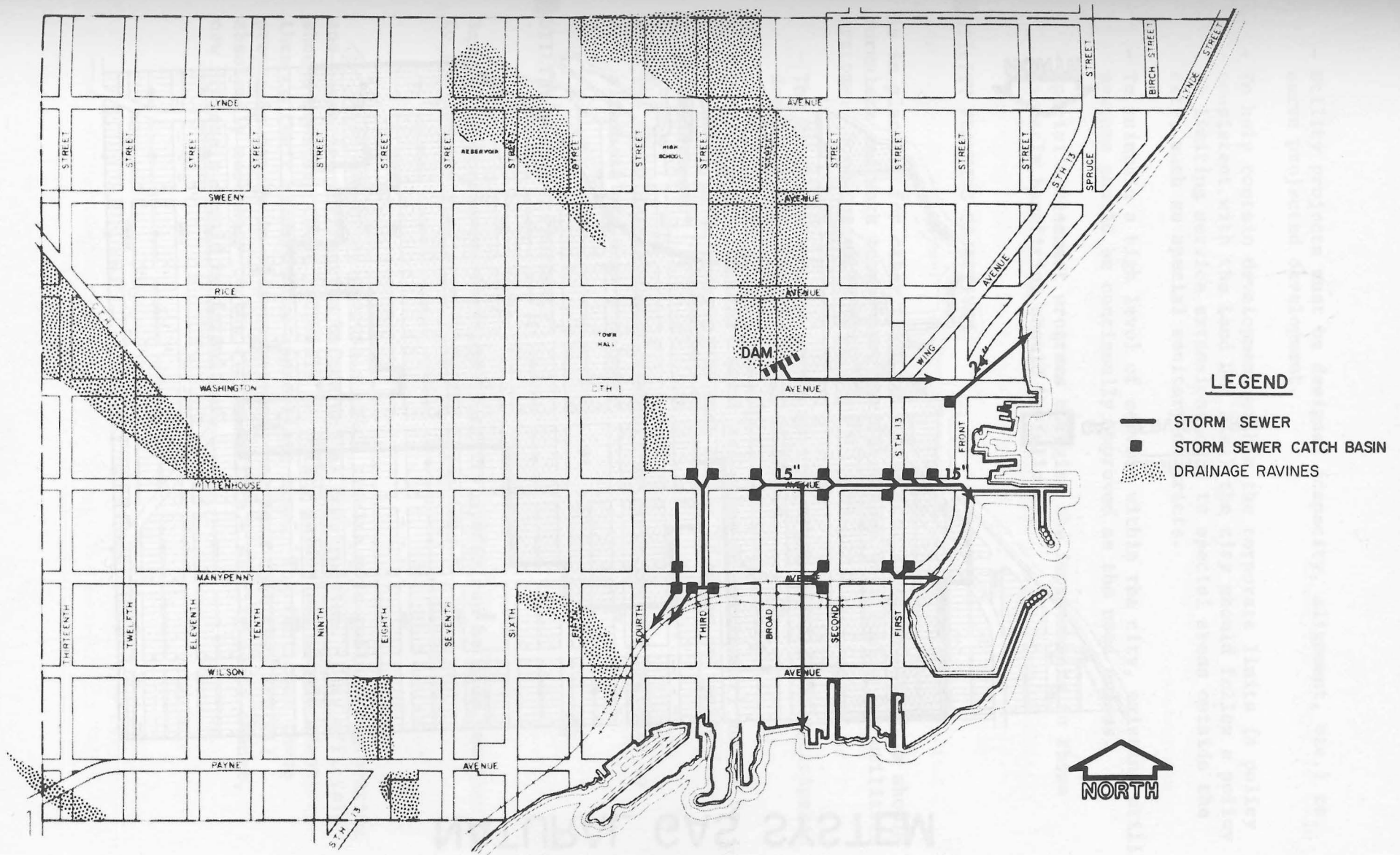
The utilities plan is intended to provide broad proposals and suggestions for improving Bayfield's utility systems. These are based on a number of utility principles and objectives described below.

## UTILITY PLANNING PRINCIPLES

A community should be sympathetic to the needs of developing areas. However, at the same time it should follow a policy of controlling its investments in new facilities. This is because utility extensions are normally very expensive, and their construction or nonconstruction influences the manner and direction in which development occurs. The city must therefore be aware of the implications of extending utility services to an area. Several principles of utility services apply in communities such as Bayfield:

- Because the existence of utilities in an area makes development of the area easy, and the absence of them makes it difficult, the city has at its disposal an effective tool for controlling development (particularly if local subdivision regulations or soils conditions prohibit development in unserved areas).
- Because of the expense involved, utility extensions should follow a compact pattern, not "leapfrogging" over large areas of undeveloped land to reach outlying developments.

# STORM DRAINAGE SYSTEM

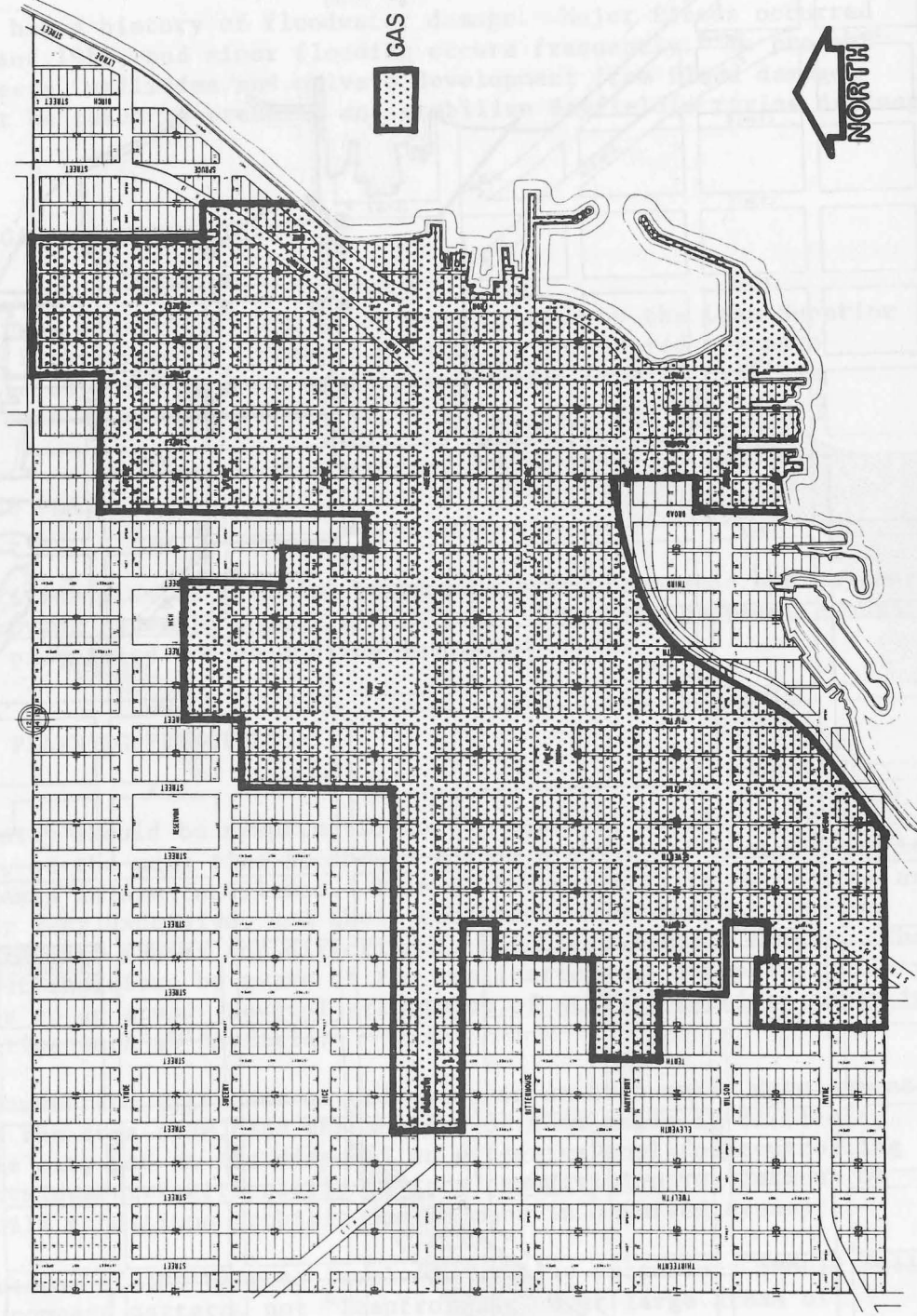


## LEGEND

- STORM SEWER
- STORM SEWER CATCH BASIN
- ..... DRAINAGE RAVINES



# NATURAL GAS SYSTEM



LEGEND



GAS SERVICE AREA



NORTH

- Utility projects must be designed (capacity, alignment, etc.) to serve projected development.
- To help contain development within the corporate limits (a policy consistent with the Land Use Plan) the city should follow a policy of limiting service extensions only to special areas outside the city, such as special sanitary districts.
- To maintain a high level of service within the city, existing utility systems should be continually improved as the need arises.
- Special assessment programs charging the improvements to those directly benefiting should be followed.

#### ■ UTILITY PLANNING OBJECTIVES

As in planning for other types of facilities, Bayfield officials should formulate and work toward specific objectives in planning for utilities systems. Some suggested objectives follow:

- The sanitary sewerage system must be upgraded to serve anticipated demands throughout the planning period.
- Utility mains (sanitary sewer and water in particular) should be extended in an orderly, logical manner to areas set aside for development.
- The storm drainage system should be protected and upgraded to eliminate drainage problems.

#### ■ UTILITY PLANNING PROPOSALS<sup>1</sup>

Several proposals for Bayfield's utility system can be made, conforming to the above stated principles and objectives.

<sup>1</sup>These are broad proposals which require more refined engineering and financial information before actual construction. City officials should consider these proposals as policy guides and should adapt them to their needs at the appropriate time. The fact that these proposals appear in this report does not mean that they are all absolutely necessary to the city's welfare. As city needs change, new proposals should be formulated.

## ■ Water System Proposals

Since this is not a city-owned utility, Bayfield would not have full control over implementing these proposals. The Lake Superior District Power Company should be encouraged to make the following improvements:

- The two existing wells should be properly grouted; Well No. 2 should be reconstructed and/or a new well should be drilled that will not interfere with Well No. 1.
- The distribution system should be reinforced with a minimum of 6" diameter piping to decrease head losses and provide more reliable service.
- Standby equipment should be provided for emergency chlorination at the wells.
- Proper sampling taps should be provided; well overflows should be properly screened.
- Auxiliary power should be provided at one of the wells so that a continuous supply of water can be assured.
- Larger mains and additional hydrants should be installed to meet minimum domestic and fire protection needs at safe pressures; substandards hydrants should be marked to insure that fire protection pumpers are not connected thus creating pressures below 20 psi.
- The distribution system should be valved so that a break or repair will only require shutting off a limited portion of the service area.
- It a safer, more economical replat of the northwest portion of Bayfield can be developed, either a new well above the storage reservoir or some type of pressurizing system should be installed to serve this area.

## ■ Sanitary Sewerage System Proposals

- Undesired, deteriorated sewer mains should be replaced with a minimum diameter of 8" before any new mains are extended.
- Additional manholes should also be constructed and spaced at intervals not exceeding 400 feet.
- Collection system improvements will eliminate clear water infiltration into the system; thus will improve the treatment plant's efficiency and accommodate additional growth without expanding the capacity of the treatment plant.

## ■ Storm Drainage System

Care must be taken to control development along and above the drainage ravines. Development that would increase flows and sedimentation should be discouraged through land use controls.

The culverts on Cemetery Ravine should be replaced as they wear out, with the exception of the culverts under 5th Street and 8th Street which are under capacity. Table 31 shows recommended replacement sizes. It is recommended that the culverts under 5th and 9th Streets be replaced in the near future. The culverts should be upgraded in the Cemetery Ravine on a pay-as-you-go basis. The culverts on 5th and 8th Streets should be replaced with recommended sizes in the near future. The other culverts should be upgraded as they wear out.

Table 31

## Bayfield Cemetery Ravine, Culvert Replacement Summary\*

Street Name	Pipe Size	Length of Pipe Needed	Present Capacity	Capacity w/Project Measures	With Dam Replacement** Recommendation	Present Capacity w/Replacement Only	Capacity W/Project Measures and Replacements (Freq. & Quantity)
9th Street	48" CMP	80 ft.	10 yr.	20 yr.	48" R/C	30 yr.	100 yr.- 120 cfs
8th Street	36" CMP	90 ft.	3 yr.	5 yr.	54" R/C	50 yr.	100 yr.- 175 cfs
7th Street through 6th Street	48" CMP	438 ft.	19 yr.	33 yr.	48" R/C	50 yr.	100 yr.- 175 cfs
5th Street	36" CMP	150 ft.	4 yr.	6 yr.	48" R/C	48 yr.	100 yr.- 210 cfs
RR	48" CMP 42" Conc.	61 ft. 61 ft.	17 yr.	63 yr.	2-42" R/C	52 yr.	100 yr.- 215 cfs

\* Capacity - Recurrence interval of flood which would overtop road way

\*\* Replacement pipe is of reinforced concrete construction with end walls to improve hydraulics

CMP = Corrugated Metal Pipe

R/C = Reinforced Concrete

Conc. = Concrete

cfs = Cubic Feet per Second

SOURCE: U.S. Soil Conservation Service, August, 1970.





Implementing **IX**  
the Plan

## IX. IMPLEMENTING THE PLAN

The implementation of Bayfield's General Development Plan requires commitments by both the officials and citizens of the community. These commitments will be measured by a willingness to undertake substantial investments, a strong concern for the welfare of the community, and a realization that certain procedures must be followed to ensure a continued high-quality living environment. Among these procedures are:

- The adoption and/or amendment and enforcement of regulatory ordinances based on the objectives of the plan.
- The adoption and application of a capital improvements program.
- The establishment of a continuing planning program including provisions for periodic review and updating of the plan, regulatory ordinances, and the capital improvements program by a qualified professional planner.
- The support of an economic development committee and other citizens committees as needed to sponsor specific community improvements.

### DEVELOPMENT ORDINANCES

Zoning, subdivision and official map ordinances are required to enforce the land use recommendations of the general development plan. Adoption and enforcement of a local building code will ensure a high standard of future development by prohibiting use of inadequate construction methods and materials. The proposed zoning, subdivision and official map ordinances are presented in this chapter. The objectives of these regulations are outlined below.

#### Comprehensive Zoning Ordinance Amendment

This ordinance is designed to:

- Ensure that the land use proposals of the general development plan are carried out.
- Establish zoning districts within which only compatible land uses would be permitted.
- Establish minimum standards governing lot size, placement and size of buildings and other related improvements to ensure that adequate setbacks, yards and off-street parking facilities are provided.

- Reserve suitable land to accommodate each type of anticipated future land use.

Zoning is authorized by Section 62.23 of the Wisconsin Statutes for the purpose of promoting health, safety, morals and the general welfare of the community. A zoning ordinance cannot generally be used to correct past mistakes since it is not retroactive (except through limited powers of the nonconforming use provisions). The ordinance is, however, one of the best ways of preventing repetition of past mistakes.

The establishment of zoning districts should be attempted only after careful consideration of the development patterns indicated in the general development plan. (Wisconsin legislation states that, "regulations shall be made in accordance with a comprehensive plan...") Amending the zoning district boundaries has the effect of changing the plan and, therefore, it is reasonable to assume that indiscriminate changes may result in weakening or failure of the plan. The City Council makes the final decisions on the content of the zoning ordinance and the district map. These decisions are preceded by public hearings and recommendations of the Plan Commission.

It is recommended that the administration of this ordinance be lodged in three areas of the city government:

- The City Plan Commission: an advisory body to the City Council on matters relating to community development as provided by Section 62.23 of the Wisconsin Statutes. The Plan Commission becomes involved in zoning matters when amendments to the ordinance or conditional uses are proposed. The Plan Commission hears, studies and makes recommendations to the City Council on these and other matters.
- The Building Inspector responsible for issuing all zoning permits, maintaining records, conducting inspections and administering the zoning ordinance.
- The Board of Appeals: hears and decides appeals on actions of the Building Inspector. The Board also considers applications for variances and other matters, as prescribed in Section 62.23 of the Wisconsin Statutes.

It is recommended that the City of Bayfield adopt the proposed comprehensive zoning ordinance amendment and provide for administrative personnel as required by the ordinance. The zoning ordinance presented in this report is designed to meet the needs of the Bayfield Comprehensive Plan.

#### ■ Subdivision Ordinance

This ordinance will help the Plan Commission and City Council to control the quality of subdivision in and around the community. Through subdivision

regulations, city officials can play a stronger role in ensuring the orderly development of all well designed and serviced subdivisions and discourages those which are poorly designed and which may become a liability to the community.

#### ■ Official Map Ordinance

This ordinance will enable the city to prevent developments on lands anticipated to be needed for future public uses, such as streets, drainageways and parks, and prevents the city from being liable for any structures built on such lands as are shown on the official map. The city is not obligated to obtain the sites shown on the official map but has, in a sense, a "first option" on them at the time of their sale or subdivision.

#### ■ Building Code

A strong building code provides the means of ensuring that all new construction is in accordance with minimum health and safety standards. It can also be useful in forcing restoration or removal of deteriorating and dilapidated structures. If Bayfield officials decide to adopt a building code, one of the following nationally recognized codes is recommended:

Basic Building Code  
Building Officials Conference of America, Inc.  
1313 East 60th Street  
Chicago, Illinois 60637

Uniform Building Code  
International Conference of Building Officials  
50 South Los Robles  
Pasadena, California

National Building Code  
American Insurance Association  
85 John Street  
New York 31, New York

These documents are updated every five years and annual supplements are available to keep them current. Since they are over 300 pages long and may be obtained from the above listed organizations or publishers, copies are not included in this report.

#### ■ ECONOMIC DEVELOPMENT

Since improvement of the tax base, as well as a general upgrading of economic opportunities, is a necessary and desirable program for the community to undertake, new industries and business should be

attracted by Bayfield whenever possible. The community can improve its attractiveness by:

- Making available and protecting suitable industrial and business sites. (Appendix A outlines procedures for industrial park development.)
- Initiating improvements in the central business district (discussed in the Land Use and Transportation Plans).
- Fostering, through local development groups such as the existing ones, the compilation and distribution of information regarding local, industrial and business opportunities.

#### ■ CAPITAL IMPROVEMENTS PROGRAM

This is a long-range financial program intended to help put planning proposals into effect. It identifies needed public improvements, estimates their costs, discusses means of financing them, and establishes priorities for them over a six-year period.

#### ■ CONTINUING PLANNING PROGRAM

To be effective a planning program has to be on a continuing basis. Continued planning includes:

- Regular planning commission meetings to study and resolve planning, zoning, subdivision control and other related issues and problems.
- Keeping the citizenry informed of local planning policies and issues.
- Periodic review and updating of the general development plan and development ordinances.
- Continued administration and enforcement of these ordinances.
- Keeping abreast of changing planning concepts and procedures, through association with other communities administering a planning program or through membership in a citizens planning association, such as the Association of Wisconsin Planners.
- Maintaining contact with local, county, state and federal agencies to take advantage of their various programs of technical advice and financial assistance.

It would not be feasible for a community the size of Bayfield to hire a full-time planner to attend to its planning and development matters; rather it would seem that the city should investigate the possibility of working with the Northwest Regional Planning Commission to obtain continuing planning assistance.

#### ■ REQUIRED ACTION

The following steps should be taken to implement the planning program.

#### ■ Planning Commission

1. Formally adopt the general development program and recommend its adoption by the city council as a statement of public policy on the physical, social and economic development of Bayfield.
2. Recommend to the council means of developing the policies and carrying out the proposals and recommendations of the plan, including adoption of the proposed ordinances, establishment of the capital improvements program, and the fostering of a continuing planning program.

#### ■ City Council

1. Review the general development plan, modify it where necessary in joint meetings with the planning commission and adopt it as a statement of public policy.
2. Review, adopt and provide for the administration and enforcement of the development ordinances.
3. Establish and actively sponsor a continuing planning program.
4. Adopt, administer and update yearly the capital improvements program.

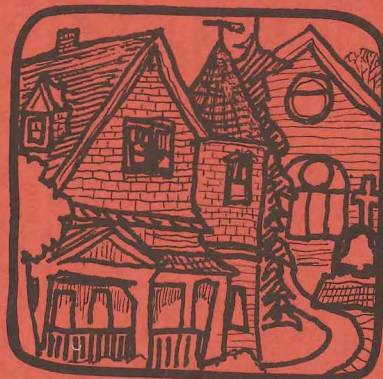
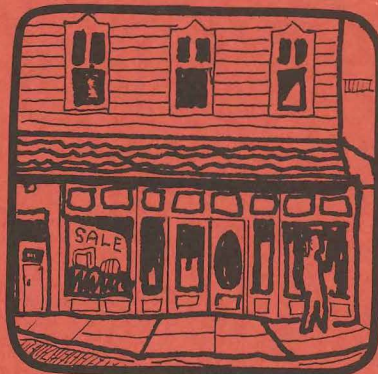
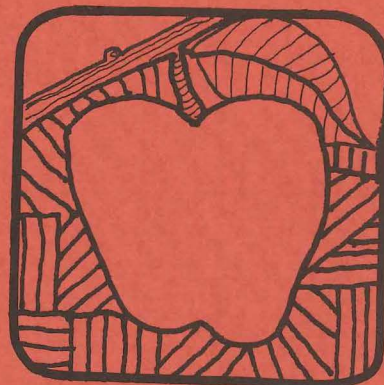
#### ■ CONCLUSION

The City of Bayfield has shown a slight decline during the last decade. The plan is based on the premise that future growth will occur and continue at a moderate rate. New or expanded business (tourist) and industrial operations could drastically change this trend. Loss or reduction of existing operations would also affect growth rate.

Regardless of what course future development does take in Bayfield, demands for public services and increased pressures for unsuitable development of land will continue. Without some control over future development the city will not be able to effectively and economically

meet these demands. This could result in various problems for the city's taxpayers, including: land use and traffic problems, higher taxes, minimal municipal services, low and declining property values and congested and blighted environmental conditions. Bayfield officials have recognized the city's problems and potentials and are preparing for its orderly development. Part of this program, the preparation of a General Development Plan and a program for its implementation, has now been accomplished.

This is only the first step, however. The plan can either become a static policy statement gathering dust on a shelf, or it can be transformed into a dynamic action program for orderly, efficient and rewarding city development. The first alternative will do nothing to improve the stature of the community; the second will. Given a concerned city government and citizenry, the planning program can become a blueprint for growth that will change as the community changes, but will always give the community considered objectives to reach. The choice is up to the City of Bayfield.



# Zoning **X**



PROPOSED COMPREHENSIVE ZONING ORDINANCE  
AMENDMENT  
CITY OF BAYFIELD, WISCONSIN

TABLE OF CONTENTS

SECTION	PAGE
1	PROPOSED COMPREHENSIVE ZONING ORDINANCE
2	AMENDMENT
3	DEFINITIONS
4	CITY OF BAYFIELD, WISCONSIN
5	Adopted February 14, 1979
6	SIGNS
7	REGULATION OF SPECIAL USES
8	SCREENING AND FENCING
9	CONDITIONAL USES
10	NONCONFORMING USES
11	BOARD OF APPEALS
12	ENFORCEMENT AND PENALTIES
13	CHANGES AND AMENDMENTS
14	SEPARABILITY
15	ADMINISTRATION
16	CONFLICTING PROVISIONS SUPPLEMENTED
17	EFFECTIVE DATE

**PROPOSED COMPREHENSIVE ZONING ORDINANCE**  
**AMENDMENT**  
**CITY OF BAYFIELD, WISCONSIN**

**TABLE OF CONTENTS**

SECTION	PAGE
1	AUTHORITY, PURPOSE AND INTERPRETATION
2	DEFINITIONS
3	ZONING DISTRICTS AND MAP
4	GENERAL PROVISIONS
5	SIGNS
6	REGULATION OF SPECIAL USES
7	SCREENING AND FENCING
8	CONDITIONAL USES
9	NONCONFORMING USES
10	BOARD OF APPEALS
11	ENFORCEMENT AND PENALTIES
12	CHANGES AND AMENDMENTS
13	SEPARABILITY
14	ANNEXATION
15	CONFLICTING PROVISIONS REPEALED
16	EFFECTIVE DATE

PROPOSED COMPREHENSIVE ZONING ORDINANCE  
AMENDMENT  
CITY OF BAYFIELD, WISCONSIN

SECTION 1.0: AUTHORITY, PURPOSE AND INTERPRETATION

1.1 Authority

Under the authority granted in Section 62.23 (7) and 87:30 of the Wisconsin Statutes, the Common Council of the City of Bayfield do ordain as follows:

1.2 Purpose

The Provisions of this ordinance shall be held to be the minimum requirements adopted to:

- (1) to promote the public health, safety, morals, comfort, convenience, prosperity, and general welfare of the City and environs,
- (2) to lessen congestion in the public streets,
- (3) to secure safety from fire, explosion, noxious fumes, and other hazards,
- (4) to provide adequate light, air privacy, and convenience of access to property,
- (5) to prevent the overcrowding of land,
- (6) to avoid undue concentration of population,
- (7) to facilitate the adequate provision of transportation, water, sewerage, schools, parks and other public requirements,
- (8) to conserve and enhance the taxable value of land and buildings,
- (9) to encourage the most appropriate use of land throughout the City and environs,
- (10) to preserve and increase the amenities of the City and environs,
- (11) to protect residential, commercial, and manufacturing areas alike from harmful encroachments by incompatible uses,
- (12) to protect the character and maintain the stability of residential, commercial, and manufacturing areas within the City and environs, and to promote the orderly and beneficial development of such areas,
- (13) to regulate and restrict the location and intensity of use of buildings, structures, and land for residential, commercial, manufacturing, and other uses, and to establish building or setback lines for such uses,

- (14) to segregate and control unavoidable nuisance producing uses.
- (15) to establish districts of such number, shape, and area as may be deemed best suited to carry out the purposes of this ordinance,
- (16) to prevent such additions to, and alterations or remodeling of, existing buildings or structures as would not comply with the restrictions and limitations imposed hereinafter,
- (17) to provide for the elimination of those uses of land, buildings, and structures which are adversely affecting the character, development, and taxable value of property in each district,
- (18) to define the powers and duties of the administrative officers and bodies, as provided hereinafter.

### 1.3 Interpretation

In their interpretation and application, the provisions of this Ordinance shall be held to be minimum requirements and shall be liberally construed in favor of the City and shall not be deemed a limitation or repeal of any other power granted by the Wisconsin Statutes.

This Ordinance shall not repeal, abrogate, annul, impair, or interfere with any existing easements, covenants, deed restrictions, agreements, ordinances, rules, regulations, or permits previously adopted or issued pursuant to laws. However, wherever this Ordinance imposes greater restrictions, the provisions of this Ordinance shall govern.

## SECTION 2.0: DEFINITIONS

- 2.1 For the purpose of this Ordinance certain terms or words herein shall be interpreted or defined as follows:

Words used in the present tense include the future tense.

The singular includes the plural.

The word "person" includes an individual, all partnerships, associations, and bodies politic and corporate.

The word "lot" includes the words "plot" or "parcel."

The word "used" or "occupied" as applied to any land or building shall be construed to include the words "intended, arranged or designed to be used or occupied."

- (1) **ACCESSORY USE:** A use customarily incidental and subordinate to the principal use or building and located on the same lot with such principal use or building.
- (2) **BOATHOUSE:** Any structure located on the same lot as the principal building and used for protecting or storing of boats used for non-commercial purposes in conjunction with a residence.
- (3) **BUILDING:** Any structure used, designed or intended for the protection, shelter, or roofed enclosure of persons, animals or property.

- (4) **BUILDING, HEIGHT OF:** The vertical distance measured from the average elevation of the proposed finished grade at the front of the building to the highest point of the roof for flat roofs, to the deck line of mansard roofs, and to the mean height between eaves and ridge for gable, hip and gambrel roofs.
- (5) **CAMPING-GROUND:** A parcel of land used or intended to be used, let or rented for occupancy by campers or for occupancy by or of trailers, tents or movable or temporary dwellings, rooms or sleeping quarters of any kind.
- (6) **DWELLING:** A building designed or used exclusively as the living quarters for one or more families, including modular homes which meet the dimensional requirements.
- (7) **DWELLING, MULTI-FAMILY:** A dwelling or groups of dwellings on one plot containing separate living units for two or more families, but which may have joint services or facilities or both.
- (8) **ESSENTIAL SERVICES:** Services provided by public and private utilities, necessary for the exercise of the principal use or service of the principal structure. These services include underground surface, or overhead gas, electrical, steam, water, sanitary sewerage, storm water drainage, and communication systems and accessories thereto, such as poles, towers, wires, mains, drains, vaults, culverts, laterals, sewers, pipes, catch basins, water storage tanks, conduits, cables, fire alarm boxes, police call boxes, traffic signals, pumps, lift stations, hydrants, but not including buildings.
- (9) **FAMILY:** One or more persons living, sleeping, cooking and eating on the same premises as a single housekeeping unit.
- (10) **FARMING, GENERAL:** The production of field or truck crops, or the raising of livestock and livestock products for commercial gain.
- (11) **FLOOD PLAIN:** The land adjacent to a water course or other body of water subject to overflow therefrom.
- (12) **HOME OCCUPATION:** A gainful occupation conducted by a member of the family, within his or her place of residence, where the space used is incidental to residential use and no article is sold or offered for sale except such as is produced by such home occupation.
- (13) **HOSPITAL:** Unless otherwise specified, the term "hospital" shall be deemed to include sanitarium, sanitorium, preventorium, clinic, rest home, nursing home, convalescent home and any other place for the diagnosis, treatment or other care of ailments, and shall be deemed to be limited to places for the diagnosis, treatment or other care of human ailments.
- (14) **JUNK YARD:** A lot, land or structure, or part thereof, used primarily for the collecting, storage and sale of waste paper, rags, scrap metal or discarded; or for the collecting, dismantling, storage and salvaging of machinery or vehicles not in running condition and for the sale of parts thereof.

- (15) LOT: A parcel of land occupied or capable of being occupied by one building and the accessory buildings or uses customarily incident to it, including such open spaces as are required by this ordinance.
- (16) LOT, DEPTH OF: A mean horizontal distance between the front and rear lot lines, measured in the general direction of its side lot lines.
- (17) LOT, WIDTH OF: The mean width measured at right angles to its depth.
- (18) LOT LINES: Any line dividing one lot from another.
- (19) MOBILE HOME: Any structure originally designed to be capable of transportation by any motor vehicle upon public highway which does not require substantial on-site fabrication; which is intended for occupancy as a year-round residence.
- (20) MOTELS: A series of attached, semiattached, or detached sleeping units for the accommodation of transient guests. Restaurants and taverns operated in conjunction with a motel are not permitted in the R-2 Residential District.
- (21) NAVIGABLE WATER: Lake Superior, Lake Michigan, all natural inland lakes within Wisconsin and all streams, ponds, sloughs, flowages and other water within the territorial limits of this state, including the Wisconsin portion of boundary waters, which are navigable under the laws of this state.
- (22) NONCONFORMING USE: A building, structure, or use of land existing at the time of enactment of this ordinance, and which does not conform to the regulations of the district or zone in which it is situated.
- (23) SIGN: A sign is any structure or natural object or part thereof or device attached thereto or printed or represented thereon which is intended to attract attention to any object, product, place, activity, person, institution, organization, or business, or which shall display or include any letter, word, model, banner, flag, pennant, insignia, device, or representation used as or which is in the nature of an announcement, direction, or advertisement.
- (24) STRUCTURE: Anything constructed or erected.
- (25) TRAILER: A portable vehicle designed and used for temporary living purposes.
- (26) USE: The specific purpose for which land or a building is designed, arranged, intended, or for which it is or may be occupied or maintained. The term "permitted use" or its equivalent shall not be deemed to include any non-conforming use.
- (27) YARD, FRONT: An open unoccupied space on the same lot with the building between the front line of the building and the front line of the lot and extending the full width of the lot.

- (28) YARD, REAR: An open unoccupied space on the same lot with the building between the rear line of the building and the rear line of the lot and extending the full width of the lot.
- (29) YARD, SIDE: An open unoccupied space on the same lot with the building situation between the building and the side line of the lot and extending from the front yard to the rear yard. Any lot line not a rear line or a front line shall be deemed a side line.

## SECTION 3.0: ZONING DISTRICTS AND MAP

### 3.1 Establishment of Districts

For the purposes of this ordinance, the City of Bayfield is hereby divided into the following zoning districts:

- (1) R-1 Residential
- (2) R-2 Residential
- (3) C-1 Commercial District
- (4) I-1 Industrial District
- (5) A-1 Agricultural Forestry District
- (6) W-1 Conservancy District
- (7) FP-1 General Floodplain District (an overlay district)
- (8) PUD Planned Unit Development District

### 3.2 Zoning Map and District Boundaries

The official zoning district map is an integral part of this ordinance. The single official copy of this map entitled "City of Bayfield Official Zoning Map," together with a copy of this ordinance, shall be available for public inspection during office hours. The map shall be certified by the Mayor and attested by the City Clerk. Any changes in zoning district boundaries shall be recorded on the map. No such change shall be effective until so recorded and until a duly certified and attested certificate describing the change is filed with the map.

The district boundaries are either streets or alleys unless otherwise shown, and where the designation on the map indicates that the various districts are approximately bounded by a street or alley line, such street or alley line shall be construed to be the district boundary line.

Where the district boundaries are not otherwise indicated and where the property has been or may hereafter be divided into blocks and lots, the district boundaries shall be construed to be the district boundary line.

Where the district boundaries are not otherwise indicated and where the property has been or may hereafter be divided into blocks and lots, the district boundaries shall be construed to be lot lines, and where the designations on the map are approximately bounded by lot lines, said lot line shall be construed to be the boundary of the district.

In unsubdivided property, the district boundary shown on the map shall be determined by use of the scale shown on such map.

The following land uses and minimum dimensional requirements apply to the district delineations on the zoning district map:

**R-1: RESIDENTIAL DISTRICT**

This district provides for one-family and two family year-round residential development protected from traffic hazards and the intrusion of incompatible land uses. It is intended to encourage such development around existing residential areas where soil conditions are suitable for such development and in those areas which can be economically and readily served by utilities and municipal facilities.

**a. Permitted Uses:**

- (1) Single family year-round dwellings.
- (2) Private garages and carports, but only as accessory to the principal use
- (3) Essential services and utilities intended to serve the principal permitted use.
- (4) Signs subject to the provisions of Section 5.0.
- (5) Horticulture and gardening.
- (6) Customary accessory uses provided such uses are clearly incidental to the principal use and that no such use generates traffic or noise that would create a public or private nuisance.

**b. Uses Authorized by Conditional Permit (See Section 8 for permit requirements):**

- (1) Multi-family (2 or more) dwelling units.
- (2) Rooming or boarding houses.
- (3) Mobile home parks subject to the provisions of Section 6.0.
- (4) Public and semi-public uses including but not limited to the following: public and private schools, churches, public parks and recreation areas, hospitals, rest homes and homes for the aged, fire and police stations, historic sites. Sewage disposal plants, garbage incinerators and maintenance, repair or storage buildings shall not be permitted.
- (5) Telephone, telegraph and power transmission towers, poles and lines, including transformers, substations, relay and repeater stations, equipment housing and other necessary appurtenant equipment and structures.
- (6) Home occupations of professional offices provided no such uses occupies more than 25% of the total floor area of the dwelling, not more than one nonresident person is employed on the premises, and such use will not include an operational activity that would create a nuisance to be otherwise incompatible with the surrounding residential area.
- (7) Structures in the R-1 District that have been placed on the National Register of Historic Places or those structures of historic importance as designated by the Bayfield Chapter of the County Historical Society may be considered for commercial uses which are ancillary to the principal use. Such requests will be considered principally to encourage the preservation of these historic structures.



(8) Screening and fencing over 2 1/2 feet in height.

c. Dimensional Requirements

Building Height Limit	35 feet
Required Lot Area	
Single Family Dwellings	9600 square feet
Two-Family Dwellings	9600 square feet per family
Multi-Family (over 2)	4800 square feet per family
Minimum Lot Width	80 feet
Yards Required	
Front Yard	25 feet
Side Yards	
Principal Building	7 ft for gable or 9 ft for eave; 20 feet total
Accessory Building	Same as for principal building
Rear Yard	35 feet
Parking	
Off-street Residential	1 per family and 1 per 2 boarders or guests
Places of Public Gathering	1 per 5 seats
Minimum Floor Area Per Family	1,000 square feet for 3 bedroom apt 800 square feet for 2 bedroom apt 600 square feet for 1 bedroom apt

R-2 MULTI-FAMILY RESIDENTIAL DISTRICT

This district is intended to provide for multi-family year-round residential development in areas which are served by utilities and municipal facilities.

a. Permitted Uses

1. Any use permitted in the R-1 District.
2. Multi-family year round dwellings.

b. Uses Authorized by Conditional Permit (See Section 8 for permit requirements).

1. Any use authorized by conditional permit in the R-1 District.
2. Rooming and boarding homes, tourist homes and motels.

c. Dimensional Requirements

Building Height Limit	35 feet
Required Lot Area	
Single Family Dwellings	9600 square feet
Two-Family Dwellings	9600 square feet per family
Multi-Family (over 2)	4800 square feet per family
Minimum Lot Width	80 feet
Yards Required	
Front Yard	25 feet
Side Yards	
Principal Building	7 ft for gable or 9 ft for eave; 20 feet total
Accessory Building	Same as for principal building
Rear Yard	35 feet
Parking	
Off-Street Residential	1 per family and 1 per 2 boarders or guests
Places of Public Gathering	1 per 5 seats
Minimum Floor Area Per Family	1000 square feet for 3 bedroom apartments 800 square feet for 2 bedroom apartments 600 square feet for 1 bedroom apartments

C-1: COMMERCIAL DISTRICT

This district is intended to provide for the orderly and attractive grouping, at appropriate locations, of retail sotres, shops, offices and similar commercial establishments.

a. Permitted Uses

Facilities such as, but not limited to the following:

- (1) Retail stores and shops offering convenience goods and services.
- (2) Business and professional offices and studios.
- (3) Banks and savings and loan offices.
- (4) Commercial entertainment facilities.
- (5) Laundromats.
- (6) Restaurants.
- (7) Taverns.
- (8) Medical and dental clinics.
- (9) Public and private marinas.
- (10) Recreation service oriented facilities.
- (11) Motels and tourist homes.
- (12) Rooming and boarding houses.

b. Uses Authorized by Conditional Permit (see Section 8 for permit requirements)

- (1) Public and semi-public conditional uses as stated in the R-1 District.
- (2) New and used car sales establishments.
- (3) Wholesaling establishments.
- (4) Transportation terminals.
- (5) Farm implement sales firms.
- (6) Auto service stations and maintenance facilities.
- (7) Outdoor theaters.
- (8) Miniature golf, go-karts, and amusement parks
- (9) Drive-in establishments offering in-car service to customers.
- (10) Screening and fencing over 2 1/2 feet in height.

Maximum Building Height	35 feet
Side Yard: Principal Building*	None or if provided a minimum of 10 feet
Side Yard: Accessory Building*	None or if provided a minimum of 10 feet
Front Yard Setback*	15 feet
Rear Yard Setback*	25 feet
Minimum Lot Width*	40 feet
Parking: Off-Street Residential	1 per family & 1 per 2 boarders or guests
Parking: Commercial*	1 per 200 square feet of floor space
Parking: Places of Public Gathering	1 per five seats
Truck Unloading Area*	Sufficient space so that no streets or alleys need be blocked

\*In the blocks in the commercial district which are already developed, setbacks, minimum lot widths, commercial parking and truck unloading areas for new or renovated buildings may correspond with the existing setbacks, minimum lot widths, commercial parking and truck unloading areas, provided the Plan Commission determines such action will be in keeping with the purposes of the ordinance.

#### I-1: INDUSTRIAL DISTRICT

This district is intended to provide for manufacturing and industrial operations which, on the basis of actual physical and operational characteristics, would not be detrimental to surrounding areas by reason of smoke, noise, dust, odor, traffic, physical appearance or similar factors relating to public health, welfare and safety. Those industries requiring outdoor storage for raw materials and/or finished products may be required to provide a fence or screen in accordance with the provisions of Section 7.0.

##### a. Permitted Uses\*\*

- (1) Manufacturing, assembly, fabricating, and processing plants and similar type industrial operations consistent with the purposes of this district.
- (2) General warehousing.
- (3) Accessory uses clearly incidental to a permitted use.

##### b. Uses Authorized by Conditional Permit (see Section 8 for permit requirements)

- (1) Salvage yards, subject to the provisions of Section 6.0.
- (2) Quarrying, mining and processing of products from these activities, subject to the provisions of Section 6.0.
- (3) Screening and fencing over 2 1/2 feet in height.

\*\*Any use determined to be objectionable by the Plan Commission on the basis of pollution, noise, dust, smoke, vibration, odor, flashing lights, or danger of explosion may be permitted only upon the issuance of a conditional use permit setting forth dimensional and site requirements, performance standards, aesthetic controls, and pollution standards for that particular use.

Maximum Building Height	35 feet
Side Yard: Principal Building	9 feet one side, 20 feet total
Side Yard: Accessory Building	5 feet on each side
Front Yard Setback	25 feet
Rear Yard Setback	25 feet
Minimum Lot Width	80 feet
Parking: Industrial	1 per three employees
Truck Unloading Area	Sufficient space so that no street or alleys need be blocked

**A-1: AGRICULTURAL FORESTRY DISTRICT**

This District is established to (1) provide for continuation of forestry programs and help conserve good farming areas and (2) prevent uncontrolled, uneconomical spread of residential, commercial or industrial development since it results in excessive costs to the community for provision of essential public improvements and services (sewer and water lines, etc.). The following uses are permitted:

**a. Permitted Uses**

- (1) One-family and two-family farm residences but only when occupied by owners and/or persons engaged in farming activities on the premises.
- (2) Farming, provided that buildings in which farm animals are kept shall be at least 100 feet from the nearest residential district.
- (3) Roadside stands for the sale of products grown on the premises, if sufficient off-street parking space for customers is provided.
- (4) Cemeteries and mausoleums.
- (5) Customary accessory uses.
- (6) Signs subject to the provision of Section 5.
- (7) Woodlots and tree farms.

**b. Uses Authorized by Conditional Permit (see Section 8 for permit requirements)**

- (1) One-family and two-family year round dwellings.
- (2) Mobile home parks and trailer parks subject to the provisions of Section 6.0.
- (3) Sanitary landfill operations for the disposal of garbage, sewage, rubbish, or offal, subject to the applicable provisions of Wisconsin Administrative Code and the provisions of Section 6.0.
- (4) Public and semi-public uses including, but not limited to, the following: public and private schools, churches, public parks and recreation areas, golf courses, hospitals, rest homes and homes for the aged, fire and police stations, historic sites. Sewage disposal plants, garbage incinerators and maintenance, repair or storage buildings shall not be permitted.

- (5) Telephone, telegraph and power transmission towers, poles and lines, including transformers, substations, relay and repeater stations, equipment housing and other necessary appurtenant equipment and structures.
- (6) Screening and fencing over 2 1/2 feet in height.

Maximum Building Height	35 feet (not applicable to agricultural uses)
Side Yard: Principal building	10 feet on each side
Side Yard: Accessory building	10 feet on each side
Front Yard Setback	40 feet
Rear Yard Setback	25 feet
Lot Area Per Family	5 acres
Minimum lot Width	300 feet
Parking: Off-Street Residential	1 per family
Parking: Places of Public Gathering	1 per five seats

#### W-1: CONSERVANCY DISTRICT

The W-1 District is intended to preserve the natural state of scenic areas, to preserve natural areas and buffer strips, and to discourage intensive development of marginal lands so as to prevent potential hazards to public and private property. The following uses are permitted:

##### a. Permitted Uses

- (1) Management of forestry, wildlife and fish.
- (2) Harvesting of wild crops such as marsh hay, ferns, moss, berries, fruit trees, and tree seeds.

##### b. Uses Authorized by Conditional Permit (see Section 8 for permit requirements)

- (1) Drainage where such activity will not be in conflict with the stated purposes of this district.
- (2) Public and private parks.
- (3) Dams.
- (4) Grazing where such activities will not be in conflict with the stated purposes of this district.
- (5) Orchards and wild crop harvestings.
- (6) Telephone, telegraph and power transmission towers, poles and lines including transformers, substations, relay and repeater stations, equipment housings and other necessary appurtenant equipment and structures.
- (7) Signs, subject to the provisions of Section 5.0.

No use shall involve dumping or filling, of mineral soil or peat removal or any other use that would disturb the natural fauna, flora, water courses, water regimen, or topography.

#### FP-1: FLOODPLAIN DISTRICT\* (OVERLAY DISTRICT)

Regulations regarding development in this district are contained in the City of Bayfield Ordinance Number 165.

\*Until more refined regional flood elevations are made available, the Federal Insurance Administration's Flood Hazard Boundary Map will be used to delineate the FP-1 District boundaries within the City of Bayfield.

**PUD: PLANNED UNIT DEVELOPMENT DISTRICT**

The PUD District is intended to provide for large scale residential or residential-recreational development. This District shall have no definite boundaries until such are approved by the City Council on the recommendation of the Planning Commission in accordance with procedures prescribed for Zoning Amendments by Sec. 62.23 Wisconsin Statutes. It is recognized that carefully planned large scale developments may deserve certain exceptions from the otherwise fixed requirements of the Zoning District (such as set-backs and minimum lot sizes) where the resulting development would better serve the objectives of this Ordinance than would a development of the same land without the use of the exceptions. A condition of all Planned Unit Developments would require the preservation of certain open space in perpetuity.

The area proposed for the Planned Unit Development must be at least five (5) acres in size. Application for establishing a Planned Unit Development District must be made in writing to the City Council, which must include duplicate plans showing the location of all boundaries, buildings sewage disposal and water supply facilities, together with information showing how all the applicable provisions of this Ordinance will be complied with, the exceptions requested, and the reasons why the applicant considers the exceptions to be consistent with the spirit of this Ordinance. The plans may provide for a combination of single and multiple family development, as well as related commercial uses. The City Council may request the applicant to submit such other maps, studies, plans or pertinent information as shall be necessary to its consideration of the application.

The application shall be submitted to the City Planning Commission, which shall hold a public hearing thereon and make report to the City Council as required by law. If an application seeks approval of a Planned Unit Development plat, without first seeking the granting of an overlay, a hearing must be held on such plat as on any regular amendment to the Zoning Ordinance. If, however, a hearing is first held on the overlay for a Planned Unit Development District, a second public hearing need not be held in connection with the approval of a subsequent plat or plats which complies with the overlay district as approved.

After report from the Planning Commission, the City Council shall hold a public hearing thereon and shall make written findings as to the compliance or noncompliance of the proposed Planned Unit

Development overlay district with the provisions of this Ordinance. If the application is granted in whole or in part, the City Council's approval shall attach such written conditions to the approval as shall be required by or be consistent with this Ordinance. The condition of approval shall, in all cases, establish the specific restrictions applicable with regard to minimum lot sizes, widths, set-backs, preservation of ground cover and open space, etc. In passing upon an application for a Planned Unit Development District, the City Council shall evaluate the effect of the proposed development upon:

1. The maintenance of safe and healthful conditions;
2. The prevention and control of water pollution, including sedimentation;
3. Existing topographic and drainage features and vegetative cover on the site;
4. The location of the site with respect to any floodplains;
5. The erosion potential of the site based upon degree and direction of slope, soil type and vegetative cover;
6. The location of the site with respect to existing or future roads and sidewalks as determined to serve the needs of the area involved;
7. Whether the development will constitute a reasonable extension of the living areas in the City and will be compatible with surrounding land uses;
8. The type and adequacy of the sewerage disposal and water supply systems;
9. The anticipated demand for police, fire, ambulance, solid waste disposal, and school facilities and services and the adequacy of the existing facilities and services to accommodate the anticipated demand.

## SECTION 4.0: GENERAL PROVISIONS

### 4.1 Application of Provisions

No structure, land, or water shall hereafter be used and no structure or part thereof shall hereafter be located, erected, moved, reconstructed, extended, enlarged, converted or structurally altered without a zoning permit as provided in Section 11.0, except minor structures specifically excepted from zoning permits, and without full compliance with the provisions of this Ordinance and all other applicable local, county, and state regulations.

The Common Council shall designate the Building Inspector, with the aid of the Police Department, to investigate all complaints, give notice of violations, and to enforce the provisions of this Ordinance. The Building Inspector and his duly appointed deputies may enter at any reasonable time onto any public or private lands or waters to make a zoning inspection.

### 4.2 Standard District Provisions

#### (1) Setback requirements on streets and roads

- (a) All building setback lines shall meet minimum distances as listed in Zoning District Regulations, Section 3.
- (b) A setback equal to the average setback of existing principal buildings located within 500 feet of a proposed building site and on the same side of the street, shall be permitted where five of these buildings do not conform with the appropriate setback line.
- (c) Minor readily removable structures such as open fences or signs permitted by this ordinance may be placed within setback lines. Public utility equipment without permanent foundations is also permitted. When deemed necessary by the Bayfield Planning Commission in connection with development such as highway improvement programs, property owners and public utilities may be required to remove, at their own expense and without right-of-compensation, any such structures erected within setback lines.

#### (2) Visual Clearance at Intersections

In each quadrant of every street intersection there shall be designated a vision clearance triangle, bounded by the curb face lines and a line connecting them 35 feet from their intersection. Within this triangle no object shall be allowed above a height of two and one-half feet above the streets if it obstructs the view across the triangle. Posts or open fences are excluded from this provision. Tree trunks shall be exempt where they are unbranched to a height of ten feet and located a minimum of 30 feet apart.



(3) Access Driveways

The maximum number and width of access driveways to streets and service roads shall be as follows:

<u>Type of Access Driveway</u>	<u>Maximum Number of Access Driveways</u>	<u>Maximum Width of Access Driveways</u>
Commercial and Industrial Land Uses	2	40 feet
Other Land Uses	1	30 feet

Where cross-overs in median strips have been provided, access driveways shall be directly opposite these cross-overs.

(4) Excessive Height Permitted

Heights of the following structures may exceed ordinance limits for the district in which it is to be located with the approval of the Bayfield Planning Commission; cooling towers, penthouses, stacks, lookout towers, silos, windmills, water towers, spires, radio and television aerials, masts, antennae and necessary mechanical appurtances.

(5) Lot Sizes

- (a) After adoption of this ordinance, no lot area shall be so reduced that the dimensional and yard requirements required by this ordinance cannot be met. Lots existing and of record prior to adoption of this ordinance, but of substandard size, may be devoted to uses permitted in the district in which located.
- (b) If two or more substandard lots with continuous frontage have the same ownership as of the effective date of this ordinance, the lots involved shall be considered to be an individual parcel for the purpose of this ordinance.
- (c) Lots created after adoption of this ordinance and which are not served by public water and sewer systems shall meet minimum area requirements of the Bayfield County Sanitary Code, the City of Bayfield Subdivision Control Ordinance, and appropriate Wisconsin Administration Codes.
- (d) All lots shall abut upon a public street with at least 80 feet of frontage unless a variance has been approved or it is part of an approved planned unit development project.

(6) Principal and Accessory Uses and Structures

- (a) Only one principal structure shall be located, erected, or moved onto any lot.
- (b) Any permanent, roofed structure serving as an accessory use, if attached to the principal building, shall be considered a part of the principal building. If such structure is a building and is not attached to the principal building, it shall conform to the setback, and other dimensional requirements of the district within which it is located.

(7) Drainage, Sanitation and Water Supply

- (a) No principal building shall be erected, structurally altered, or relocated on land which is not adequately drained at all times by reason of adverse soil conditions, steep slopes, shallow impermeable bedrock, periodic flooding, or where the lowest floor level is less than 4 feet above the highest groundwater level.
- (b) No principal building intended for human use or occupancy shall be erected, structurally altered, or relocated on a lot unless provision is made for safe and adequate facilities for water supply and disposal of sewage. Private on-site water and sewer systems shall comply with the Bayfield County Sanitary Code and appropriate State Administrative Codes.

4.3 Supplementary Regulations

(1) Off-Street Parking

Any building hereafter erected or placed on a lot shall be provided with off-street parking spaces for those using such building.

- (a) Each parking space required shall be at least 200 square feet in area.
- (b) Residential users shall be provided with at least one (1) parking space for each dwelling unit.
- (c) Commercial and industrial uses as listed and permitted in the zoning districts, shall be provided, except as noted below with 1 parking space for each 200 square feet of floor area. However, restaurants, taverns, and similar establishments shall be provided with at least 1 space for each 3 seats devoted to patron use; motels, tourist cabins and similar establishments, shall be provided with at least 1 space for each unit; drive-in eating stands offering in-car service shall be provided with at least 4 spaces for each person employed to serve customers.
- (d) Public gathering uses shall be provided with at least 1 space for each 5 patrons to be accommodated on the premises.

(2) Off-Street Loading and Unloading

Any commercial or industrial building hereafter erected or placed on a lot, shall be provided with sufficient off-street loading and unloading space so that no public streets or alleys need be blocked by such activities. In the Industrial District such buildings shall be provided with a minimum of 400 square feet of off-street loading and unloading space.

## SECTION 5.0 SIGNS

### 5.1 Introduction and Goals

Signs are an important part of Bayfield. They serve as a visual form of communication between places of business and the public.

But unattractive, garrish signs--ones that detract from Bayfield's scenic and historic values--threaten harm to Bayfield's character.

This unique Bayfield character includes several identifiable elements: peacefulness and beauty, an unhurried feeling, unsurpassed scenic qualities, rustic beauty, quaintness and charm.

It is the intent and design of this sign ordinance to provide guidelines for the construction and placement of signs so that these values are preserved.

#### Statement of goals:

1. To protect Bayfield's aesthetic character.
2. To contribute to the order, unity and beauty of this character through controls in visual communication.
3. To help make visual communication among places of business and the public easy and pleasant.
4. To promote traffic safety by eliminating distracting graphics.
5. To provide graphics that give the traveling public direct, pertinent information without clutter.

### 5.2 Prohibited Devices and Signs

- (1) No sign or light shall move, flash, or make noise. (Indicators of time and temperatures are exemptions.) Signs that contain or consist of banners, posters, pennants, ribbons, streamers, strings of light bulbs, or other similarly moving devices are prohibited. (Christmas decorations are exemptions.)
- (2) Signs shall not resemble, imitate, or approximate shape, form or color of traffic or railroad signs, signals or devices, or use such words as "stop, look, danger, go slow, caution, or warning." Signs shall not obstruct or interfere with the effectiveness of traffic or railroad signs, signals, or devices. No sign shall be erected, relocated or maintained so as to prevent free ingress or egress from any door, window or fire escape, and no sign shall be attached to a standpipe or fire escape. No sign shall be placed so as to obstruct or interfere with traffic visibility.

- (3) Signs painted directly on building walls are prohibited except necessary traffic directional signs not more than three (3) square feet in area.
- (4) Permanent signs affixed to or painted upon rocks, trees utility poles or other such structures are prohibited.
- (5) No advertizing sign shall be designed and erected so as to be intentionally seen or read from any water area, unless authorized by a conditional permit.

### 5.3 General Sign Standards

Allowable signs within the City of Bayfield are categorized into seven basic types:

- 1. On-premise
- 2. Off-premise
- 3. Directional
- 4. Official
- 5. Service Club--Religious
- 6. Temporary
- 7. Non-conforming

- (1) On-premise signs must be located on the property where the advertised activity is conducted. Size restrictions for these signs are listed according to the zone in which they are located.
- (2) Off-premise signs are allowed only in areas zoned Commercial and require conditional use permits, obtainable from the building inspector after a public hearing pursuant to Section of the ordinance. The City of Bayfield requires that off-premise signs conform to the following:
  - (a) There shall be no less than 200 ft. spacing between off-premise signs.
  - (b) Off-premise signs shall not be located less than 50 ft. from any intersection.
  - (c) No off-premise sign shall exceed 25 sq. ft. in area and not exceed 10 ft. in height above the ground.
- (3) Directional signs are excluded from control except that a minimum of 100 ft. spacing must be maintained between directional signs facing the same direction of travel.
- (4) Official signs are excluded from control except that such signs may not exceed 32 sq. ft. in area.
- (5) Service Club and Religious signs are excluded from control except that they may not exceed 8 sq. ft. in size, nor project more than 6 ft. above the ground, if ground mounted.

- (6) Temporary signs do not require a permit and are excluded from controls, except those listed in Section 9 of this ordinance.
- (7) Non-conforming signs are signs already existing at the effective date of this ordinance but which do not conform to the requirements listed herein.
  - (a) Non-conforming signs shall conform to the provisions of this ordinance within five (5) years of the adoption of this ordinance.
  - (b) The cost of structural repairs or alterations of non-conforming signs shall not exceed 50% of the sign's replacement value, unless a sign conforming to this ordinance results.
  - (c) Any non-conforming sign that is either abandoned or unused for one year shall be removed.
  - (d) At the time a business owning non-conforming signs is purchased by a new party, all non-conforming signs on the premises must be altered or removed so as to conform with the provisions of this ordinance.
- (8) No sign shall hereafter be located, erected, moved, constructed, extended, converted, or structurally altered without a permit and without being in conformity with the provisions of this ordinance. These permits are available from the building inspector. See Section 11.
- (9) The following sign standards by zones are intended to include every zone of the City of Bayfield. The zones are as defined by the zoning ordinance and official zoning map. Only signs as described herein and as may be described under Temporary Signs will be permitted in each particular zone.
- (10) If any zone is omitted from this ordinance, or if a new zone is created after the enactment of this ordinance, no signs shall be permitted therein until this ordinance shall be amended to include this zone.
- (11) Illumination. Indirect lighting of signs is allowed.
  - (a) The light source shall be exterior to the sign and shielded so that it will not cast a direct beam toward vehicular or pedestrian traffic on any street or sidewalk.
  - (b) Any sign which is so placed that the bottom of the sign is at least 8 ft. above the ground shall be illuminated from the bottom or sides.
  - (c) No moving, flashing, neon, strobe or colored lights shall be used to illuminate any sign.

#### 5.4 Residential Zone (R-1 and R-2)

(1) The following signs are allowed in the Residential Districts.

(a) One sign, a maximum of two (2) square feet in area, shall be permitted where a home occupation or professional office has been established in a residential zone. See Section 3 of this Ordinance. The sign may contain the name and profession or occupation of the occupant of the premises.

(b) Boarding homes, motels and apartment or multi-family dwellings allowed in the R-2 district will be allowed one identity sign not to exceed four (4) square feet.

(2) Permitted signs shall not project beyond any property line. If ground mounted, the top shall be not over five (5) feet above the ground, if building mounted, shall be flush mounted, shall not be mounted on any roof of the building and shall not project above the roof line.

#### 5.5 Commercial

(1) Content: Signs allowed in this zone shall be identity signs only, and only one identity sign shall be allowed per business.

(2) No sign shall project above the roof lines.

(3) Size: Maximum allowable sign area will be determined by the type of sign. The following types of signs are allowed within the commercial district.

(a) Projecting signs shall not exceed 16 square feet and shall be placed so that the bottom of the sign is at least 8 feet above the ground and shall not project into any street right-of-way.

(b) Wall signs placed against the exterior walls of buildings shall not extend more than 6" out from the building's wall surface, shall not exceed more than 25 square feet or 5% of the wall area on which it is placed for any one premises, and shall not extend above the wall upon which it is placed.

(c) Ground signs shall not exceed 10 feet in height above the mean centerline street grade, and shall not exceed 16 square feet.

(4) When a building contains offices or business establishments above the first floor, one additional sign may be erected on the front of such building located at a first floor level. This sign shall be a directory type sign only for the purpose of listing such offices or business establishments located in said building. Each listing thereon shall be limited to 1 square foot.

- (5) When any business establishment has more than one customer or service entrance, said establishment shall be allowed additional signing to be erected on, over, or adjacent to each regular customer entry, not to exceed six (6) square feet; or service entry, not to exceed two (2) square feet.
- (6) Additional signs will be allowed if more than one business or service is conducted on the premises. Such signs shall not exceed four (4) square feet in size.
- (7) Awnings and marquees. Signs may be on the vertical faces of awnings and marquees and may project below the lower edge of the awning or marquees not more than six (6) inches. The bottom of such signs shall be no less than eight (8) feet above the sidewalk or grade at any point. No part of the sign shall project above the vertical awning or marquee face.

#### 5.6 Agricultural Zone

The same restrictions found in Section 5.4, Residential, apply to all areas within the agricultural Zone.

#### 5.7 Conservancy Zone

No signs are allowed in the Conservancy Zone.

#### 5.8 Temporary Signs

The following signs shall be permitted anywhere within the city and shall not require a permit:

- (1) Construction signs which identify the architects, engineers, contractors and other individuals or firms involved with the construction, but not including any advertisement of any product, and signs announcing the character of the building enterprise or the purpose for which the building is intended, during the construction period. The signs shall be confined to the site of the construction and shall be removed within 14 days of the beginning of the intended use of the project. Construction signs shall not exceed 32 sq. ft. in area.
- (2) Real Estate Signs advertising the sale, rental or lease of the premises or part of the premises on which the signs are displayed, up to a total area of four (4) square feet. Such signs shall be removed within 14 days of the sale, rental or lease.
- (3) Political Campaign Signs announcing the candidates seeking public office and other data pertinent thereto, up to an area of two (2) square feet for each sign. Only one sign per candidate per premises shall be confined within private property with the owner's consent, and removed by the owner within 14 days after the election for which they were made.

- (4) Street Banners advertising a public entertainment event, if specially approved by the City Council as only for locations designated by the City Council, during and for fourteen days before and seven days after the event.
- (5) Show Window Signs in a window display of merchandise when incorporated with such a display. They need not be related in content with the display. They shall not be larger than 20% of the total window area.

## 5.9 Permits and Fees

Section 11 and the following applies:

- (1) Applications. The permit application shall contain the location of the sign structure, the name and address of the sign owner and of the sign erector, drawings showing the design, size, and location of the sign and such other pertinent information as the building inspector may require to insure compliance with the ordinances of the city.
- (2) Fees. Fees for sign permits shall be set by the City Council.

Nullification. A sign permit shall become null and void if the work for which the permit was issued has not been completed within a period of six (6) months after the date of the permit.

- (3) Permit Exceptions. The following operations shall not be considered as creating a sign and, therefore, shall not require a sign permit:
  - (a) Replacing copy. The changing of the advertising copy or message of an approved painted or printed sign or on a theatre marquee and similar approved signs which are specifically designed for the use of replaceable copy.
  - (b) Maintenance. Painting, repainting, cleaning, and other normal maintenance and repair of a sign or a sign structure unless a structural change is made.
  - (c) Temporary Signs are also exempt from permit requirements.
  - (d) Signs erected by the city public works department and the state highway department do not require permits.

## 5.10 Inspection, Removal, Safety

- (1) Signs for which a permit is required may be inspected periodically by the building inspector for compliance with this and other codes of the city.
- (2) Maintenance. All signs and components thereof shall be kept in good repair and in safe, neat, clean, and attractive condition.



- (3) Removal of Sign. The building inspector may order the removal of any sign rerected in violation of this code. He shall give sixty (60) days notice in writing to the owner of such sign, or of the owner of such sign, or of the building, structure or premises on which the sign is located, to remove the sign or to bring it into compliance. The building official may remove a sign immediately and without notice if, in his opinion, the condition of the sign is such as to present an immediate threat to the safety of the public. If the sign owner does not comply with the orders of the building inspector, the inspector is authorized to have the sign removed and the removal charged to the owner of the sign.
- (4) Abandoned Signs. A sign, on or off premise, shall be removed by the owner or lessee of the business, when the business which it advertises is no longer conducted. If the owner or lessee fails to remove it, the building inspector shall give the owner a sixty (60) day written notice to remove it. Upon failure to comply with this notice, the building official may remove the sign at cost to the owner.

If the sign owner cannot be located, the building inspector shall have the authority to remove the sign and cost shall be borne by the city.

#### 5.11 Administrations and Penalties

Section 11 and the following applies:

- (1) Enforcement. The building inspector is hereby authorized and directed to enforce all of the provisions of this ordinance.
- (2) Interpretation. Where there is any ambiguity or dispute concerning the interpretation of this code, the decision of the building inspector shall prevail, subject to appeal as provided herein.
- (3) The Zoning Board of Appeals will also serve as the Board of Appeals in matters relating to signs. (See Section 10)
- (4) Right of Appeal. Any person aggrieved by any decision or order of the building inspector relating to signs may appeal to the Board by filing with the building inspector and with the Board, a written notice of appeal specifying the grounds thereof. The building inspector shall forthwith transmit to the Board all the papers constituting the record upon which the action appealed from was taken. The Board shall fix a reasonable time (not to exceed 30 days) for the hearing of appeals and give public notice to the parties in interest, and shall decide the same within an additional 30 days, unless just cause is shown why it should take more time.

## 5.12 Definitions

- (1) **Sign or Graphic:** Any letters, pictorial representation, symbol, flag, emblem, illuminated devices, displayed in any manner whatsoever, which directs attention of persons off the premises on which the sign is displayed to any object, subject, place, person, activity, product, service, institution, organization, or business. However, this shall not include any official flag, emblem or insignia of a government, school or religious group when displayed for official purposes.
- (2) **Abandoned Sign:** Any on or off-premise sign is an obvious state of neglect, or one which advertises a business no longer in operation for which the owner is unknown.
- (3) **Billboard:** Any sign with a surface area of one hundred and fifty square feet or more, supported by posts set into the ground, which is used to display printed or painted advertising matter.
- (4) **Official Signs:** Signs or notices of a non-commercial nature and in the public interest, erected by or in the order of a public official in the performance of his or her public duty. Safety signs, memorial plaques, signs marking historical sites may be considered official signs.
- (5) **Off-Premise Sign:** A sign which directs attention to a business, product, service or entertainment not conducted, sold or offered upon the property where such sign is located.
- (6) **On-Premise Sign:** A sign which directs attention to the name of the building or the name of the building management firm or to a business, principal product, service or entertainment conducted, sold, or offered upon the property where such sign is located.
- (7) **Direct Illumination:** Illumination by light sources which are a part of the sign.
- (8) **Indirect Illumination:** Illumination which is derived from light sources which are not a part of the sign.
- (9) **Awnings: Marquees:** Any fixed or collapsible frame structure or device of any kind otherwise known as a marquee or an awning erected or placed over any sidewalk and attached to a building or structure for the purpose of providing shelter from wind, sun, rain, or any other element of weather or upon which advertising is shown, painted or displayed.
- (10) **Roof Line:** This shall mean either the edge of the roof or the top of the parapet, whichever forms the top line of the building silhouette and, where a building has several roof levels, this roof or parapet shall be the one belonging to that portion of the building on whose wall the sign is located.

- (11) **Directional Sign:** Signs containing directional information about public places owned or operated by federal, state or local governments, publicly or privately owned educational, historic or cultural sites, and areas of natural scenic beauty deemed to be in the interest of the traveling public.
- (12) **Identity Sign:** Any sign which carries only the name of the firm, the major enterprise or the principal product offered for sale on the premises, or a combination of these.
- (13) **Projecting Signs:** A sign, other than a wall sign, which projects from, and is supported by, a wall or a building or structure.
- (14) **Roof Sign:** A sign located on or above the roof of any building.
- (15) **Service Club and Religious Signs:** Signs or notices relating to meetings of nonprofit service clubs, charitable associations or religious services.
- (16) **Temporary Sign:** A banner, pennant, poster or advertising display constructed of cloth, canvas, plastic sheet, cardboard, wallboard or other like materials and intended to be displayed for a time period not to exceed 45 days.
- (17) **Wall-Flat Sign:** One affixed directly to or painted on or otherwise inscribed on an exterior wall and confined within the limit thereof of any building and which projects from that surface less than six (6) inches at all point.
- (18) **Unused Sign:** Any on or off-premise sign in an obvious state of neglect but for which the owner is known.
- (19) **Sign Mall:** A directory listing a number of similar identity and/or directional signs, located in one central location, and viewed by pedestrian traffic.

## SECTION 6.0 REGULATION OF SPECIAL USES

### 6.1 General Provisions

Except as added to alter hereafter in this section, the procedures and requirements of Section 8.0 governing conditional uses shall apply.

### 6.2 Quarries and Mines

#### (1) Application Required:

Application requesting Bayfield Planning Commission approval of a proposed quarrying activity shall be accompanied by:

- (a) A description of all phases of the contemplated operation including types of machinery and equipment which will or might be necessary to carry on the operation. Where the operation is to include sand and gravel washing, the estimated daily quantity of water required, its source and its disposition shall be identified.
- (b) A legal description of the proposed site.
- (c) A topographic map (at a minimum contour interval of five feet) of the proposed site and the area extending beyond the site to a minimum distance of 300 feet on all sides.
- (d) A restoration plan as hereinafter required.

#### (2) Consideration of Compatibility:

In reviewing a proposal for a quarrying activity, the Bayfield Planning Commission shall take into consideration:

- (a) The effect of the proposed operation on drainage and water supply, particularly in connection with sand and gravel washing.
- (b) The possibility of soil erosion as a result of the proposed operation.
- (c) The most suitable land use for the area.

#### (3) Restoration Plan and Financial Guarantee Required

No grant to carry on a quarrying operation shall be given until the Bayfield Planning Commission approves a restoration plan and the owner agrees to restore the quarried area to a condition of practical usefulness and reasonable physical attractiveness as soon as

practicable after the quarrying operations have ceased. The owner shall provide sufficient financial guarantee to secure the performance of the restoration agreement. The agreement and financial guarantee shall be in a form approved by the City Attorney.

(4) Conditions for Approval:

The City Planning Commission may set forth conditions regarding appropriate setback and other dimensional requirements, particularly with reference to avoiding a nuisance effect on surrounding residential uses. Suitable fencing and landscaping may be required.

(5) Duration of Conditional Grant:

The initial grant to carry on a quarrying operation shall not be effective for more than five years. Authorization may be extended for three additional years, subject to conditions specified by the Planning Commission.

(6) Existing Quarry Operations:

- (a) Within 60 days after the effective date of this ordinance, the owners of all existing quarrying operations shall submit to the Bayfield Planning Commission the names of the quarry owners and operators and information regarding its operation.
- (b) Within one year after adoption of this ordinance, the owners shall submit to the Planning Commission a plan for restoration of the quarrying site in accordance with subsection (3) of this section. The restoration plan shall not impose requirements which are economically or engineeringly unreasonable with respect to conditions resulting from operations prior to enactment of this ordinance.
- (c) Within three years after the effective date of this ordinance any such existing operation shall be subject to the provisions of subsections 4, 5 and 6 of this section.

### 6.3 Salvage Yards

No salvage yard shall be permitted in the City of Bayfield except in conformance with the standards, rules and regulations of Wisconsin Administrative Code, NR 51 and the requirements herein specified.

- (1) All salvage yards shall have minimum front, side and rear yards of 100 feet.
- (2) Salvage yards shall be screened so that the salvage materials are not visible from other property in the vicinity, nor from a public right-of-way such as roads, streets, and highways and waterways.

#### 6.4 Garbage and Refuse Disposal Sites

- (1) No garbage or refuse disposal sites shall be permitted in the City of Bayfield except in conformance with the rules and regulations of NR 51 Wisconsin Administrative Code.
- (2) All such disposal sites shall have a minimum front, side and rear yards of 100 feet each.
- (3) Garbage and refuse disposal sites shall be screened so that the salvage materials are not visible from other property in the vicinity, nor from a public right-of-way such as roads, streets, highways and waterways.

#### 6.5 Mobile Home Parks

Except as otherwise specifically authorized, no mobile home intended for occupancy shall be located within the City of Bayfield except in a mobile home park, the plan of which has been approved by the Bayfield Planning Commission and appropriate state agencies. Such parks shall meet the following requirements:

- (1) Minimum size--two (2) acres.
- (2) Maximum number of mobile home sites--six per acre.
- (3) Minimum width of mobile home site--40 feet.
- (4) Maximum height of mobile home trailer--25 feet.
- (5) Minimum distance between mobile trailers--20 feet.
- (6) Minimum distance between mobile home and service road--10 feet.
- (7) Each mobile home site shall be connected to a public or common water supply system and a public or common sewage disposal system.
- (8) All drives, parking areas and walkways shall be hard surfaced. There shall be one parking space for each mobile home and additional parking spaces for automotive vehicles within the park, totalling not less than one and a quarter parking spaces for each mobile home space.
- (9) No mobile home sales office or other business or commercial use shall be located on the mobile home park site. However, laundries washrooms, recreation rooms, maintenance equipment, storage and one office are permitted.
- (10) Minimum side yard setback--40 feet at all front, side and rear lot lines of the mobile home park.
- (11) Each mobile home shall be placed on a compacted gravel or equivalent stand of size to accommodate the use. The stand should provide for practical placement on and removal from the lot of the mobile home and retention of the home on the lot in a stable condition and in satisfactory relationship to its surroundings. The size of a development will be acceptable if it is suitable for the general market to be served by the individual proposal and fits the dimensions of mobile homes anticipated.

- (12) All mobile home parks shall be screened in accordance with Section 7.0 of this ordinance.
- (13) All mobile homes shall meet the construction standards of the Mobile Homes Manufacturing Association.
- (14) Mobile home parks shall be served by municipal sewer and water systems or with planning commission approval, comply with the sanitation regulations of the Bayfield County Sanitary Code and the appropriate requirements of the Wisconsin Administrative Code.

#### 6.6 Trailer Camps and Camping Grounds

A trailer, camper or tent must be located in a Federal, State, town, city, or county camp or in a private campsite, the plan of which has been approved by the Bayfield Planning Commission and appropriate state agencies.

- (1) Each trailer site shall be plainly marked and surfaced.
- (2) Maximum number of trailer sites shall be 15 per gross acre.
- (3) All drives and parking areas other than those at individual trailer sites shall be surfaced, at least gravel surface.
- (4) Central toilet, shower and washing facilities shall be provided in sufficient quantity, as determined by the State Department of Health and Social Services requirements.
- (5) Water supply and sewage disposal shall be provided by Bayfield public systems or shall comply with regulations of the Bayfield County Sanitary Code and appropriate Wisconsin Administrative Codes.
- (6) No trailer shall be less than 50 feet from the front, side or rear lot lines of the camp.
- (7) Marshland and shoreline areas shall not be altered.

#### 6.7 Major Recreational Equipment

The parking, storage, or use of major recreational equipment shall not be subject to the provisions of this section, except that no major recreational equipment shall be parked or stored on any lot in a residential district except in a garage or carport or behind or on the side of the nearest portion of a building to a street. Such equipment shall be parked anywhere on residential premises for a period not to exceed 24 hours during loading or unloading. No such equipment shall be used for living or house-keeping purposes when parked or stored on a residential lot, or in any location not approved for such use, unless sanitary facilities are provided on the site and a permit for such use has been obtained from the City of Bayfield.

### SECTION 7.0 SCREENING AND FENCING

#### 7.7 General Provisions

Screening or fencing as required by this ordinance shall be subject to the following provisions:

- (1) Approval Required: Any use or conditional use listed in this ordinance requiring screening or fencing shall be permitted only when authorized by the Bayfield Planning Commission and subject to its approval of a screening or fencing plan for that particular use.

(2) Objective: Planting or other suitable screening including fences or freestanding walls shall be required where deemed necessary for screening or enclosure purposes by the Bayfield Planning Commission, such as around outdoor storage yards and industrial property lines, salvage yards, refuse disposal sites, quarries and mines, mobile home parks, and trailer camps. Such provisions shall be required to the extent needed to provide for:

- (a) Screening of objectionable views
- (b) Adequate shade
- (c) Enclosure of storage materials
- (d) Public health and safety
- (e) A suitable setting for the particular use and other facilities

(3) Extent:

- (a) Screen planting: Adequate to screen objectionable views effectively within a reasonable time; in some cases temporary screening devices may be required until suitable screen planting can be achieved.
- (b) Other planting: For mobile home parks and trailer camps, other planting should be adequate in size, quantity and character to other improvements, to provide adequate privacy and pleasant outlook for living units, to minimize reflected glare and to afford summer shade.
- (c) Existing planting: Acceptable as required planting to the extent that it is equivalent, suitable and preserved in good condition.
- (d) Fences and walls: Appropriately designed for the function intended and shall be substantially constructed to withstand conditions of soil, weather and use.
- (e) All screenings, fences and walls required by this ordinance shall be maintained so as not to prove an objectionable view by themselves.

## 8.0 CONDITIONAL USES

### 8.1 General Provisions

One of the purposes of this ordinance is to divide the City of Bayfield into districts within which the use of land and buildings, and the bulk and location of buildings in relation to the land are mutually compatible, and substantially uniform.

There are certain uses that may be entirely appropriate and not necessarily incompatible with the basic uses permitted in any district, but not at every or any location therein or without restrictions or conditions being imposed by reason of unique problems the use or its particular location presents from a zoning standpoint, including the impact of those uses upon neighboring land or public facilities, and the public need for the particular use at a particular location. Such uses may be necessary or desirable to be allowed in a particular district provided that due consideration is given to their location, development, and operation. Such uses are hereby classified as conditional uses and are subject to the provisions specified herein.



- (1) **Approval Required:** Any conditional uses listed in this ordinance shall be permitted only when authorized by the Bayfield Planning Commission and subject to its approval. Upon such approval, issuance of a Conditional Use Permit will be granted.
- (2) **Basis of Approval:** The Bayfield Planning Commission shall consider the effect of such grant on the health, general welfare, safety and economic prosperity of the city and of the immediate area in which such use would be located, including such considerations as the effect on the established character and quality of the area, its physical attractiveness, existing topography, drainage features, erosion potential, vegetative cover, the prevention and control of water pollution, the location with respect to floodplains and floodways, the movement of traffic and the relationship to existing or proposed roads, the demand for related services, the possible hazardous, harmful, noxious, offensive or nuisance effects resulting from noise, dust, smoke, or odor and other factors.

## 8.2 Procedure

- (1) **Application:** Application for a Conditional Use Permit shall be made to the City of Bayfield Building Inspector who shall promptly refer the application to the Bayfield Planning Commission. In addition to the information required under Section 9.0 for a Land Use Permit, the Bayfield Planning Commission may require the applicant to submit other pertinent data and information necessary to properly evaluate the request.
- (2) **Fees:** The fee for filing of applications for Conditional Use Permits shall be established by the Bayfield City Council. A copy of the current fee schedule shall be kept on file in the office of the City Clerk.
- (3) **Hearing:** The Bayfield Planning Commission shall schedule a public hearing on the application within 30 days after it is filed.
- (4) **Determination.** The Bayfield Planning Commission shall report its decision within 90 days after the filing of the application. Its decision shall include an accurate description of the use permitted, of the property on which it is permitted, and all conditions made applicable thereto.
- (5) **Mapping and Recording:** When a Conditional Use Permit is granted, an appropriate record shall be made of the land use and building permits, and such grant shall be applicable solely to the structures, use and property so described.
- (6) **Termination:** Where a permitted conditional use does not continue in conformity with the conditions of the original approval, the Conditional Use Permit shall be terminated by action of the Bayfield Planning Commission.

## SECTION 9.0 NONCONFORMING USES

### 9.1 Existing Nonconforming Uses

The lawful nonconforming use of a structure, land, or water existing at the time of the adoption or amendment of this ordinance may be continued although the use does not conform with the provisions of this Ordinance; however;

Only that portion of the land or water in actual use may be so continued and the structure may not be extended, enlarged, reconstructed, substituted, moved, or structurally altered except when required to do so by law or order or so as to comply with the provisions of this Ordinance.

Total lifetime structural repairs or alterations shall not exceed fifty (50) percent of the city's assessed value of the structure at the time of its becoming a nonconforming use unless it is permanently changed to conform to the use provisions of this Ordinance.

Substitution of new equipment may be permitted by the Board of Zoning Appeals if such equipment will reduce the incompatibility of the nonconforming use with the neighboring uses.

### 9.2 Abolishment or Replacement

If such nonconforming use is discontinued or terminated for a period of twelve (12) months, any future use of the structure, land, or water shall conform to the provisions of this Ordinance.

A current file of all nonconforming uses shall be maintained by the Building Inspector listing the following: owner's name and address; use of the structure, land or water; and assessed value at the time of its becoming a nonconforming use.

### 9.3 Existing Nonconforming Structures

The lawful nonconforming structure existing at the time of the adoption or amendment of this Ordinance may be continued although its size or location does not conform with the lot width, lot area, yard, height, parking and loading, and access provisions of this Ordinance; however, it shall not be extended, enlarged, reconstructed, moved, or structurally altered except when required to do so by law or order or so as to comply with the provisions of this Ordinance.

### 9.4 Changes and Substitutions

Once a nonconforming use or structure has been changed to conform, it shall not revert back to a nonconforming use or structure. Once the Board of Zoning Appeals has permitted the substitution of a more restrictive nonconforming use for an existing nonconforming use, the substituted

use shall lose its status as a legal nonconforming use and become subject to all the conditions required by the Board of Zoning Appeals.

9.5 Substandard Lots

In the residential district, a one-family detached dwelling and its accessory structures may be erected on any legal lot or parcel of record in the County Register of Deeds office before the effective date or amendment of this Ordinance.

Such lot or parcel shall be in separate ownership from abutting lands. If abutting lands and the substandard lot are owned by the same owner, the substandard lot shall not be sold or used without full compliance with the provisions of this Ordinance. If in separate ownership, all the district requirements shall be complied with insofar as practical but shall not be less than the following:

<u>Lot</u>	Width	Minimum 40 feet
	Area	Minimum 4,800 square feet
<u>Building</u>	Area	Minimum 1,000 square feet
	Height	Maximum 35 feet
<u>Yards</u>	Front	Minimum 25 feet: the second front yard on corner lots shall be not less than 10 feet
	Rear	Minimum 25 feet
	Side	Minimum 16 percent of the frontage, but not less than 5 feet

## SECTION 10.0: BOARD OF ZONING APPEALS

### 10.1 Establishment

There is hereby established a Board of Zoning Appeals for the City of Bayfield for the purpose of hearing appeals and applications, and granting variances and exceptions to the provisions of this Zoning Ordinance in harmony with the purpose and intent of the Zoning Ordinance.

### 10.2 Membership

The Board of Zoning Appeals shall consist of five (5) members appointed by the Mayor and confirmed by the Common Council.

Terms shall be for staggered three-year periods.

Chairman shall be designated by the Mayor.

An Alternate Member may be appointed by the Mayor for a term of three (3) years and shall act only when a regular member is absent or refuses to vote because of interest.

One Member shall be a Bayfield Plan Commissioner and one member shall be a registered architect, registered professional engineer, builder, or real estate appraiser.

Secretary shall be the City Clerk.

Building Inspector shall attend all meetings for the purpose of providing technical assistance when requested by the Board.

Official Oaths shall be taken by all members in accordance with Section 19.01 of the Wisconsin Statutes within ten (10) days of receiving notice of their appointment.

Vacancies shall be filled for the unexpired term in the same manner as appointments for a full term.

### 10.3 Organization

The Board of Zoning Appeals shall organize and adopt rules of procedure for its own government in accordance with the provisions of this Ordinance.

Meetings shall be held at the call of the chairman and shall be open to the public.

Minutes of the proceedings and a record of all actions shall be kept by the secretary, showing the vote of each member upon each question, the reasons for the Board's determination, and its finding of facts. These records shall be immediately filed in the office of the Board and shall be a public record.

The Concurring Vote of four (4) members of the board shall be necessary to correct an error; grant a variance; make an interpretation; and permit a utility, temporary, unclassified, or substituted use.

## 10.4 Powers

The Board of Zoning Appeals shall have the following powers:

Errors. To hear and decide appeals where it is alleged there is error in any order, requirement, decision, or determination made by the Building Inspector.

Variances. To hear and grant appeals for variances as will not be contrary to the public interest, where, owing to special conditions, a literal enforcement will result in practical difficulty or unnecessary hardship, so that the spirit and purposes of this Ordinance shall be observed and the public safety, welfare, and justice secured. Use variances shall not be granted.

Interpretations. To hear and grant applications for substitutions of more restrictive nonconforming uses for existing nonconforming uses provided no structural alterations are to be made and the Bayfield Plan Commission has made a review and recommendation. Whenever the Board permits such a substitution, the use may not thereafter be changed without application.

Unclassified Uses. To hear and grant applications for unclassified and unspecified uses provided that such uses are similar in character to the principal uses permitted in the district and the Bayfield Plan Commission has made a review and recommendation.

Temporary Uses. To hear and grant applications for temporary uses, in any district provided that such uses are of a temporary nature, do not involve the erection of a substantial structure, and are compatible with the neighboring uses and the Bayfield Plan Commission has made a review and recommendation. The permit shall be temporary, revocable, subject to any conditions required by the Board of Zoning Appeals, and shall be issued for a period not to exceed twelve (12) months. Compliance with all other provisions of this Ordinance shall be required.

Permits. The Board may reverse, affirm wholly or partly, modify the requirements appealed from, and may issue or direct the issue of a permit.

Assistance. The Board may request assistance from other city officers, departments, commissions, and boards.

Oaths. The Chairman may administer oaths and compel the attendance of witnesses.

## 10.5 Appeals and Application

Appeals from the decision of the Building Inspector concerning the literal enforcement of this Ordinance may be made by any person aggrieved or by any officer, department, board, or bureau of the city. Such appeals shall be filed with the secretary within thirty (30) days after the date of written notice of the decision or order of the Building Inspector. Applications may be made by the owner or lessee of the structure, land, or water to be affected at any time and shall be filed with the secretary. Such appeals and application shall include the following:

Name and Address of appellant or applicant and all abutting and opposite property owners of record.

Plat of Survey prepared by a registered land surveyor showing all of the information required under Section 2.3 for a Zoning Permit.

Additional Information required by the Bayfield Plan Commission, City Engineer, Board of Zoning Appeals, or Building Inspector.

Fee Receipt from the Treasurer: the fee for filing zoning appeals shall be established by the Bayfield City Council. A copy of the current fee schedule shall be kept on file in the office of the City Clerk.

#### 10.6 Hearings

The Board of Zoning Appeals shall fix a reasonable time and place for the hearing, give public notice thereof at least ten (10) days prior, and shall give due notice to the parties in interest, the Inspector, and the Bayfield Plan Commission. At the hearing the appellant or applicant may appear in person, by agent, or by attorney.

#### 10.7 Findings

No variance to the provisions of this Ordinance shall be granted by the Board unless it finds beyond a reasonable doubt that all the following facts and conditions exist and so indicates in the minutes of its proceedings.

Exceptional Circumstances. There must be exceptional, extraordinary, or unusual circumstances or conditions applying to the lot or parcel, structure, use, or intended use that do not apply generally to other properties or uses in the same district and the granting of the variance would not be of so general or recurrent nature as to suggest that the Zoning Ordinance should be changed.

Preservation of Property Rights. That such variance is necessary for the preservation and enjoyment of substantial property rights possessed by other properties in the same district and same vicinity.

Absence of Detriment. That the variance will not create substantial detriment to adjacent property and will not materially impair or be contrary to the purpose and spirit of this Ordinance or the public interest.

#### 10.8 Decision

The Board of Zoning Appeals shall decide all appeals and applications within thirty (30) days after the final hearing and shall transmit a signed copy of the Board's decision to the appellant or applicant, Building Inspector, and Bayfield Plan Commission.

Conditions may be placed upon any zoning permit ordered or authorized by this Board.

Variances, Substitutions, or Use Permits granted by the Board shall expire within six (6) months unless substantial work has commenced pursuant to such grant.

## 10.9 Review by Court of Record

Any person or persons aggrieved by any decision of the Board of Zoning Appeals may present to the court of record a petition duly verified setting forth that such decision is illegal and specifying the grounds of the illegality. Such petition shall be presented to the court within thirty (30) days after the filing of the decision in the office of the Board of Zoning Appeals.

## SECTION 11.0: ENFORCEMENT AND PENALTIES

### 11.1 Zoning Permit

- (1) Applications for a zoning permit shall be made in duplicate to the Building Inspector on forms furnished by the Building Inspector and shall include the following where applicable:
  - (a) Names and Addresses of the applicant, owners of the site, architect, professional engineer and contractor.
  - (b) Description of the Subject Site by lot, block, and recorded subdivision; address of the subject site; type of structure; existing and proposed operation or use of the structure or site; number of employees; and the zoning district within which the subject site lies.
  - (c) Plat of Survey prepared by a registered land surveyor showing the location, boundaries, dimensions, elevations, uses; and size of the following: subject site; existing and proposed structures, existing and proposed easements, streets and other public ways; off-street parking, loading areas and driveways; existing highway access restrictions; existing and proposed street, side, and rear yards. In addition, the plat of survey shall show the location, elevation, and use of any abutting lands and their structures within forty (40) feet of the subject site.
  - (d) Proposed Sewage Disposal Plan if municipal sewerage service is not available. This plan shall be approved by the City Engineer who shall certify in writing that satisfactory, adequate, and safe sewage disposal is possible on the site as proposed by the plan in accordance with applicable local, county, and state board of health regulations.
  - (e) Proposed Water Supply Plan if municipal water service is not available. This plan shall be approved by the City Engineer who shall certify in writing that an adequate and safe supply of water will be provided.
  - (f) Additional Information as may be required by the Bayfield Plan Commission, City Engineer, Zoning, Building, Plumbing, or Health Inspectors.
  - (g) Fee receipt from the Bayfield Treasurer: The fee for filing of applications for Zoning Permits shall be established by the Bayfield City Council. A copy of the current fee schedule shall be kept on file in the office of the City Clerk.

- (2) Zoning permit shall be granted or denied in writing by the Building Inspector within thirty (30) days. The permit shall expire within six (6) months unless substantial work has commenced. Any permit issued in conflict with the provisions of this Ordinance shall be null and void.

#### 11.2 Violations

It shall be unlawful to construct or use any structure, land, or water in violation of any of the provisions of this Ordinance. In case of any violation, the Common Council, the Building Inspector, the Plan Commission, or any property owner who would be specifically damaged by such violations may institute appropriate action or proceeding to enjoin a violation of this Ordinance.

#### 11.3 Penalties

Any person, firm, or corporation who fails to comply with the provisions of this Ordinance shall, upon conviction thereof, forfeit not less than Ten Dollars (\$10) nor more than Two Hundred dollars (\$200) and costs of prosecution for each violation and in default of payment of such forfeiture and costs shall be imprisoned in the county jail until payment thereof, but not exceeding thirty (30) days. Each day a violation exists or continues shall constitute a separate offense.

#### 11.4 Architectural Board

##### (1) Establishment

There is hereby established an Architectural Board for the City of Bayfield for the purpose of promoting compatible development, aesthetics, stability of property values, and to prevent impairment or depreciation of existing developments.

##### (2) Compliance

No structure shall hereafter be erected, moved, reconstructed, demolished, extended, enlarged, or have its exterior altered or changed without the Architectural Board's approval. Small accessory structures are exempt unless the Building Inspector requests a determination by the Architectural Board.

##### (3) Membership

The Architectural Board shall consist of six (6) residents of the city appointed by the Mayor subject to confirmation by the common council. At least one citizen plan commissioner, one real estate broker or appraiser, and one registered architect or registered professional engineer and one representative of the Bayfield Chapter of the County Historical Society or additional citizen members if such professionals are not available, shall be appointed to such Architectural Board.



Terms shall be staggered for three-year periods.

Chairman shall be appointed by the Mayor.

Official Oaths shall be taken by all members in accordance with Section 19101 of the Wisconsin Statutes within ten (10) days of receiving notice of their appointments.

Vacancies shall be filled for the unexpired term in the same manner as appointments for the full term.

(4) Organization

The Architectural Board shall organize and adopt rules for its own government in accordance with the provisions of this Section.

Meetings shall be held at the call of the chairman or when requested by the Building Inspector and shall be open to the public.

Minutes shall be kept showing all actions taken and shall be a public record. The grounds for every decision shall be stated.

Quorum shall be four (4) members, and all actions shall require the concurring vote of at least four (4) members.

(5) Powers

The Architectural Board shall have the following power:

Hear and Decide applications for permission to erect, move reconstruct, extend, alter, demolish or change the exterior of all structures.

Approve, deny, or conditionally approve the application and may request such modifications as they may deem necessary to carry out the purpose of this Section.

Assistance. The Architectural Board may request assistance from other municipal officers, departments, boards and commissions.

Request applicant to furnish additional information.

(6) Applications

Applications for approval by the Architectural Board shall be made to the Building Inspector and shall be accompanied by the Zoning Permit application required under this Section and,

in addition, shall be accompanied by plans showing the exterior elevations of the existing and proposed structure description of the proposed materials and colors, proposed floor grades, and a list of the names and addresses of the parties in interest.

(7) Hearings

The Architectural Board shall schedule a reasonable time and place for the hearing and cause notice to be mailed to the applicant, Building Inspector, and the parties in interest at least five (5) days prior to the hearing. The applicant may appear in person, by agent, or by attorney.

(8) Findings

The Architectural Board shall not approve any application unless they find beyond a reasonable doubt after viewing the site that the following facts and conditions exist and shall so indicate in the minutes of their proceedings:

The Exterior Design proposed is not unsightly or obnoxious and is not disharmonious or so similar to existing or proposed neighboring developments that substantial depreciation of neighboring property or development will be caused by the applicant's proposal.

The Architectural Board shall decide all applications within five (5) days after the final hearing and shall transmit a signed copy of their decision to the applicant and file a copy with the Building Inspector.

(9) Appeals

Any person or persons aggrieved by any decisions of the Architectural Board may appeal the decision to the Board of Zoning Appeals. Such appeal shall be filed with the City Clerk within thirty (30) days after filing of the decision with the Building Inspector.

SECTION 12.0: CHANGES AND AMENDMENTS

12.1 Authority

Whenever the public necessity, convenience, general welfare or good zoning practice require, the Common Council may, by ordinance, change the district boundaries or amend, change or supplement the regulations established by this Ordinance or amendments thereto.

Such Change or Amendments shall be subject to the review and recommendation of the Bayfield Plan Commission.

## 12.2 Initiation

A change or amendment may be initiated by the Common Council, Plan Commission, or by a petition of one or more of the owners or lessees of property within the area proposed to be changed.

## 12.3 Petitions

Petitions for any change to the district boundaries or amendments to the regulations shall be filed with the City Clerk, describing the premises to be rezoned or the regulations to be amended, list the reasons justifying the petition, specify the proposed use and have attached the following:

Plot Plan drawn to a scale of 1 inch equals 100 feet showing the area proposed to be rezoned, its location, its dimensions, the location and classification of adjacent zoning districts, and the location and existing use of all properties within two hundred (200) feet of the area proposed to be rezoned.

Owners' Names and Addresses of all properties lying within two hundred (200) feet of the area proposed to be rezoned.

Additional Information required by the Plan Commission or the Common Council.

Fee Receipt from the City Treasurer. The fee for filing of applications for amendments shall be established by the Bayfield City Council. A copy of the current fee schedule shall be kept on file in the office of the City Clerk.

## 12.4 Recommendations

The Bayfield Plan Commission shall review all proposed changes and amendments within the corporate limits and shall recommend that the petition be granted as requested, modified, or denied. The recommendation shall be made at a meeting subsequent to the meeting at which the petition is first submitted and shall be made in writing to the Common Council.

## 12.5 Hearings

The Common Council shall hold a public hearing upon each recommendation, giving at least ten (10) days prior notice by publication at least two (2) times during the preceding thirty (30) days, listing the time, place, and the changes or amendments proposed. The Common Council shall also give at least ten (10) days prior written notice to the clerk of any municipality within one thousand (1000) feet of any land to be affected by the proposed change or amendment.

## 12.6 Common Council Action

Following such hearing and after careful consideration of the Bayfield Plan Commission recommendations, the Common Council shall vote on the passage of the proposed change or amendment.

The Bayfield Plan Commission's Recommendations may only be overruled by three-fourths (3/4) vote of the full Council membership.

12.7 Protest

In the event of a protest against such district change or amendment to the regulations of this Ordinance, duly signed and acknowledged by the owners of twenty (20) percent or more either of the areas of the land included in such proposed change, or by the owners of twenty (20) percent or more of the land immediately adjacent extending one hundred (100) feet therefrom, or by the owners of twenty (20) percent or more of the land directly opposite thereto extending one hundred (100) feet from the street frontage of such opposite land, such changes or amendments shall not become effective except by the favorable vote of three-fourths (3/4) of the full Council membership.

SECTION 13.0: SEPARABILITY

Invalidation of any part of this ordinance by a court shall not invalidate the rest of the ordinance.

SECTION 14.0: ANNEXATION

All territory annexed by the City of Bayfield shall be assigned a zoning district according to its use as provided by Section 66.021 (7) (a), Wisconsin Statutes as amended, until Zoning District Maps can be amended as provided in Section 12.0.

SECTION 15.0: CONFLICTING PROVISIONS REPEALED

All ordinances or parts of ordinances in conflict with any of the provisions of this ordinance are hereby repealed.

SECTION 16.0: EFFECTIVE DATE

This ordinance shall be in force from and after its passage, approval, and publication, according to law.

AS PROVIDED BY STATUTES

ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_, 19 \_\_\_\_\_

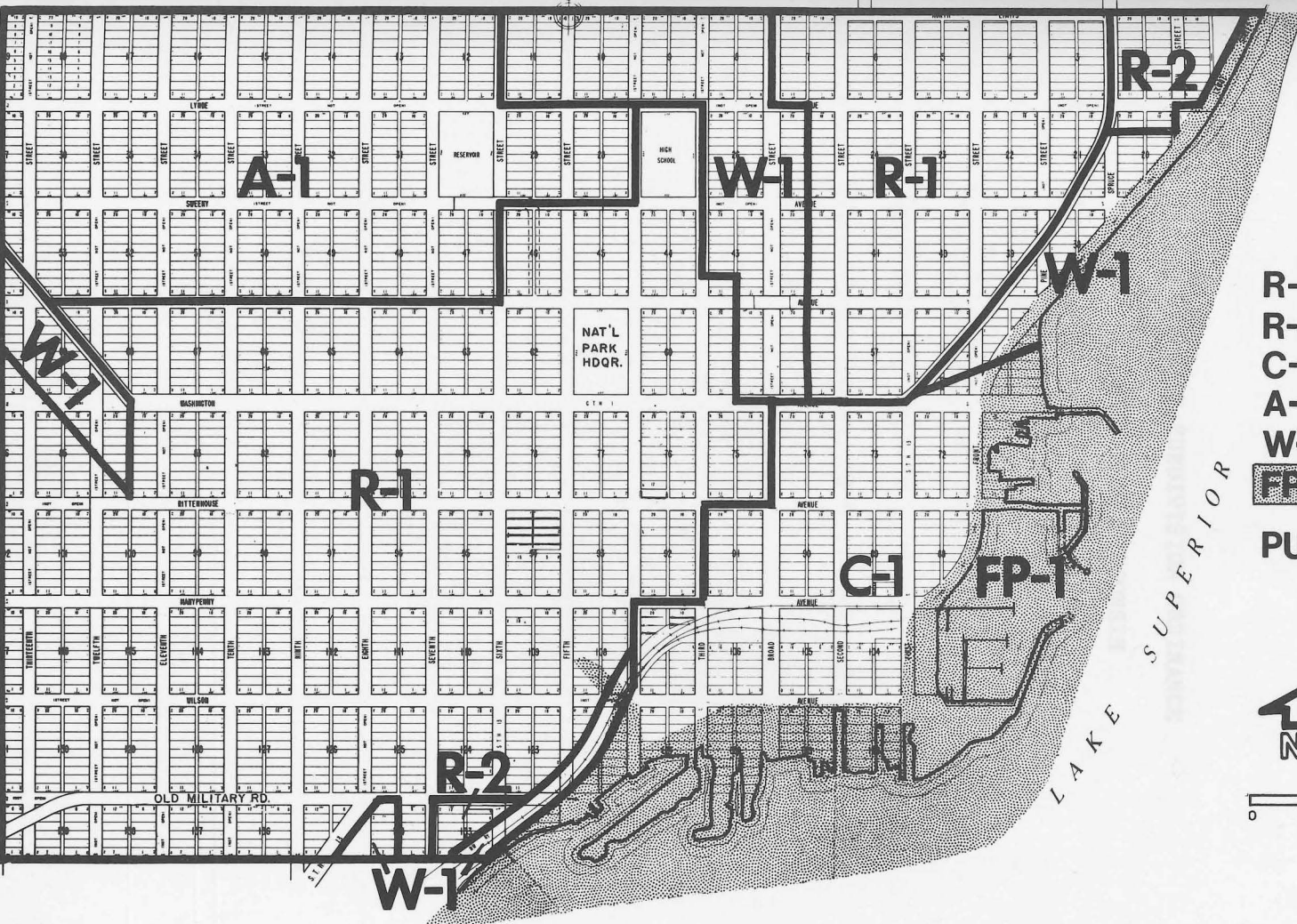
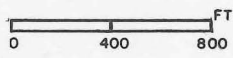
ATTESTED \_\_\_\_\_  
Mayor

\_\_\_\_\_  
Clerk

# CITY OF BAYFIELD OFFICIAL ZONING MAP

## LEGEND

- R-1 RESIDENTIAL
- R-2 RESIDENTIAL
- C-1 GENERAL COMMERCIAL
- A-1 AGRICULTURE-FORESTRY
- W-1 CONSERVANCY
- FP-1** FLOOD PLAIN
- PUD PLANNED UNIT DEVELOPMENT



PROPOSED SUBDIVISION ORDINANCE

BAYFIELD, WISCONSIN

Section

I INTRODUCTION: AUTHORITY, PURPOSE AND INTERPRETATION

II GENERAL PROVISIONS

III DEFINITIONS

IV **PROPOSED SUBDIVISION ORDINANCE**

V **DESIGN STAFF**  
**BAYFIELD, WISCONSIN**

VI IMPROVEMENTS

**Adopted February 14, 1979**

VII EASEMENTS

VIII PUBLIC UTILITIES

IX VARIANCES

X ENFORCEMENT, PENALTIES AND REMEDY

XI SEPARABILITY

XII EFFECTIVE DATE AND APPLICATION

PROPOSED SUBDIVISION ORDINANCE

BAYFIELD, WISCONSIN

Section

- I INTRODUCTION: AUTHORITY, PURPOSE AND INTERPRETATION
- II GENERAL PROVISIONS
- III DEFINITIONS
- IV PROCEDURE FOR SUBMITTING SUBDIVISIONS
- V DESIGN STANDARDS
- VI IMPROVEMENTS
- VII EASEMENTS
- VIII PUBLIC RESERVATION
- IX VARIANCES
- X ENFORCEMENT, PENALTIES AND REMEDIES
- XI SEPARABILITY
- XII EFFECTIVE DATE AND APPLICATION

PROPOSED SUBDIVISION ORDINANCE

BAYFIELD, WISCONSIN

SECTION I: INTRODUCTION: AUTHORITY, PURPOSE AND INTERPRETATION

In accordance with the authority granted by Section 236.45 of the Wisconsin Statutes and for the purposes listed in Sections 236.01 and 236.45 of the Wisconsin Statutes, the City Council ordains:

The provisions of this ordinance shall be held to be minimum requirements adopted to promote the health, safety, comfort, prosperity and general welfare of the residents of Bayfield.

It is not intended by this ordinance to repeal, abrogate, annul, impair, or interfere with any existing easements, covenants, deed restrictions, agreements, ordinance, rules, regulations, or permits previously adopted or issued pursuant to law. However, whenever this ordinance imposes greater restrictions, the provisions of this ordinance shall govern.

In their interpretation and application, the provisions of this ordinance shall be held to be minimum requirements and shall be liberally construed in favor of the City of Bayfield and shall not be deemed a limitation or repeal of any other power granted by the Wisconsin Statutes.

SECTION II: GENERAL PROVISIONS

A. Subdivision. The division of a lot, parcel or tract of land by the subdivider thereof for the purpose of sale or of building development where the act of division creates three (3) or more parcels or building sites of five (5) acres each or less in area are created by successive division within a period of five (5) years.

B. Minor Subdivision. Certified Survey Maps shall be used for all other divisions of land; only one Certified Survey Map shall be allowed on a single tract of land within a five (5) year period. Certified Survey Maps shall be prepared in accordance with Section 236.34, Wisconsin Statutes, and the provisions of this ordinance as they may be reasonably applied. Ten (10) copies and the original of the map shall be filed with the Plan Commission ten (10) days prior to the meeting of the Plan Commission at which action is desired. If not recorded in the office of the register of deeds within 30 days, approved Certified Survey Maps shall be submitted to the Plan Commission for reapproval.

1. The map shall include a certificate by the owners of record in substantially the same form as required by s. 236.21 (2) (a), Wisconsin Statutes.
2. A certificate of approval of the Plan Commission shall be typed, lettered or reproduced legibly on the face of the map.



- C. No division of land with the City or within its extraterritorial jurisdiction shall be permitted if it results in a subdivision, unless a plat of the subdivision is submitted and approved in accordance with this ordinance and Chapter 236 of the Wisconsin Statutes.
- D. In addition to the provisions of this ordinance and Chapter 236 of the Wisconsin Statutes, all subdivisions shall conform to the Zoning ordinance, the Official Map Ordinance and the Comprehensive Plan for the City of Bayfield and its extraterritorial planning area.
- E. For all subdivision improvements required to be installed by the subdivider, the subdivider shall provide satisfactory proof that he has contracted to install such improvements or shall file a performance bond ensuring installation of such improvements within the time required by the Plan Commission.
- F. All improvements shall be inspected and found to have been installed according to specifications, prior to either acceptance of the improvement by the city or release of the subdivider's bond.
- G. Any person aggrieved by an objection to a plat or failure to approve a plat may appeal therefrom, as provided in sections 236.13 (5) and 62.23 (7) (e) 10 to 15 of the Wisconsin Statutes, within 30 days of notification of the rejection of the plat. Where failure to approve is based on an unsatisfied objection, the agency making the objection shall be made a party to the action. The court shall direct that the plat be approved if it finds that the action of the approving or objecting agency is arbitrary, unreasonable or discriminatory.

### SECTION III: DEFINITIONS

- A. Alley. A special public way affording only secondary access to abutting properties.
- B. Arterial Street. A street used, or intended to be used, primarily for fast or heavy through traffic. Arterial street shall include freeways and expressways as well as standard arterial streets, highways and parkways.
- C. Building Line. A line parallel to a lot line and at a distance from the lot line to comply with the Bayfield Zoning Ordinance's yard requirement.
- D. Certified Survey Map. See Section II (B).
- E. Collector Street. A street used, or intended to be used, to carry traffic from minor streets to the major system of arterial streets including the principal entrance streets to residential developments.
- F. Community. A town, municipality, or a group of adjacent towns and/or municipalities having common social, economic or physical interests.

- G. Comprehensive Plan. The extensively developed plan, also called a master plan, adopted by the Plan Commission and certified to the City Council pursuant to Section 62.23 of the Wisconsin Statutes, including proposals for future land use, transportation, urban redevelopment and public facilities. Devices for the implementation of these plans, such as zoning, official map, land division, and building line ordinances and capital improvements programs shall also be considered a part of the comprehensive plan.
- H. County Planning Agency. Any agency created by a county board and authorized by Statute to plan land use, such as a rural planning committee, a park commission, a zoning committee or a planning commission.
- I. Cul-De-Sac Street. Minor street closed at one end with a turnaround provided for passenger vehicles.
- J. Division of Land. The creation of a parcel(s) or tract(s) of land, having an area of five (5) acres or less for purposes of sale or building development.
- K. Extraterritorial Plat Approval Jurisdiction. The unincorporated area within one and one-half (1 1/2) miles of a fourth class city or a village and within three (3) miles of all other cities.
- L. Frontage Street. A minor street auxiliary to and located on the side of an arterial street for control of access and for service to the abutting development.
- M. Minor Street. A street used, or intended to be used, primarily for access to abutting properties.
- N. Minor Subdivision. See Section II (B).
- O. Municipality. An incorporated village or city.
- P. Planning Commission. That official body as provided for in Section 62.23 (1) Wisconsin Statutes.
- Q. Public Way. Any public road, street, highway, walkway, drainageway or part thereof.
- R. Replat. The changing of the boundaries of a recorded subdivision plat or part thereof.
- S. Subdivider. Any person, firm or corporation or any agent thereof, dividing or proposing to divide land resulting in a subdivision, minor subdivision or replat.
- T. Subdivision. See Section II (A).

## SECTION IV: PROCEDURE FOR SUBMITTING SUBDIVISIONS

### Preliminary Meeting

Before filing a preliminary plat the subdivider is encouraged to consult the Plan Commission and/or its staff for advice regarding general requirements affecting the proposed development. A sketch of the proposed subdivision drawn on a topographic survey map shall be submitted. The subdivider shall also submit a location map showing the relationship of the proposed subdivision to traffic arteries and existing community facilities.

### Preliminary Plat

The subdivider shall submit to the Plan Commission sufficient copies of the preliminary plat for its review and transmittal of the City Clerk to those agencies having the authority to object to the plat under the provisions of Section 236.12, Wisconsin Statutes. The preliminary plat shall be based upon an accurate exterior boundary survey made by a registered land surveyor which shall clearly show the proposed subdivision at a scale of not more than one inch per 100 feet having two-foot contour intervals, shall identify the improvements (grading, tree planting, paving, installation of facilities, and dedications of land) which the subdivider proposed to make, the easements to be granted, and shall indicate by accompanying letter when the improvements will be provided. Any proposed restrictive covenants for the land involved shall be submitted.

The Plan Commission shall reject, approve or conditionally approve the preliminary plat within 40 days after submission, as provided by Statute.

If the final plat conforms substantially to the layout shown in the preliminary plat as approved, including any conditions of the approval it shall be entitled to approval with respect to such layout.

### Final Plat

If the final plat is not submitted within six months of the preliminary plat approval the Plan Commission may refuse to approve the final plat. The final plat shall conform to the preliminary plat as approved and to the requirements of all applicable ordinances; the Wisconsin Statutes and the Wisconsin Administrative Code and shall be submitted for certification of those agencies having the authority to object to the plat as provided by Section 236.12, Wisconsin Statutes. The final plat shall be presented to the Plan Commission at least ten work days prior to the meeting which it is to be considered and shall be accepted or rejected by the Plan Commission and the City Council within 60 days of its submission, unless the time is extended by an agreement with the subdivider. Reasons for rejection shall be stated in the minutes of the City Council meeting and a copy thereof or a written statement of such reasons shall be given to the subdivider. Approved final plats shall be recorded in accordance with the statutory requirements prior to the time that lots are offered for sale, reference is made to the map for sale purposes, or use is made of lot and block numbers shown on the plat.

If the original of the final plat has been submitted to another approving authority, the subdivider may file a true copy of such plat in lieu of the original. However, before approval of the Plan Commission and City Council will be inscribed on the original of the final plat, the surveyor or subdivider shall certify the respects in which the original of the final plat differs from the true copy, and all modifications must first be approved. All approvals must be in writing and a copy attached to the final plat.

Waivers for the interior staking of plats may be granted under the provisions of Subsection 236.15 (1) (h), Wisconsin Statutes.

Subdivisions Outside the City of Bayfield (Within the City of Bayfield Extraterritorial Plat Approval Jurisdiction.)

In planning and developing a subdivision in an unincorporated area within one and one-half (1 1/2) miles of the corporate limits of the City of Bayfield, as provided by sections 236.02 (2) and 236.10 (1) (b) (2), Wisconsin Statutes, the subdivider or his agent shall follow the procedures outlined in Section IV of this ordinance.

**SECTION V: DESIGN STANDARDS**

Streets and Lots

- A. The subdivider shall dedicate land and improve streets as provided herein. Streets shall conform to the Official Map Ordinance of Bayfield. Streets shall be located with due regard for topographical conditions, natural features, existing and proposed streets, utilities and land uses and public convenience and safety.
- B. All lots shall have sufficient frontage on a public street to allow access by emergency and service motor vehicles.
- C. Street locations shall be consistent with any street plans officially adopted by the city. All street right-of-way widths, radii of curvature and grades shall conform to the following requirements:

<u>Street Type</u>	<u>Right-of-Way Minimum Width</u>	<u>Minimum Radius of Curvature</u>	<u>Maximum Grade</u>
Arterial Highway	120 Feet	300 Feet	6%
Collector (Carries traffic from minor streets to arterials or highways)	80 Feet	200 Feet	7%
Minor (provides access to individual lots)	66 Feet	100 Feet	10%

Streets located in the extraterritorial plat jurisdiction of the City of Bayfield must also comply with the minimum town road standards of Section 86.26, Wisconsin Statutes.

- D. Streets shall be laid out to provide for possible continuation wherever topographic and other physical conditions permit.
- E. Minor streets shall be so laid out as to discourage their use by through traffic.
- F. The number of intersections of minor streets with major streets shall be reduced to the practical minimum consistent with circulation needs and safety requirements.
- G. Where a subdivision abuts or contains an existing or proposed arterial highway, the Plan Commission shall require a frontage road; non-access reservation along the rear of the property contiguous to such highway, or such other treatment as may be necessary to insure safe efficient traffic flow and adequate protection of residential properties.
- H. Reserve strips controlling access to streets shall be prohibited.
- I. A tangent at least 100 feet long shall be required between reverse curves on arterial and collector streets.
- J. Streets shall afford maximum visibility and safety and shall intersect at right angles, where practicable.
- K. Half-streets. Where, on the date of enactment of this Ordinance, an existing dedicated or platted half-street is adjacent to the tract being subdivided, the other half of the street shall be dedicated by the subdivider. The platting of new half-streets is prohibited.
- L. Permanent dead-end streets or cul-de-sacs shall not be longer than 600 feet, shall have a minimum width of 50 feet and terminate with a turnaround having minimum radii of 30 feet for roadway and 40 feet for a street line.
- M. Where possible, lot lines shall be perpendicular to straight street lines and radial to curved street lines.
- N. Lots shall follow, rather than cross, municipal boundary lines whenever practicable.
- O. No street names shall be used which will duplicate or may be confused with the names of existing streets. Street names shall be subject to the approval of the Plan Commission.
- P. Subdivision lots in the City of Bayfield and the extraterritorial plat jurisdiction area shall be in conformance with the area and width requirements of the Bayfield Zoning Ordinance, town and county zoning ordinances and Division of Health, Department of Health and Social Services, Chapter H 65, Wisconsin Administrative Code.

### Block Design

- A. The lengths, widths, shapes of blocks shall be appropriate for the topography and the type of development contemplated.
- B. Wherever possible, right angle street intersections should be encouraged.
- C. To provide adequate access and circulation to community facilities, the Plan Commission may require that sidewalks be provided, either along streets or through the center of blocks. Center crosswalks shall not be less than ten feet wide.
- D. The Plan Commission may require that certain species of trees be planted on both sides of all streets.

### SECTION VI: IMPROVEMENTS

- A. General Provisions: The following provisions shall apply to the subdivisions platted within the city and may apply to subdivisions platted within the extraterritorial plat approval jurisdiction of the city.
  - 1. The improvements required under these regulations shall be constructed by the subdivider and at the subdivider's expense prior to the filing with the Plan Commission and City Council of the final plat for final approval, in accordance with the specifications and under the supervision of the officials having jurisdiction; or
  - 2. In lieu of construction the improvements as required in paragraph 1, above, the subdivider shall furnish the City Council with a surety performance bond or other form of surety running to the City of Bayfield sufficient to cover the subdividers cost of such required improvements, as estimated by the City Engineer, thereby to secure the actual construction and installation of such improvements immediately after final approval of the plat or at a time in accordance with the requirements of the City Council.
  - 3. In the event the procedure under paragraph 2 is followed, the construction of all improvements required by these rules and regulations must be completed within two years from the date of approval of the final plat by the City Council unless good cause can be shown for the granting of an extension of time by authority by the City Council. If no extension is granted the City, at its option, may cause all uncompleted required work to be constructed, and the parties executing the bond shall be firmly bound for the payment of all necessary costs thereof.
  - 4. The approval of the final plat by the City Council shall constitute acceptance of all public dedications including parks, streets, roads or highways, public access, etc.
  - 5. Where unusual or exceptional factors or conditions exist, the written statement of the reasons for such modification shall be attached to all copies of the construction plans.

B. Improvements that shall be required at the expense of the subdivider:

1. Streets graded from property line to property line and surfaced to an appropriate width with 2" of bituminous concrete or its equivalent and terraces top-soiled to conform to specifications established by the City Council and on file in the City Clerk's office.
2. A public sanitary sewer system adequate to provide the subdivision with a complete sanitary sewer system, including a lateral connection for each lot, and connected in a satisfactory manner to the community sanitary sewer system.
3. A complete water distribution system adequate to serve the area platted including connections for each lot. The entire system shall be designed to meet the approval of the City Council and the City Engineer. The City shall pay for and install all necessary fire hydrants, provided that the developer appropriately advises the City from time to time when the system is ready for the installation of said hydrants.
4. A storm water sewer or drainage system adequate to serve the area being platted and otherwise meeting the approval of the City Council and the City Engineer.
5. If a pumping station is required to pump either sanitary wastes or storm water into the existing public sewer mains, the subdivider shall install, at no expense to the City, a pumping station and force main approved by the City Engineering Department and adequate to service a subdivision, and shall deed said pumping station, force main, equipment and site to the City of Bayfield prior to acceptance of the final plat. If a greater capacity system is desired by the City the subdivider shall be required to pay only that portion of the total costs attributable to his subdivision.
6. All bridges and culverts.
7. Improvements that may be required at the expense of the subdivider:
  - a. Concrete curb and gutter constructed to conform with specifications established by the City Council.
  - b. Concrete sidewalks of such width and type of construction as required by the City Council.

C. Construction Plans and Inspection Required

1. Whenever any improvements are required by the City, construction plans for improvements to be installed shall be furnished in accordance with the specifications of the officials having jurisdiction and shall receive approval of these officials before improvements are installed. The following plans may be required:

- a. The profile of each proposed street with tentative grades indicated.
- b. The cross section of each proposed street showing the width of pavement, curb and gutter; the location and width of sidewalks and terraces; and the location and size of the utility mains.

#### SECTION VII: EASEMENTS

- A. The Plan Commission may require easements for poles, wires, conduits, storm and sanitary sewers, gas, water and head mains or other utility lines.

It is the interest of this Ordinance to protect all established easements so as to assure proper grade, assure maintenance of the established grade, prohibit construction of permanent fences or retaining walls over underground installation and prevent the planting of trees in the easement area.

- B. The Plan Commission may require the easements or drainways be provided where a subdivision includes a segment or segments of watercourses, drainageways, channels, or streams.

#### SECTION VIII: PUBLIC RESERVATION

The subdivider shall designate on every new preliminary plat of a residential subdivision an area of land suitable for park or playground purposes and shall dedicate said land to the public. The amount of land to be provided shall be at least one acre of land for every 25 proposed residential dwelling units within the plat. However, the total amount of land dedicated for public purposes need not exceed one-third (1/3) of the total area of the plat. The City of Bayfield reserves the right to select those lands within the plat it considers best suited to meeting recreational needs of the city, providing such selection does not violate other provisions of this ordinance. If no land in the plat is selected for recreational purposes due to unsuitability or other reasons, the city shall require the subdivider to pay the Treasurer of the City of Bayfield. \$100.00 per dwelling unit as each unit is sold or developed. Revenues received in such a manner shall be deposited in a special account and are to be used exclusively for public recreational purposes in the city. A similar type of dedication shall be applied to certified surveys.

#### SECTION IX: VARIANCES

- A. The City Council and Plan Commission may grant variances from the provisions of this ordinance, but only after determining that:
  1. Because of the unique conditions of the subdivision involved, literal application of the Ordinance would impose a hardship.
  2. The variance will not violate the purpose of the Ordinance or the provisions of Chapter 236 of the Wisconsin Statutes.



B. The requirement of filing and recording a plat for subdivision shall not be waived.

**SECTION X: ENFORCEMENT, PENALTIES AND REMEDIES**

The Building Inspector shall have primary responsibility for enforcing this Ordinance. No land use permit shall be issued for construction on any lot until the provisions of this Ordinance have been complied with.

Any person, firm or corporation who fails to comply with the provisions of this Ordinance shall, upon conviction thereof, forfeit not less than \$25 nor more than \$200 and the costs of prosecution for each violation, and in default of payment of such forfeiture and costs shall be imprisoned in the county jail until payment thereof, but not exceeding 30 days. Each day a violation exists or continues shall constitute a separate offense. In addition, the remedies provided by Sections 236.30 and 236.31 of the Wisconsin Statutes shall be available to the City.

**SECTION XI: SEPARABILITY**

Invalidation of any part of this Ordinance by court shall not invalidate the rest of this Ordinance.

**SECTION XII: EFFECTIVE DATE AND APPLICATION**

This Ordinance shall be in force from and after its passage, publication and recording according to law.

Nothing in this Ordinance shall be construed as creating for the City of Bayfield any liability for any injuries, loss or damage caused by a compliance or failure to comply of any subdivider or developer to maintain all improvements in a safe condition until relieved of such responsibility.

All ordinances, parts of ordinances, resolutions inconsistent with this Ordinance are hereby repealed.

AS PROVIDED BY STATUTE

ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_.

ATTESTED \_\_\_\_\_

\_\_\_\_\_  
(Clerk)

PROPOSED OFFICIAL MAP ORDINANCE

BAYFIELD, WISCONSIN

Table of Contents

**PROPOSED OFFICIAL MAP ORDINANCE**

**BAYFIELD, WISCONSIN**

Adopted February 14, 1979

- I
- II
- III
- IV
- V
- VI
- VII
- VIII

- APPEALS
- PERMITS
- APPEALS
- PENALTY
- EFFECTIVE DATE
- SEPARABILITY
- FILING

PROPOSED OFFICIAL MAP ORDINANCE

As provided in Section 23.23 of the Wisconsin Statutes, the City Council of the City of Bayfield ordains as follows:

PROPOSED OFFICIAL MAP ORDINANCE

BAYFIELD, WISCONSIN

To provide for orderly, safe and economical expansion of the built-up area of the community by designating the location and extent of existing and proposed streets, highways and parks on an official map. Also, to ensure proper legal descriptions and monuments of land to be used for various purposes for transportation, parks, playgrounds and other purposes and to facilitate further subdivision of parcels of land.

<b>Section</b>	
<b>I</b>	<b>PURPOSE</b>
<b>II</b>	<b>EFFECT</b>
<b>III</b>	<b>SUBDIVISION PLATS AND BUILDING PERMITS</b>
<b>IV</b>	<b>APPEALS</b>
<b>V</b>	<b>PENALTY</b>
<b>VI</b>	<b>EFFECTIVE DATE</b>
<b>VII</b>	<b>SEPARABILITY</b>
<b>VIII</b>	<b>FILING</b>

The City Plan Commission shall require that all subdivision plats conform to the official map. All streets within recorded subdivisions approved by the Plan Commission and City Council shall become a part of the official map. No building permit shall be issued for any structure in the bed of any street or highway shown on the official map, and no parcel for the erection of any structure shall be issued unless a street or highway giving access to the structure has been duly placed on such map, except as provided in Section 23.23 of the Statutes. The Building Inspector shall require each applicant to submit a plat plan (unless the site is a lot in a recorded subdivision or certified survey plat), certified by a registered surveyor, showing accurately the location of any proposed building with reference to adjacent streets, highways or parks shown on the official map.

SECTION IV: APPEALS

The Board of Zoning Appeals shall have the power to grant relief from the requirements of this ordinance in accordance with the provisions of Section 23.23 (3), (4), (5), (6), (7), and (8) of the Wisconsin Statutes.

## PROPOSED OFFICIAL MAP ORDINANCE

### BAYFIELD, WISCONSIN

As provided in Section 62.23 of the Wisconsin Statutes, the City Council of the City of Bayfield ordains as follows:

#### SECTION I: PURPOSE

To provide for orderly, safe and economical expansion of the built-up area of the community by designating the location and extent of existing and proposed streets, highways and parks on an official map. Also, to ensure proper legal descriptions and monumenting of land; to facilitate adequate provision for transportation, parks, playgrounds and storm water drainage; and to facilitate further subdivision of larger tracts into smaller parcels of land.

#### SECTION II: EFFECT

The official map is intended to be final and conclusive with respect to the location and extent of streets, highways and parks shown on the map. The City Council may change or add to the map if it is determined to be in the public interest. Changes and additions shall be made in accordance with procedures in Section 62.23 of the Statutes. The placing of proposed streets, highways or parks upon the official map shall not constitute or be deemed to constitute the opening or establishment of such streets, highways, or parks, or the taking or acceptance of any land for such purposes.

#### SECTION III: SUBDIVISION PLATS AND BUILDING PERMITS

The City Plan Commission shall require that all subdivision plats conform to the official map. All streets within recorded subdivisions approved by the Plan Commission and City Council shall become a part of the official map. No building permit shall be issued for any structure in the bed of any street or highway shown on the official map, and no permit for the erection of any structure shall be issued unless a street or highway giving access to the structure has been duly placed on such map, except as provided in Section 62.23 of the Statutes. The Building Inspector shall require each applicant to submit a plat plan (unless the site is a lot in a recorded subdivision or certified survey plat), certified by a registered surveyor, showing accurately the location of any proposed building with reference to adjacent streets, highways or parks shown on the official map.

#### SECTION IV: APPEALS

The Board of Zoning Appeals shall have the power to grant relief from the requirements of this ordinance in accordance with the provisions of Section 62.23 (6) (d), (f), and (g) of the Wisconsin Statutes.

SECTION V: PENALTY

Any person, firm or corporation failing to comply with this ordinance shall be subject to a fine up to \$200, plus costs of prosecution, for each day of violation.

SECTION VI: EFFECTIVE DATE

This ordinance shall be in force from and after its passage, approval, publication and recording according to law.

SECTION VII: SEPARABILITY

Invalidation of any part of this ordinance by a court shall not invalidate the rest of this ordinance.

SECTION VIII: FILING

Immediately upon this ordinance becoming effective, the City Clerk shall file a certificate with the Register of Deeds for Bayfield County showing that the city has adopted the official map.

AS PROVIDED BY STATUTE

ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_ 19\_\_\_\_\_.

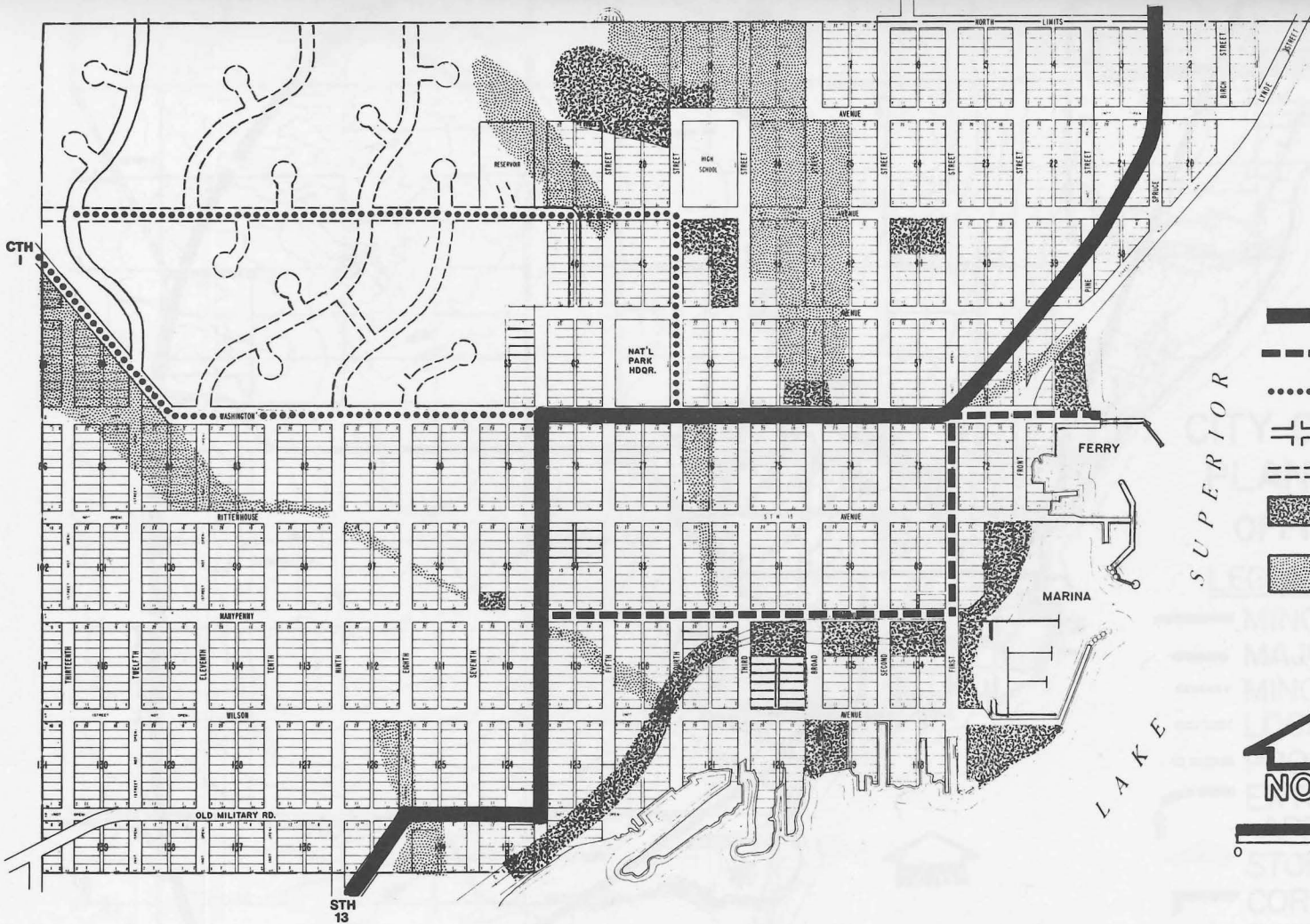
ATTESTED \_\_\_\_\_  
(Mayor)

\_\_\_\_\_  
(City Clerk)

# CITY OF BAYFIELD CORPORATE LIMITS OFFICIAL MAP

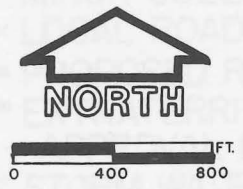
## LEGEND

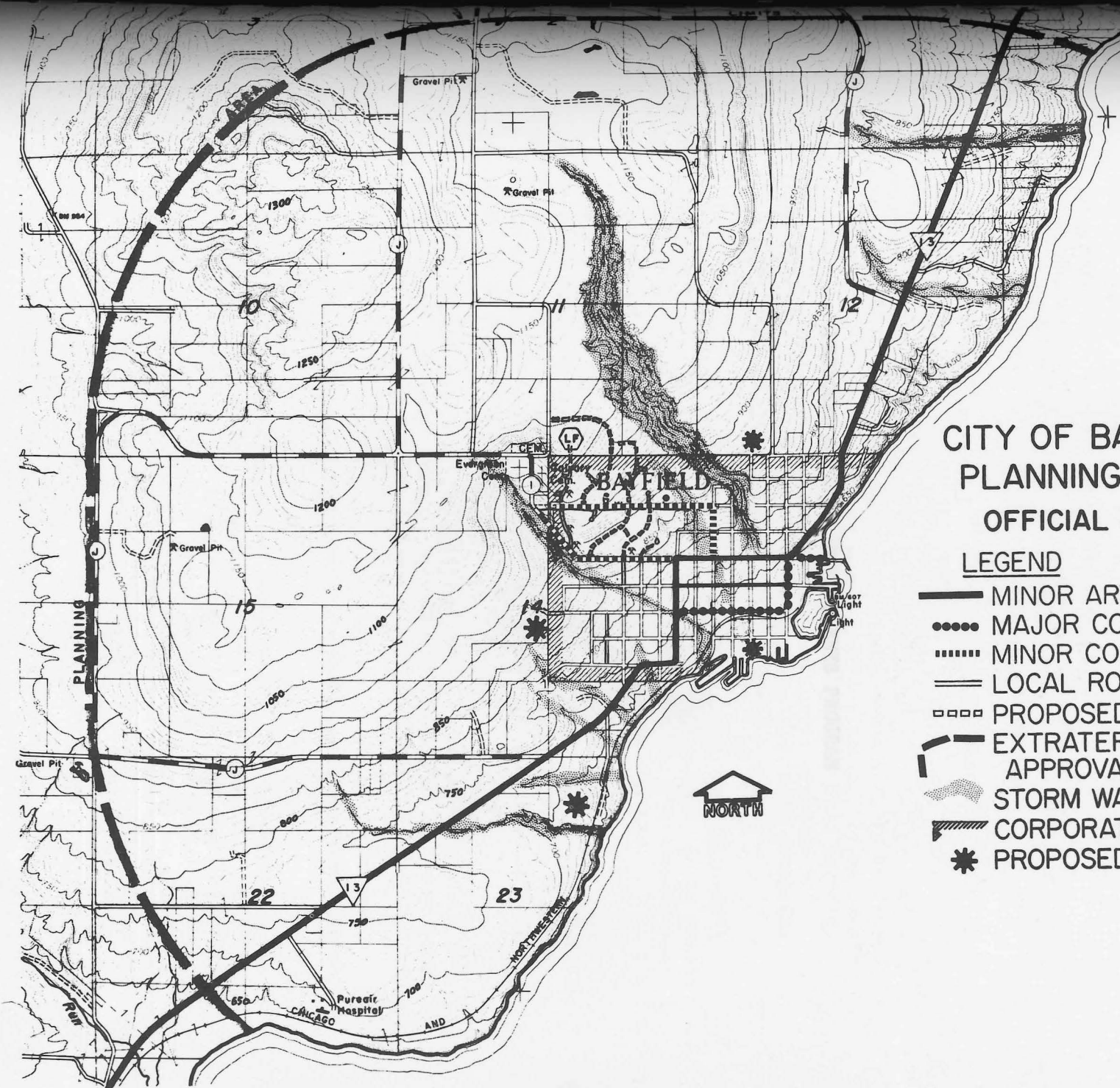
-  MINOR ARTERIAL
-  MAJOR COLLECTOR
-  MINOR COLLECTOR
-  LOCAL ROADS
-  PROPOSED ROADS
-  PARKS & RECREATION
-  STORM WATER DRAINAGEWAYS



SUPERIOR





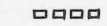




LAKE





# CITY OF BAYFIELD PLANNING AREA OFFICIAL MAP

## LEGEND

-  MINOR ARTERIAL
-  MAJOR COLLECTOR
-  MINOR COLLECTOR
-  LOCAL ROADS
-  PROPOSED ROADS
-  EXTRATERRITORIAL PLAT APPROVAL BOUNDARY
-  STORM WATER DRAINAGEWAYS
-  CORPORATE LIMITS
-  PROPOSED PARKS



## PROPOSED CAPITAL IMPROVEMENTS PROGRAM

"Capital improvements" or "public improvements" are major projects requiring the expenditure of public funds, over and above annual operating revenues, for the purchase, construction, or replacement of the physical assets of the community. The purchase of land needed for community use is a capital improvement, as is the acquisition or construction of facilities, such as:

- |              |                        |
|--------------|------------------------|
| City Hall    | Police Station         |
| City Center  | Sanitary Landfill      |
| Fire Station | School                 |
| Hospital     | Waste Treatment Plant  |
| Library      | Water System           |
| Park         | Street Lighting System |
| Playground   | Swimming Pool          |

Capital improvements programming is the preparation and adoption of a proposed schedule of public works and related equipment to be built or purchased by local government. To be effective, it should include the following: (1) a list of all facilities and service requirements; (2) the program, all major projects are listed in order of construction priority together with cost estimates and the anticipated means of financing each project.

### PROPOSED CAPITAL IMPROVEMENTS PROGRAM

The capital improvements program is generally based on the locality's comprehensive plan. In the absence of such a plan, however, it is based on community objectives as defined by the city or county government and upon proposals submitted by various officials and departments.

A short-term programming period is generally considered to be most suitable. Two or three years is one year for effective programming because planning and financing of major facilities usually take a longer period of time. A period of seven or more years may project the program too far into the future to be of practical value.

Bayfield can derive considerable benefits from a systematic approach to planning capital projects. These benefits, of course, do not come automatically. They are dependent upon a strong commitment to the program and firm leadership in carrying it out.

Some of the most important advantages of capital improvements programming are the following:

- **Ensuring Attention to Community Goals, Needs, and Capabilities**- Capital projects can be brought into line with community objectives, anticipated growth, and financial capabilities. By planning ahead for projects, those that are needed or desired the most will be accomplished first. Maximum satisfaction will thereby be gained from the entire program.



## PROPOSED CAPITAL IMPROVEMENTS PROGRAM

"Capital improvements" or "public improvements" are major projects requiring the expenditure of public funds, over and above annual operating expenses, for the purchase, construction, or replacement of the physical assets of the community. The purchase of land needed for community use is a capital improvement, as is the acquisition or construction of facilities, such as:

City Hall	Police Station
Civic Center	Sanitary Landfill
Fire Station	School
Hospital	Sewage Treatment Plant
Library	Sewer System
Park	Street Lighting System
Playground	Swimming Pool

Capital improvements programming is the preparation and updating of a proposed schedule of public works and related equipment to be built or purchased by local governments during the next few years. To be effective, it should cover the community's entire range of public facility and service requirements. In the program, all future projects are listed in order of construction priority together with cost estimates and the anticipated means of financing each project.

The capital improvements program is generally based on the locality's comprehensive plan. In the absence of such a plan, however, it is based on community objectives as defined by the city or county government and upon proposals submitted by various officials and departments.

A six-year programming period is generally considered to be most suitable. Two or three years is too short for effective programming because planning and financing of major facilities usually take a longer period of time. A period of seven or more years may project the program too far into the future to be of practical value.

Bayfield can derive considerable benefits from a systematic approach to planning capital projects. These benefits, of course, do not come automatically. They are dependent upon a strong commitment to the program and firm leadership in carrying it out.

Some of the most important advantages of capital improvements programming are the following:

**Focusing Attention on Community Goals, Needs, and Capabilities--** Capital projects can be brought into line with community objectives, anticipated growth, and financial capabilities. By planning ahead for projects, those that are needed or desired the most will be constructed first. Maximum satisfaction will thereby be gained from the money spent.

Achieving Optimum Use of the Taxpayer's Dollar--Advance programming of public works on an orderly basis will help avoid the possibility of costly mistakes. The program will guide local officials in making sound annual budget decisions. In addition, a listing of anticipated future construction projects may encourage the selection of needed land well in advance of actual construction, and then permit acquisition at lower costs.

Serving Wider Community Interests--The capital improvements program, once accepted, keeps the public informed about future construction plans of the community and helps reduce the pressures on local officials for projects far down on the priority list. In addition, knowledge about the future physical needs of the community and the financial ability of the local government to fulfill these needs is a valuable aid to private investors.

Improving the Basis for Intergovernmental and Regional Cooperation--Capital improvements programming offers public officials of all governmental units--city, county, and special district--an opportunity to plan the location, timing and financing of needed improvements in the interest of the community as a whole. Furthermore, because many public works services and facilities do not stop at the city or county boundaries, adequate planning and cooperation by the various agencies and governments through a capital improvements program could help reduce duplication of effort and the cost of such projects, and avoid public inconveniences.

Maintaining a Sound and Stable Financial Program--Sharp changes in the tax structure and bonded indebtedness may be avoided when the projects to be constructed are spaced over a number of years. Where there is ample time for planning, the most economical means of financing each project can be selected in advance. Keeping planned projects within the financial capacity of the community helps to preserve its credit rating and makes the area more attractive to business and industry.

Enhancing Opportunities for Participation in Federal or State Grant-In-Aid Programs--There are many Federal and state programs that a local government may draw upon for planning, construction, and financing capital improvements. The preparation of a capital program improves the local government's chance of obtaining such aid.

## ■ ALTERNATE METHODS OF FINANCING CAPITAL IMPROVEMENTS

### ■ Pay-As-You-Go

This is the financing of improvement projects from current revenues. Such revenues may come from general taxation, fees, charges for services, special funds, or special assessments. Advantages of this method include the saving of interest costs on borrowed money and providing for greater future budget flexibility. The major disadvantage is the need to have uncommitted cash available, which often precludes the financing of extensive capital improvements in a small community. Reserve fund

financing is a variation of the pay-as-you-go method. Under this procedure, funds are accumulated in advance for the construction of capital projects. The accumulation may result from surplus or "ear-marked" operational revenues that are set aside, depreciation accounts, or from the sale of capital assets.

#### ■ General Obligation Bonds

Projects providing community-wide benefits may be financed by general obligation bonds. Through this method the taxing power of the jurisdiction is pledged to pay interest upon and retire the debt. General obligation bonds can be sold to finance permanent types of improvements such as schools, municipal buildings, parks, and recreation facilities. General obligation bonds may require the approval of the electorate and are issued as either sinking fund or, more commonly, serial bonds.

#### ■ Revenue Bonds

Revenue bonds frequently are sold for such projects as water and sewerage systems, stadiums, swimming pools, airports, and other revenue-producing facilities. Such bonds usually are not included in state-imposed debt limits, as are general obligation bonds, because they are not backed by the full faith and credit of the local jurisdiction. For this reason, interest rates are almost always higher than are general obligation bond interest rates and voter approval is seldom required. However, care must be taken to assure that estimated net earnings of new facilities are realistic.

#### ■ Lease-Purchase

Local governments utilizing the lease-purchase method prepare specifications for a needed public works project and take steps to have it constructed by a private company or authority. The facility is then leased by the municipality without any future payments. The rental over the years will have paid the total original cost plus interest. Localities in some states have used this method to avoid the necessity of calling bond elections or to avoid debt limits. This type of financing has sometimes proved to be excessively costly. In addition, its legality has been questioned in some states; in others the obligation is considered as part of the municipal debt.

#### Authorities and Special Districts

- Authorities and special districts are created in most cases to manage facilities that are supported by user charges. Toll roads and water and sewerage systems are examples of such facilities. Special districts with power to tax are also created for the purpose of issuing bonds and constructing facilities that may not be self supporting. Sometimes they are necessary to avoid restrictive debt limits. The authority device may offer a convenient method of financing interjurisdictional facilities; however, its use also creates many problems. Chief among these is the scattering of governmental responsibility. Moreover, it must be remembered that the debt incurred by an authority or special district is still a part of a community's total financial obligation even where it is

not counted in the debt limit of a general purpose government.

#### ■ Special Assessments

Public works programs financed most equitably by special assessments are those that benefit certain properties more than others. Local improvements often financed by this method include street paving, sanitary sewers, and water mains.

#### ■ Joint Financing

The proposed program might be surveyed to determine whether certain projects are equally beneficial to other governmental agencies, authorities, or special districts and if joint financing can be arranged. Such cooperation may bring about projects that would otherwise have to be deferred for many years and thus can result in better service and lower costs for the area.

#### ■ Outside Sources

State and Federal grants-in-aid programs are frequently available to plan, construct, and finance capital improvements. The possibility of obtaining private gifts for certain facilities--parks, community centers, or libraries--from individuals, corporations, and foundations should be provided by the Government, an effort should be made to discover if some non-public group can provide a service or parts of a needed program. For example, private groups or business leaders may be persuaded to build offstreet parking structures or provide lots if the local government has insufficient funds. Civic associations have provided parks and playgrounds in many communities.

#### ■ INDEBTEDNESS AND DEBT POTENTIAL, CITY OF BAYFIELD, DECEMBER 31, 1977

In order to determine the appropriate level of capital improvement planning for the City of Bayfield, a look at the current situation is needed. Bayfield has an equalized valuation of \$9,570,000, and assessed valuation of \$3,856,214. Wisconsin statutes limit the general obligation indebtedness of a city to 5% of its equalized valuation. This means Bayfield is currently limited to a total of \$478,500 in general obligation debt. \$228,800 is currently outstanding as a general obligation debt, therefore there is \$249,700 remaining in available indebtedness in 1978.

The existence of this potential does not mean that the city should rush out and sell its full legal limit in bonds. As a general rule, borrowing should not exceed 4.5 percent of property valuation or (ninety percent of the bonded debt limit) to leave a balance for contingency or emergency needs. Secondly, since bonds must be paid for out of general revenues, the city may not be able to afford a large bond issue and resultantly higher tax rates to repay in future years--a referendum is also required to increase taxes and this may be difficult regardless of needs. Like any budget, municipal borrowing must follow the line between financial prudence and spending needs. Borrowing is a good tool and if used wisely will assist in implementing many planning proposals. Bayfield officials should very carefully consider any additional bonding at any time.

The methods used in financing municipal improvements are varied and decisions as to what method or methods should be used require careful study and consideration by the City Planning Commission and the local governing body. The pay-as-you-go approach is a very desirable financing method which, as opposed to borrowing, has the major advantage of elimination of interest costs. Furthermore, current financing does not obligate revenues of future years for debt service payments. This eliminates the possibility of future funds being used to pay for past public improvements.

However, because most American communities are expanding rapidly, all needed improvements cannot possibly be financed by current revenues. Therefore, borrowing through the use of loans and bonds is employed. If sound borrowing policies are followed, improvements can be made when needed, and at reasonable rates, without damaging the community's credit rating.

#### ■ FEDERAL AND STATE ASSISTANCE PROGRAMS

Every effort should be made by Bayfield officials to obtain assistance in developing and financing all capital improvements. Many sources of information on federal and state assistance are available to local officials. Should questions arise concerning proper sources for current information on aid and assistance programs, contact:

Northwest Regional Planning Commission  
302 Walnut Street  
Spooner, WI 54801

or

Wisconsin Department of Local Affairs and Development  
123 West Washington Avenue  
Madison, WI 53702

#### ■ IMPROVEMENT NEEDS AND PRIORITIES

The General Development Plan provides some guidelines for establishing priorities for capital improvements, but in some cases definite standards of evaluation must be developed and used. The following is a list of criteria which can be used to aid in determining project priorities:

- Protection of Life
- Maintenance of public health
- Protection of property
- Provision of public services
- Replacement of obsolete facilities
- Reduction of operating costs

## CONCLUSION

As noted above, the foregoing program can be modified to meet local feelings. While the listed sequence is the order of priority these projects would generally command, the first three are more or less fixed because they are completed. The new municipal building or the park acquisition projects could be deferred in favor of higher priority items. To keep this program workable it must be reviewed and updated annually.

Bayfield should seek to implement most, if not all, of the proposals of the General Development Program by 1990 through sound capital budgeting. Yearly updating of the program (see timetable below) will allow future capital improvements to be programmed and constructed at precise points within the framework of the General Development Program.

The City of Bayfield has the leadership and resources to implement the General Development Program and create a better living environment. With diligent application and updating of the General Development Program, the implementation tools including the capital budgeting process will channel these resources toward developments which are compatible and valuable to the city.

## SUGGESTED TIMETABLE FOR ANNUAL REVISION OF THE CAPITAL BUDGET

1. Early in the fiscal year the Mayor should submit forms (see Forms A and B) to the various operating local agencies upon which requests for capital improvements will be made. A two-month interval should be provided for submission to these capital improvement request forms.
2. A city finance committee should then review the forms in light of the municipality's financial ability to meet these requests.
3. The City Planning Commission should also review the capital budget requests in light of the community's General Development Program. Discussions should be held with representatives of the various city departments to insure that the requests are reasonable and clearly understood.

Recommendations by the Plan Commission should then be transmitted to the finance committee for further review. Review by the Plan Commission and finance committee should be completed in two months' time.

4. It is recommended that the finance committee further review the six-year capital budget in conjunction with proposed projects for the ensuing fiscal year. The operating budget and capital budget are directly related and should therefore be reviewed simultaneously, and then transmitted to the city council for approval.

In many cases, these and other criteria used to establish project priorities are not subject to precise measurement and, accordingly, considerable judgement must be applied by local officials involved in preparing the capital improvements program.

#### ■ BAYFIELD CAPITAL IMPROVEMENTS PROGRAM

Generally, to be considered a capital improvement, projects should be new or expanded physical facilities of relatively large size and performance such as streets, parks, municipal buildings, schools, libraries, sewer and water systems, etc. Large-scale replacement or rehabilitation of existing facilities may also be classified as a capital improvement (for example, a community wide street or utility improvement program). Relatively expensive equipment with a long useful life such as a fire engine is also classified as a capital item. Police and other service cars and trucks, however, are not.

Capital projects should be scheduled over a six-year period on a priority basis. Each project should be scrutinized in regard to location, size, provision of service, relationship to service area, effect on surrounding land use, effect on transportation facilities, effect on density pattern, conformity to established standards, relationship to planning policy, the community's ability to pay, and conformity to the community's goals and objectives as outlined in the General Development Program.

#### ■ CAPITAL IMPROVEMENTS SCHEDULE

It is important to note that the suggested schedule shown in Table does not represent the last word in capital improvements scheduling. It is intended to give local officials a guide which they may adopt directly or modify as they see fit. The capital improvements program is based on the general development plan, because of this it is recommended that its major provisions be maintained in order to aid in plan implementation. Adjustments, however, can be made to reflect changing needs, locally felt priorities, financial policy, and so on.

The financing schedule and estimated costs do not reflect federal or state aid that may be available. As mentioned previously every effort should be made to secure grants-in-aid for public improvement projects; if aids to become available the program should be adjusted accordingly. The most important facet of this budgeting process is that the concept of capital improvements programming be adhered to by local officials; individual projects within it are then automatically considered in light of planned future expenditures.

TABLE 32  
SUGGESTED CAPITAL IMPROVEMENTS SCHEDULE, BAYFIELD, 1978-1983

Recommended Financing

- GR - General Revenue
- RB - Revenue Bonds
- BL - Bank Loan
- GOB - General Obligation Bonds
- SA - Special Assessments
- F - Federal Aid
- S - State Aid
- MRB - Mortgage Revenue Bonds

- SC - Service Charges
- UR - Utility Revenues
- RF - Reserve Funds
- SR - Spec. Reserves for Cap. Exp.
- WC - Working Cap. or Rev. Fund
- ST - State Trust Fund Loan

Status of Plans

- 0. - General Plan Item--Detailed Plans Needed
- 1. - Preliminary Work Started
- 2. - Surveys Completed
- 3. - Sketch Plans Completed
- 4. - Detailed Plans Completed
- 5. - Detailed Plans Not Needed

Name and Location of Project	Total Estimated Cost	Finance Method							Status of Plans	Remarks
			1978	1979	1980	1981	1982	1983		
Sewage treatment plant	\$60,000	GR, RB ST	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000	4	Project complete
Harbor Project	115,000	BL, F, SC	5,000	5,000	5,000	5,000	5,000	5,000	4	This project will be completed in 1978
Additional Boat Slips	To be determined	SA, SC			X	X	X	X	3	Work on this project can begin when new ferry dock is completed
City Hall purchase and remodeling	\$50,000	ST	5,000	5,000	5,000	5,000	5,000	5,000	4	Remodeling will be completed in 1978
Park land acquisition	To be determined	F, S, GR				X	X	X	0	Should be considered as soon as possible
Sewer main replacement	To be determined	UR, GR, RB, GOB	X	X	X	X	X	X	1	This project could either be done in annual increments or bonded for and completed in one year
Parking lot construction	To be determined	BL, SA, GOB			X	X	X	X	0	Start will depend on railroad property lease or business district interest
Purchase water system	\$200,000	RB, F, S, UR							0	Although defeated in previous referendums, future growth, adequate fire protection and equitable rates should soon demand its purchase by city
Old Court-house purchase and renovation	To be determined	RB, F, S	X						0	Project under consideration.



5. General procedures applicable to the passage of the operating budget, such as notice of the hearing, conduct of the hearing, and final adoption, should be applicable as well to the capital budget--or at least to the first year of the total six-year improvement program with only informal review of the remaining five years of the program. The final adoption of both the operating and the capital budget must be completed in accordance with state statutes.

Department	Proposed Financing
	CR - Capital Revenue
	SR - Service Revenue
	SL - Sales Tax
	GR - General Obligation Bonds
	SA - Special Assessments
	Y - Federal Aid
	S - State Aid
	MR - Mortgage Revenue Bonds
	SC - Service Charges
	UE - Utility Revenue
	RE - Reserve Funds
	SR - Spec. Revenue for Cap. Exp.
	WC - Working Cap. or Inv. Fund

Year	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
CR											
SR											
SL											
GR											
SA											
Y											
S											
MR											
SC											
UE											
RE											
SR											
WC											

FORM A

SUMMARY OF SIX-YEAR CAPITAL IMPROVEMENTS PROGRAM ESTIMATES, 1978-1983

CITY OF BAYFIELD, 1978-1983

Department \_\_\_\_\_

Recommended Financing

- GR - General Revenue
- RB - Revenue Bonds
- BL - Bank Loan
- GOB - General Obligation Bonds
- SA - Special Assessments
- F - Federal Aid
- S - State Aid
- MRB - Mortgage Revenue Bonds
- SC - Service Charges
- UR - Utility Revenues
- RF - Reserve Funds
- SR - Spec. Reserves for Cap. Exp.
- WC - Working Cap. or Rev. Fund

Status of Plans

- 0. General Plan Item--Detailed Plans Needed
- 1. Preliminary Work Started
- 2. Surveys Completed
- 3. Sketch Plans Completed
- 4. Detailed Plans Completed
- 5. Detailed Plans Not Needed

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<u>Pro-</u> <u>ject</u> <u>Prior-</u> <u>ity</u>	<u>Pro-</u> <u>ject</u> <u>Num-</u> <u>ber</u>	<u>Name and</u> <u>Location</u> <u>of Project</u>	<u>Total</u> <u>Esti-</u> <u>mated</u> <u>Cost</u>	<u>Finance</u> <u>Method</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>
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<u>1982</u>	<u>1983</u>	<u>Status</u> <u>of</u> <u>Plan</u>	<u>Remarks</u>
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INDIVIDUAL PROJECT ESTIMATES  
FOR  
SIX-YEAR CAPITAL IMPROVEMENT PROGRAM  
1978-1983

1. Department \_\_\_\_\_

SP - Special Assessments \_\_\_\_\_

2. Description and Location of Project \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

FA - Federal Aids \_\_\_\_\_

SA - State Aids \_\_\_\_\_

3. Justification of Project \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Estimate Prepared by \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4. Estimated Cost  
a. Plans \_\_\_\_\_  
b. Land \_\_\_\_\_  
c. Construction \_\_\_\_\_  
d. Equipment \_\_\_\_\_  
Total \_\_\_\_\_

Date \_\_\_\_\_

5. Future Cost Burdents Resulting from Project \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

6. Income from Project \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

7. Estimated Construction Period \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

8. Status of Plans and Specifications \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

9. Project Expenditure by Years:  
1971 \_\_\_\_\_ 1974 \_\_\_\_\_  
1972 \_\_\_\_\_ 1975 \_\_\_\_\_  
1973 \_\_\_\_\_ 1976 \_\_\_\_\_

10. Recommended Financing:  
GR - General Revenue \_\_\_\_\_  
RB - Revenue Bonds \_\_\_\_\_  
GOB - General Obligation Bonds \_\_\_\_\_  
\_\_\_\_\_

SOURCE: Local Planning Administration

# Appendices

## INDUSTRIAL PARK DEVELOPMENT

An industrial park is a highly planned type of planned industrial district in which special expertise and attention are given to location and community compatibility. Subdivided and developed according to a comprehensive plan which includes detailed provision for business (and in many cases rail) and all necessary utilities. The park provides serviced sites for a quantity of industrial and industrial-oriented uses.

Adequate control of the land, buildings and industrial operations is provided through zoning, private restrictions incorporated as legal requirements in deeds or sale or leases, and the provision of continuing management, all for the purpose of assuring attractive and efficient uses within the park, and the harmonious integration of the industrial area into the community in which it is located.

The creation of an industrial park involves at least five basic considerations:

### APPENDIX A

#### INDUSTRIAL PARK DEVELOPMENT

1. Preliminary
2. Land Acquirement
3. Planning and Land Use Controls
4. Land Improvement
5. Management and Marketing

#### PRELIMINARY ANALYSIS (FACTORS TO CONSIDER)

A. Market potential, economic conditions, economic profile, site and kind of industrial and commercial types of industries in area? Condition of existing structures? Is there a shortage of industrial land? Which industries likely to be attracted to industrial park? Total development cost? What are comparable industrial land values? Use sites in the park to comparable? What is the financial strength and development "know-how" of the sponsor?

B. Absence of residents? Steps taken to encourage industrial development? What effect will these steps have on the proposed industrial park?

C. Labor supply (quantity, quality, availability and skills)? Labor-management relations? Wage rates? General level of labor productivity?

D. Quantity and quality of public services? Water, storm and sanitary sewer services? Electricity and gas? Fire, police, mail delivery and telephone? Are truck and rail facilities and services available at reasonable rates? Market plan for community? Planning staff available?

E. Political and business climate? Are public-spirited or arbitrary?

F. State and municipal codes on voluntary or involuntary incorporation

APPENDIX A  
INDUSTRIAL PARK DEVELOPMENT

An industrial park is a highly restricted type of planned industrial district in which special emphasis and attention are given to aesthetics and community compatibility. Subdivided and developed according to a comprehensive plan which includes detailed provision for streets (and in many cases rail) and all necessary utilities, the park provides serviced sites for a community of industrial and industrial-oriented uses.

Adequate control of the land, buildings and industrial operations is provided through zoning, private restrictions incorporated as legal requirements in deeds or sale or leases, and the provision of continuing management--all for the purpose of assuring attractive and efficient uses within the park, and the harmonious integration of the industrial area into the community in which it is located.

The creation of an industrial park includes at least five basic considerations:

1. Preliminary Analysis
2. Land Acquisition
3. Planning and Land Use Controls
4. Land Improvement
5. Management and Marketing

PRELIMINARY ANALYSIS (FACTORS TO CONSIDER)

A. Market potential, economic conditions, economic profile? Rate and trend of industrial land absorption? Types of industries in area? Condition of existing structures? Is there a shortage of industrial land? Which industries likely to be attracted to industrial park? Total development costs? What are comparable industrial land costs? Can sites in the park be competitive? What is the financial strength and development "know-how" of the sponsor?

B. Attitude of residents? Steps taken to encourage industrial development? What effect will these steps have on the proposed industrial park?

C. Labor supply (quantity, quality, availability and skills)? Labor-management relations? Wage rates? Unions? Level of labor productivity?

D. Quantity and quality of public services? Water, storm and sanitary sewer services? Electricity and gas? Fire, police, mail delivery and telephone? Are truck and rail facilities and services available at reasonable rates? Master plan for community? Planning staff available?

E. Political and business climate? Tax policies--fair or arbitrary?

F. State and municipal codes on voluntary or involuntary incorporation

of the proposed industrial district? Join municipal corporation of the community? Annexation to the larger community? Incorporate district as separate political subdivision?

G. Tax treatment under existing state and federal regulations?

H. Area-wide zoning, land ownership patterns, scheduled highway improvements, other developments affecting land?

#### LAND ACQUISITION

Site must be:

- Reasonably level, flood-free, well drained, and capable of bearing heavy loads.
- Accessible to transportation facilities -- highway, rail, air, and water (if needed).
- Free of encumbrances and conflicting easements.
- Protected by zoning from residential encroachment and incompatible industrial neighbors.
- Available in parcels large enough to subdivide for modern horizontal plants with parking facilities, loading areas, and landscaping.
- Served by, or capable of being efficiently provided with, all necessary utilities.
- Reasonable in price relative to cost of other development in the area, and the property's future market potential for industrial park uses at a rate sufficient to support the investment.
- Preferably under a single ownership or relatively few owners.

#### PLANNING AND LAND USE CONTROLS

The following considerations are for the so-called "light" or "clean" industries:\*

##### Planning Physical Layout

Flexibility:

This is very important. Can be achieved through: a) block planning, b) phase development.

\* Light or clean industries:

- Wholesaling and distribution
- Light manufacturing and assembly
- Service
- Research development

Under block planning the overall size of the block is determined, but the side lot lines within the block are set later to meet the purchaser's exact requirements. Access streets and rail spurs are staggered or spaced at irregular intervals to allow lot depth variety.

- Length of blocks are approximately 1,200 feet.
- Lot depths range from 200 to 500 feet.

Directly related to block planning is phase development--the entire park is planned as a comprehensive unit but is developed in economically feasible stages.

#### Building and Lot Sizes:

The most popular plant site size in industrial parks have proved to be one-acre to five-acre sites.

Buildings are usually in the 10,000- to 50,000-square foot range, using 20 to 50 percent of the site.

#### Streets:

Consideration must be given to: traffic circulation, access to lots, width of right-of-way and pavement, load bearing capacity and paving materials, grades, storm drainage, curbs and sidewalks, location of utility easements, corner radii at intersections and turns, etc.

Streets should not be used for parking or loading.

#### Rail Leads and Spurs:

Considerations include: location, widths of right-of-way, curvature standards, gradient, clearance, payment arrangement for lead track installation and spur trackage, etc. (Considerable assistance may be available from area railroads, who may have industrial development services.)

#### - Utilities

##### Five basic factors:

1. adequacy
2. efficiency
3. maintenance
4. flexibility
5. economy

- Easements are generally placed within street or railroad right-of-way or to the rear of lots.

- Water pressure--high enough to maintain sprinklers and satisfy fire insurance ratings.



- Sanitary sewers.
- Storm drainage.
- Gas.
- Telephone.

### Landscaping

There should be a basic landscaping scheme for the entire park with specific standards set forth in the restrictive covenants.

### Cost Considerations

#### Includes:

#### Preliminary Analysis Costs:

Feasibility; planning and engineering studies; land ownership reports; land surveys--topography, soil, drainage maps; etc.

#### Acquisition Costs:

Payment for land may be deferred until development is well underway.

#### Development Costs:

Development costs vary although generally they will range between \$3,000 to \$10,000 per net salable acre. The developer can expect to lose between 10 to 25 percent of the gross area to street and rail right-of-way, utilities easements, etc. These development costs usually run in relation to site depths--the shallower the site depths the greater the loss of property to right-of-way easements.

#### Building Construction Costs:

Important if building is speculative or building is to be leased. Costs include: actual construction, site improvements, rail spurs, landscaping, engineering services, financing charges, insurance, permit fees, performance bonds, etc.

#### Promotion Costs:

Costs include: brochures, direct mailings, sales kits, travel, staff, commissions on sales, sales closing costs, entertainment, and other public relations costs such as openings and announcements.

### Prices and Profits:

Must be established after review of competitive industrial developments in nearby areas.

### Planning Land Use Controls:

Protective restrictions (usually in the form of covenants carried in deeds and leases) will help assure compatibility among plants and between the park and the surrounding area.

## Covenants:

- Types of operations permitted.

- Uses permitted are usually listed by type of product manufactured or are governed by performance standards (i.e., qualitative and quantitative measurement of external influences). Such standards usually apply to: smoke, noise, odor, vibration, heat, light, industrial waste, etc.

## Site Size:

In excess of one acre is highly questionable because it excludes too many potentially desirable park occupants.

## Site Coverage:

Usually 25 to 50 percent. Site coverage restrictions, however, should not be considered as substitutes for requiring the purchaser to buy adequate land for future plant expansions (if maximum coverage is permitted initially, the site will be inadequate for any future building expansion).

## Building Line Setbacks:

Usually 30 to 100 feet front yard.

Usually 20 to 30 feet side yard.

## Parking and Loading Areas:

- All parking and loading off-street.

- Usually no parking in front yard (screened visitor parking may be an exception).

- Employee parking space may be based on total employed or building floor space.

## Outdoor Storage:

Open outdoor storage is usually prohibited, unless properly screened or fenced.

## Landscaping:

Front and side yard areas must be satisfactorily landscaped.

## Building Construction and Design:

Specific building standard should be set -- performance standards would probably be best because of the many new building materials constantly coming out.

**Sign Control:**

**Definitely necessary.**

**Other Provisions:**

- Period of time within which building construction must start.
- Duration of covenants must be spelled out.
- Procedure for altering or reviewing restrictions.
- Enforcement of covenants.
- Traffic circulation.
- Waste disposal.
- Mineral reservations.
- Approval of fences and walls.

#### Land Improvements

Involves local consideration as to hiring contractors. Physical development and promotional programs go hand in hand.

#### Management and Marketing

Should not make unusual concessions to first occupants which may prove difficult to overcome with later prospects.

Descriptive material must include a property map and aerial photo. Park developers may have many allies: (1) industrial development professionals working for railroads, utilities companies, etc., (2) chambers of commerce, (3) banks, (4) State Department of Local Affairs and Development: Bureau of Local and Regional Planning, Economic Development Division.

Developer must establish the conditions under which he will make land available to industry -- sale, leaseback, or other combinations. Ground rules for dealing with local realtors who also deal in industrial real estate must be set -- realtors should be encouraged to participate.

INDUSTRIAL DISTRICTS: PARTIAL BIBLIOGRAPHY OF SOURCES

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COMMUNITY RECREATION STANDARDS AND GENERAL RECOMMENDATIONS

In addition to these, many other agencies, which have a wide variety and extensive experience in recreation protection responsibilities, have been approached and have often cooperated with existing local, state and federal agencies. The above standards, however, these standards are subject to change as needs of regions or county-wide organizations for other sites or number of recreational opportunities are altered. Further, these standards are advisory and not intended to restrict local planning.

The following standards are intended as a guide for local recreation and suggest standards for the design of recreational facilities and development of recreational areas.

APPENDIX B

COMMUNITY RECREATION STANDARDS AND GENERAL RECOMMENDATIONS

Neighborhood Parks

Neighborhood parks should provide a safe place for passive recreation for all ages, with a particular emphasis on the needs of children and young people. A well-situated park site is desirable, and located in an area of low traffic volume, which is easily accessible, free of utility wires, and situated in an open area. The park should be designed to provide a variety of recreational opportunities and a designated area for play and other activities.

Regional Recreation Centers

A regional recreation center should be centrally located in an area with an adequate supply of parking and access to the recreation needs of children and young people. The site is dependent on the type of activities to be provided and facilities for a variety of recreational opportunities, including swimming, tennis, and other playfields are desirable. The size of such a recreation center is highly variable, but should be proportional to the number of people served.

Community Parks

Community parks should be centrally located in an area with an adequate supply of parking and access to the recreation needs of children and young people. The site is dependent on the type of activities to be provided and facilities for a variety of recreational opportunities, including swimming, tennis, and other playfields are desirable. The size of such a recreation center is highly variable, but should be proportional to the number of people served.

The standards and standards contained in this section have been developed by the State of Wisconsin Department of Natural Resources and are recognized and accepted by most Federal, state and local agencies, as well as the Northwest Regional Planning Commission.

## APPENDIX B

### COMMUNITY RECREATION STANDARDS AND GENERAL RECOMMENDATIONS

In contrast to county, state, and federal agencies, which have quite varied and extensive recreation and resource protection responsibilities, community agencies are most often concerned with meeting local, daily recreation needs. The areas that provide for these needs are seldom comparable to areas of regional or county-wide significance in either size or number of recreational opportunities offered. Further, their abilities to satisfy needs are not measured in similar terms (standards).

The following discussion will define certain types of recreation areas and suggest standards for evaluating their ability to meet recreation needs. A program of action to eliminate present recreation land deficiencies will be presented in the General Development Plan.

#### DEFINITIONS

##### - Neighborhood Park

A neighborhood park provides open space for passive recreation for all ages within a neighborhood, particularly for the elderly and mothers with young children. An ideal neighborhood park site is scenic or wooded and located a maximum of one-quarter mile, which is normal walking distance, from primary users. Suggested minimum size for this type of park is one acre. Site development should include sidewalk, benches, landscaping, and a designated tot lot with sandboxes and play devices for preschoolers.

##### - Neighborhood Playground

A neighborhood playground is usually provided in conjunction with an elementary school and mostly serves the recreation needs of children 5 to 12 years of age. Its size is dependent on the types of activities it supports and facilities it provides. Playground apparatus, ball-fields, basketball courts, and open playfields are common in these areas. The service area for such a recreation area is highly variable, but it too usually has a radius of one-quarter mile.

##### - Community Park

This type of park usually serves several neighborhoods and is under municipal administration. Although size is not always a sound criterion for classifying parks, it is generally recognized that community parks are more spacious than neighborhood parks or playgrounds. In addition to the kinds of facilities provided at neighborhood parks, these parks

\*The definitions and standards presented in this section have been developed by the State of Wisconsin Department of Natural Resources and are recognized and accepted by most Federal, state and local agencies, as well as the Northwest Regional Planning Commission.

may provide swimming pools, picnic areas, more elaborate playfields, shelter and toilet buildings and tennis courts. Community parks serve people of all ages and have an effective service area radius of one-half mile.

- City-wide Park

A city-wide park may serve some or all types of a community's recreation needs. It can provide a wide range of activities for all age groups, or it can be very specific (i.e., a zoo). In addition to some of the facilities provided by other types of parks, city-wide parks may contain areas for nature study, hiking and riding trails, marinas, boat launching, pond fishing, and numerous other activities. However, in many Wisconsin communities, a city-wide park is sometimes designated as such not because of its size and/or variety of recreation facilities, but because it is the only park available to the community.

Other types of parks can be found in some of Wisconsin's cities and villages. However, the ones defined here are sufficient to analyze recreation in Bayfield County. Comparisons of park definitions, areas and services should not be made among the State's municipalities. Each community is unique in its size and distribution of population; therefore, the classifications applied in a given community depend on how the community's parks function in meeting local recreation needs. For example, a given park might fall in any one of the four categories above, depending upon the community in which it is located, its particular location within that community, and the presence or absence of other recreation areas in that community, and their size, location and type of facilities.

- Specialized Recreation Areas

Golf course, historic sites, conservancy areas, and floodplains are examples of specialized recreation areas. Most of these either have limited active recreation value, are undeveloped for recreation, or are not always available for use by the public. Although such areas are not considered in current evaluations made for these municipalities, it must be realized that specialized areas are an important adjunct to a community and its parks program. As future evaluations of recreation opportunities in the county's cities and villages are undertaken, it may become necessary to include consideration of specialized recreation areas.

PARK STANDARDS

One of the most accepted ways of measuring the adequacy of a community's parks program is by determining the number of people it serves or has the capacity to serve. This is accomplished by assigning an acreage requirement for each type of park for each 1,000 persons in a community. Further, it is assumed that park distribution within the community is adequate. If such is not the case, careful attention should be given to location for new parks.

For purposes of this study the standard of 12 acres per thousand population is used as a basis for evaluating community programs. This acreage should be distributed among types of parks as follows:

Neighborhood Parks	2 acres/1,000 population
Community Parks	5 acres/1,000 population
City-wide Parks	5 acres/1,000 population
Total	12 acres/1,000 population

A park must be accessible to the people it is intended to serve and it must provide a high quality recreation experience through its developed facilities and natural amenities. Recommended facility improvements for Bayfield are presented in the General Development Plan.

#### GENERAL RECOMMENDATIONS FOR COMMUNITY RECREATION AND SERVICE PROGRAMS

The following is a list of general recommendations which the community may also wish to implement. Some have already been mentioned in this report. This section will elaborate on these suggestions and make additional recommendations not previously discussed.

1. Use of Easements. Utilize purchase of easements in order to limit land acquisition costs for neighborhood parks. Also if land cannot be purchased, the purchase of 25 year easements on vacant property in locations appropriate for neighborhood park development may be a viable alternative.
2. Park dedication. Require residential subdividers to dedicate a portion of subdivided land for permanent park and open space use in areas which are experiencing significant residential growth. Neighborhood parks may be acquired in this manner in newly developing residential areas. Local landowners should also be encouraged to dedicate land to their communities for recreational uses. Numerous small town memorial parks have been acquired through the generosity of local citizens. If citizens are made aware of community needs this form of private action may continue to enrich the public resources of small communities.

An illustration of the type of park dedication provision that could be used in a subdivision ordinance is as follows:



## Dedication of Lands for Parks and Playgrounds

The subdivider shall designate on every new preliminary plat of a residential subdivision an area of land suitable for park or playground purposes and shall dedicate said land to the public. The amount of land to be provided shall be at least one acre of land for every 25 proposed residential dwelling units within the plat. However, the total amount of land dedicated for public purposes need not exceed one-third (1/3) of the total area of the plat. The "municipality" reserves the right to select those lands within the plat it considers best suited to meeting recreational needs of the "municipality," providing such selection does not violate other provisions of this ordinance. If no land in the plat is selected for recreational purposes due to unsuitability or other reasons, the "municipality" shall require the subdivider to pay the Treasurer of the "municipality" \$100.00 per dwelling unit as each unit is sold or developed. Revenues received in such a manner shall be deposited in a special account and are to be used exclusively for public recreational purposes in the "municipality." A similar type of dedication may be applied to certified surveys.

3. **Specialized Facilities.** Encourage development of specialized facilities by the private sector. Specialized facilities such as golf clubs and ski resorts can be an important adjunct to public recreational facilities. Quality and availability for public use should be emphasized.
4. **Municipal-School District Cooperation.** Promote cooperation between the city and school district in meeting recreational needs. With good planning, cooperation may take the form of joint land acquisition and/or facility development cost-sharing. Increased municipal use of existing school facilities during non-school hours should also be encouraged.
5. **Senior Citizen Involvement.** Involve senior citizens in community park development and beautification and provide recreational facilities for their use. Although senior citizens constitute a large proportion of the population of rural areas, they are often neglected in recreational planning. Benches placed near neighborhood parks and play areas and nonintensive sports facilities such as horseshoe pits located in community parks help to provide a place for the senior citizens. Small, passive use parks and garden and flower plots located near nursing and retirement homes should also be encouraged. In addition, senior citizens can provide invaluable assistance in beautifying parks and open spaces and can thereby become more involved in community group life.
6. **Service Group Involvement.** Involve organized service groups in needed park and recreation development, including development

of competitive sports areas and neighborhood parks. Traditionally, service groups have played an active part in the development of such facilities as ballfields. Continued activity of this type should be encouraged. In addition, service groups could help to meet the need for neighborhood facilities by supplementing municipal financial resources and providing organization and volunteer labor.

7. **Aid Programs.** Take advantage of State and Federal financial and technical aid programs which are designed to assist communities in meeting recreational needs, and maintain community eligibility for such programs. (Appendix B.)
8. **Community Beautification.** All communities should recognize that community appearance is an important component of a recreation program. Maintained streets and sidewalks, attractive trees and shrubs, well cared for homes and commercial buildings, and neatly landscaped home lawns, public open space, and parks are principal contributors to community beautification. Such a program is most rewarding to persons engaged in passive recreation.
9. **Youth Programs.** Few recreational opportunities have been planned for the community's high school age youth. School activities provide most recreational outlets during winter months, but in summer there is a distinct void. This plan recommends a study to determine what recreation activities would be best received by this age group and what opportunity there is to provide for them at public parks.
10. **Program Costs.** A community should carefully watch operations and maintenance costs when setting up a parks program. A too ambitious acquisition and/or development program can easily lead to annual costs larger than the community can afford to meet. Recreation facilities like golf courses and swimming pools, for example, require large annual capital investments to continue.
11. **Winter Activities.** All communities should provide winter outdoor recreation facilities. Skating and sliding sports (sledding, tobogganing, and skiing) can generally be provided without large investments. Skating, for example, can be as involved as providing rinks for ice hockey or as simple as flooding a small area of a school playground. Likewise, a sliding area can frequently be provided by merely blocking off a lightly traveled street with a suitable slope.
12. **Snowmobile Routes.** Designate specific streets or rights-of-way for snowmobile use during winter months. Since snowmobiles can be a nuisance and a hazard for nonusers, municipalities

may wish to designate specific routes through the municipality for snowmobile use. Snowmobilers will then be expected to restrict their activities within the community to the specified routes.

13. **Community Parks.** Upgrade community park facilities in terms of quality and breadth of facilities provided, and improve attractiveness of the natural setting through landscaping where needed.
14. **Neighborhood Parks.** Develop centrally located neighborhood parks in residential areas.
15. **Future Planning.** At a minimum, a community should reassess recreational needs near the end of the 5 to 15 year period covered by this plan. More frequent appraisals of needs may be called for under certain conditions such as extreme variations in funding capability, rapid population changes, actions of other units of government and private enterprise, and the recognition of new legislation, laws, and public programs.
16. **Community officials** should develop 5-year capital improvements programs for recreation that reflect implementation of proposals made in their plans and the priorities they place on them. To be functional, the program must be flexible and be subjected to annual review.

In developing a recreation program, care should be taken that the annual cost of maintenance does not exceed an amount the community can afford to pay. Too often, an ambitious program can lose community support as a result of prohibitive maintenance costs.

17. **Community and school officials** responsible for recreation should place greater emphasis on the provision of areas and facilities that can support "lifetime" recreational activities. Falling into this category are activities like golf, tennis, all target sports, horseshoes, cross-country skiing, skating, running, volleyball, handball, badminton, back packing and canoeing. Too often, community and school recreation facilities are oriented to games important only to the most athletically inclined rather than to recreational opportunities for less athletically inclined men and women. In designing recreation areas, recreational needs of all members of the community should be taken into account. Many schools have successfully instituted instructional programs aimed at teaching recreational activities people can participate in for a lifetime rather than just during their youth.

18. Historic sites can be rewarding additions to any community's recreation program. This is especially true in areas oriented to serving a significant tourist trade. The city and county historical societies have been active in surveying and studying historic sites in the past. Implementing their proposed signing program and distribution of a map, outstanding sites could be entertaining for residents and tourists alike.
19. An individual, probably a public official, should be assigned responsibility for park development, maintenance, administration, and planning in the community. This individual would provide liaison between Bayfield, other municipalities, the county and the Northwest Regional Planning Commission in matters concerning recreation. One of his important concerns would be distribution of State and Federal aids to recreation within the region, county and community.
20. The need for community officials to establish priorities within their recreation program is emphasized by the scope of the previous recommendations. Although it is unlikely that all of these recommendations will be undertaken within the time period of this plan, there is an outstanding opportunity for inroads to be made. Recognition of increasing demands for recreation, space and facilities should prompt immediate action.

Northwest Regional Planning Commission

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