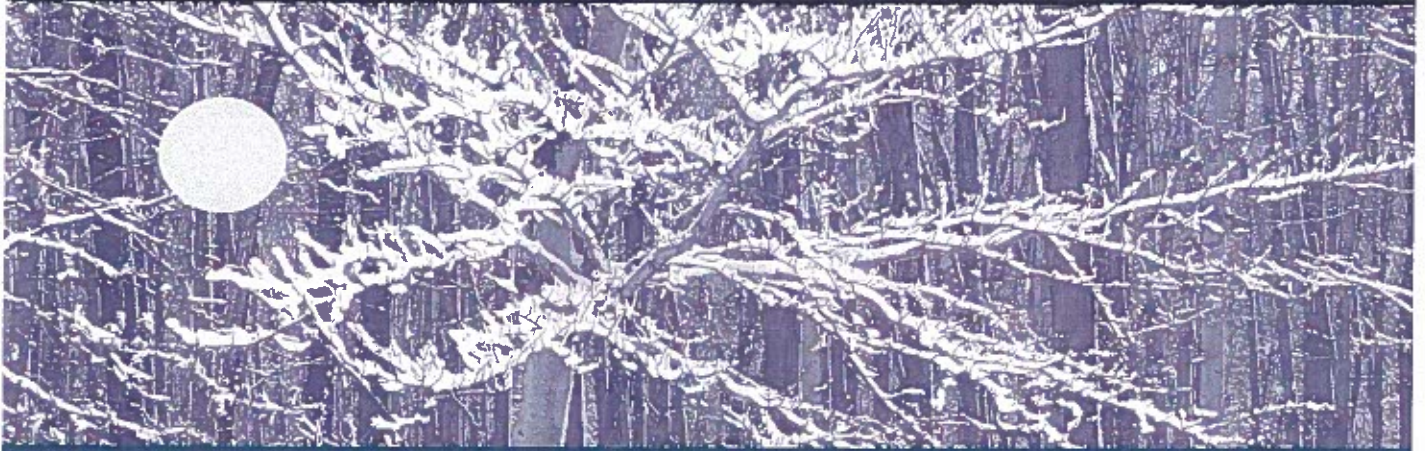
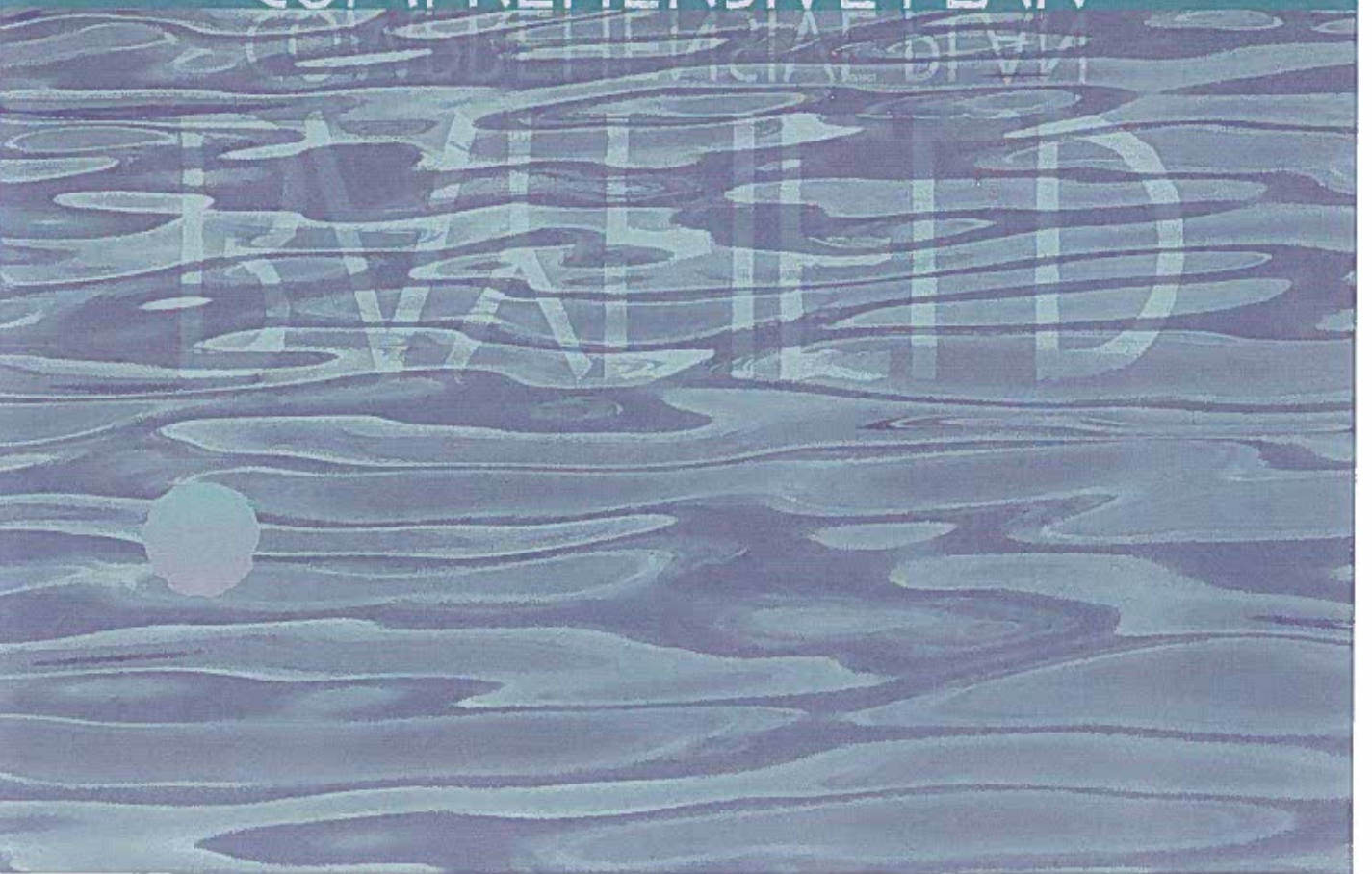


CITY OF BAYFIELD, WISCONSIN – COMPREHENSIVE PLAN – 2001-2021



# BAYFIELD

## COMPREHENSIVE PLAN



City of Bayfield, Wisconsin

# Comprehensive Plan

2001-2021

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Bayfield, Wisconsin

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Larry MacDonald

CITY COUNCIL  
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Jill Wolf-Rennicke, District Two, Ward Two  
Eric Fredenberg, District Three, Ward Three  
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COMPREHENSIVE PLANNING TASK FORCE  
Janet Bewley Billie Hoopman  
William Bodin Larry MacDonald  
Brandon Cunningham Tom McMullin  
Dan Curran Chris Meyer  
Lawrence Ferrill Heidi Nelson  
Robert Hansen Patricia Oeltjenbruns  
John Hanson Alan Waite

CITY CLERK  
Billie Hoopman

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Sigurd Olson Environmental Institute  
Northwest Regional Planning Commission  
SmithGroup JJR

PHOTO/ART CREDITS:  
Jessica Dexter  
Henry Fechtman Archives  
Joanie and Gary McGuffin  
University of Wisconsin Sea Grant Institute

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# CITY OF BAYFIELD COMPREHENSIVE PLAN

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## PREFACE

A comprehensive plan is a community's vision for its future. It serves as a policy statement made by a local government to help guide anticipated growth and meet the goals of the community. A comprehensive plan goes beyond a traditional land use plan by looking broadly at the many elements that shape a community. Where a land use plan maps out the desired physical development of an area, a comprehensive plan takes social and economic goals in to account as well. This "big picture" approach serves as a guide to local government in realizing the community its citizens desire. Bayfield's Comprehensive Plan was developed over the course of fourteen months. Work began in October 2000 and the plan was adopted in December 2001. The process for developing the plan is described below.

### Smart Growth Legislation: A Guide for the Process

The State of Wisconsin, under progressive new legislation called Smart Growth, provides guidelines for comprehensive planning for local communities. This legislation does not take away from local governmental control; rather, it empowers small communities such as Bayfield by identifying the many elements that shape a community and providing citizens with ample opportunity to participate in designing their future. This legislation requires that cities, towns, and counties in Wisconsin have comprehensive plans by 2010.

The new law provides fourteen goals that communities must consider when writing a comprehensive plans:

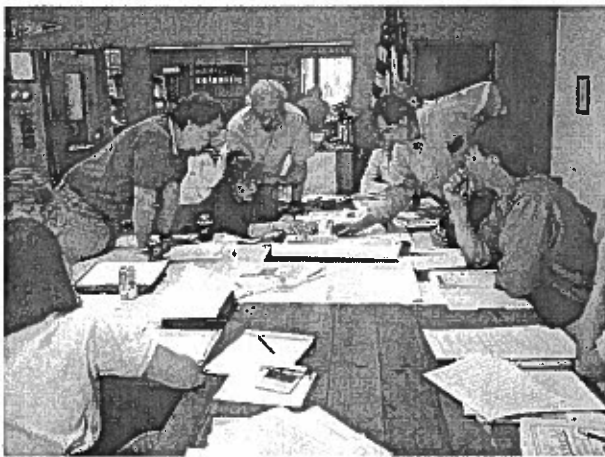
1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and ground water resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.



11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

### Public Participation in the Planning Process

To do the important and intensive work of comprehensive planning, a Task Force was convened by the City. In September of 2000, an announcement in the Ashland Daily



Press called for citizen volunteers to work on the Comprehensive Plan. From applications submitted, the City selected a group of qualified citizens to serve as spokespersons for the community and leaders of the planning process. The Sigurd Olson Environmental Institute at Northland College facilitated the work of this dedicated group of citizens who met monthly and sometimes as often as every week in order to forge their vision of the future and the goals, objectives and

actions needed to fulfill that vision. The task force pursued its work enthusiastically and should be congratulated for its diligence, time and energy. The members are:

- Janet Bewley, Director, Mary Hulings Rice Foundation*
- William Bodin, Retired Commercial Fisherman*
- Brandon Cunningham, Executive Director, Chequamegon Group*
- Dan Curran, Architect, City of Superior Building Inspector*
- Lawrence Ferrill, Retired Engineer*
- Robert Hansen, District 1 Councilor; Owner, Winfield Inn*
- John Hanson, Filmmaker*
- Billie Hoopman, City Clerk / Zoning Administrator*
- Larry MacDonald, Mayor; Owner, Apostle Island Outfitters & Cooper Hill House*
- Tom McMullin, Director, Behavioral Health Services—MMC*
- Chris Meyer, Manager, Flamingo's Up North Inc.*
- Heidi Nelson, Manager, Flamingo's Up North Inc.*
- Patricia Oeltjenbruns, Owner, Isaac Wing Be&B*
- Alan Waite, Small Business Owner*



In Bayfield, as in any town, we are building upon the work of the past. The first task of the planning process was to assess the history of Bayfield's previous planning efforts to find out how well they worked. The goals of the 1979 Comprehensive Plan were meticulously evaluated as to whether or not they were achieved, and if not, whether they are still relevant. Task Force members also examined the Blueprint For Bayfield, a "Design Study for Preserving and Enhancing the Scenic Quality of a Great Lakes Community", which was conducted by a group of landscape architecture students and faculty from the University of Wisconsin - Madison in 1969. These documents helped create a sense of how Bayfield has come to the place it is today and the problems it has encountered along the way, as well as helped to generate a wealth of ideas to kick off the planning process.



A Comprehensive Plan is only as good as the community support behind it. The best way to get wide community support for a plan is to have wide community participation in its creation. To achieve a high level of participation, a Public Participation Plan was adopted which included such elements as a newsletter that serves to keep people informed about the status

of the planning process and opportunities to share ideas with the Task Force (issues are located in the appendix); a series of one-on-one interviews; a Community Survey; a two-day Community Visioning Workshop; and two Neighborhood Meetings to obtain input on draft goals, objectives and actions.

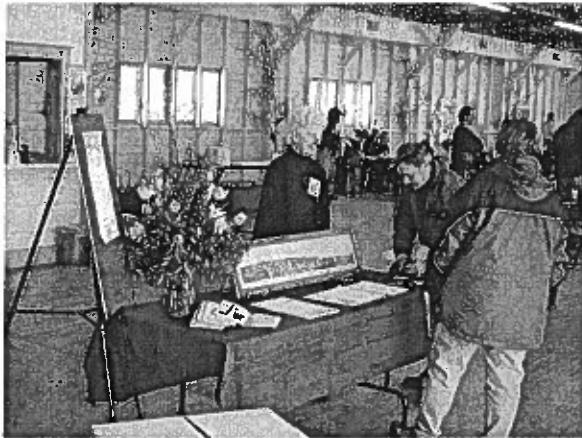
The first infusion of public input came from interviews with key community members. These individuals were chosen by the Task Force and interviewed by Jane Silberstein, the project consultant. Comment obtained through this process formed the first infusion of public input to this process.

Next, Task Force members each wrote their own vision statement for Bayfield in the year 2020. These were compiled and refined into a single Vision Statement and brought to the community for comment and further refinement. The Vision Statement is intended to paint an image of an "ideal" Bayfield in the year 2020.

A Community Survey was sent in early January 2001 to every household in Bayfield (512 surveys). An impressive 50% return rate (one can typically expect 10% to 20%) provided information that was integral to the Task Force's work in charting a course for Bayfield's future. With the help of the Survey Research Center at UW-River Falls, the Comprehensive Planning Task Force refined survey questions so that opinions on the most important and contentious issues could be adequately assessed. The information obtained from this successful survey was integral in the Task Force's work in charting a course for Bayfield's future. The complete results of the survey can be found in the



Appendix, and many key results are highlighted throughout the elements of the Comprehensive Plan.



The Pavilion was an exciting place to be on March 2<sup>nd</sup> and 3<sup>rd</sup> 2001, when over one hundred members of the Bayfield community gathered to think creatively about Bayfield's future. (See Appendix for a list of community members who participated) People dropped in for cookies and coffee and to share their thoughts and ideas on housing, transportation, economic development, natural and cultural resources, utilities and community facilities and land use. Participants were also invited to express

their ideas on maps with the assistance of Jeff Maas of Northwest Regional Planning Commission, and talk about design with Ed Freer of SmithGroup JJR (a Madison planning and design firm), draw pictures of what they'd like to see, and sit back awhile to chat with neighbors. Youth even had their own area to color, collage, play, and be interviewed. This was perhaps the most important part of the planning process, providing a wealth of ideas pertaining to ways for making Bayfield an even better place to live.



During the summer of 2001, the Task Force worked in subcommittees to develop Goals, Objectives and Actions for each element based on all of the input collected from the survey, the interviews, the Workshop, and their experience in the community. These draft Goals, Objectives, and Actions were then presented to Bayfield residents, who were given an opportunity to comment on them at two Neighborhood Meetings in September 2001. These comments were noted, the Task Force reviewed their work, and the Goals and Objectives and Actions were revised in light of the issues and ideas that surfaced.

A public hearing before the City Council was held on December 19, 2001. The Comprehensive Plan was adopted by a unanimous vote.





## ISSUES AND OPPORTUNITIES ELEMENT

### Introduction

Bayfield's success has been achieved through strong vision and policies. Ours is a community that has been on an historic success curve. Bayfield does not seek to simply extend the end of the curve but to create a cycle that renews Bayfield's uniqueness over time.

The City of Bayfield, like many rural American tourist destinations, is caught in what some refer to as a positive feedback loop. That is, the more desirable Bayfield becomes, the more pressure there is on all of the community's resources, including its residents. As small town charm becomes a rare and endangered feature of American life, places like Bayfield become ever-more powerful magnets to visitors and second home owners. As Bayfield's popularity has grown, property taxes have risen. Residents, unable to afford the growing costs and/or find employment, have departed; the resulting diminishment in the market for basic services has caused a simplification of the economy to one that is primarily tied to visitor services; and, worst of all, a fear looms that "community" itself may be disappearing. Another highly successful resort community, Whistler, British Columbia, is embarking on a sustainable community plan. Whistler, like Bayfield, is experiencing the burdens of its own success. The questions posed by Whistler planners may be of some use to us in our process: "Are we in danger of that moment when the quality of place is eclipsed by the quantity of space? A moment when that environment that was uniquely fresh becomes typically stale? A whole host of moments where individuals making decisions for the short-term gain rather than

#### A HISTORY OF COMPREHENSIVE PLANNING IN BAYFIELD

*During the early 1960s, Bayfield leaders began to take special notice of the City's declining population, unemployment and a general lack of growth potential. As a result the City began to take steps toward developing a General Development Plan. The first plan was adopted in 1971 and later updated in 1979.*

*The impetus for planning during the 1960s linked directly to the Apostle Islands National Lakeshore and anticipated increase in tourism and recreation-oriented activities. In the past, the declining economy of the community resulted in a population decrease through out-migration. Both the community and the county acquired numerous tax-delinquent tracts and parcels of land. Then some of the land was purchased, but left unimproved by land speculators anticipating a rising local economy. Local officials became alarmed over this situation since the City did not have adequate land use controls or a plan for community development. Consequently, they placed a freeze on the sale of public land until the General Development plan and supporting development controls were prepared and adopted.*

*Nationally, this was an era of rising energy prices and stagnating employment, a war in Vietnam and a significant amount of uncertainty about life in America after the war. A decade later, when the City updated its plan, Americans were enjoying price and employment stability but were increasingly concerned about the impacts of industrialization upon lifestyle values and the environment. Today, the City of Bayfield continues to be concerned about declining population, the absence of living wage jobs and a general lack of growth potential.*

*Since the last Plan was prepared, our world has been swept by a technological revolution that has most noticeably made personal computers commonplace at home as well as at the workplace. Further, the emergence of the Internet has facilitated a worldwide exchange of information, ideas, and culture at a rate many would never have imagined. As a result of these technological advances, today's world is dramatically different than it was twenty years ago. It is likely that the next twenty years will bring even more change and more options for addressing issues and concerns in the community.*



long-term benefits? In a moment the icon no longer lives up to the visitors' or residents' expectations."<sup>1</sup>

Questions of this nature have driven Bayfield's planning process. Combined with the passion of this community to rescue itself, the plan and its goals, objectives and actions have unfolded.

## Concerns

Primary concerns relative to the overall character, social, economic and environmental health of Bayfield include:

- Maintenance of a viable community with enough people to support basic public services
- Living-wage jobs in town or within a reasonable commuting distance
- Preservation of natural beauty of area
- Balanced economy
- Affordable housing
- Maintenance of scale and village atmosphere

## Existing Conditions

### Population

*NOTE: Some data provided is from the 1990 U.S. Census, as the complete 2000 Census data will not be available until 2002.*

One way of understanding a community is to examine the demographics of the population in order to create a clearer picture of its people.

### Size

In the past ten years the population of the City of Bayfield has dropped 12.6% from 699 residents to 611. The State Demographic Services Center projects a population loss over the next 15 years for both the City of Bayfield as well as Bayfield County. These projections were made in 1993. The loss in population has been a trend since 1920, as jobs available in larger cities have continued to draw people away from small towns and rural areas. Both City and County population trends are quite unlike the State, U.S. and world population trends, which show a linear increase. The following tables and graphs illustrate population changes and trends from the local to the global level.



Table I-1. Comparing population of the City of Bayfield, Bayfield County, Wisconsin, the United States, and the World from 1920 to 2000, with population projections through 2020 (in *italics*). All data from U.S. Census Bureau, except 2005 – 2020 projections for the City of Bayfield, Bayfield County, and the State of Wisconsin, which were calculated in 1993 by the State of Wisconsin Department of Administration, Demographics Services Center.

Year	City of Bayfield	Bayfield County	Wisconsin	United States	World
1920	1,441	17,201	2,632,700	105,710,600	1,860,000,000
1930	1,195	15,006	2,939,000	122,775,000	2,070,000,000
1940	1,212	15,827	3,137,600	131,669,300	2,300,000,000
1950	1,153	13,760	3,434,600	150,697,400	2,555,000,000
1960	969	11,910	3,951,800	179,323,200	3,039,000,000
1970	874	11,683	4,413,300	203,415,100	3,708,000,000
1980	778	13,822	4,705,767	227,224,681	4,457,000,000
1990	699	14,008	4,856,574	249,464,396	5,284,000,000
2000	611	15,013	5,363,675	281,421,906	6,080,000,000
2005	640	14,757	5,409,536	287,716,000	6,461,000,000
2010	623	14,834	5,512,313	299,862,000	6,824,000,000
2015	596	14,794	5,603,528	312,268,000	7,176,000,000
2020	<i>n/a</i>	14,518	5,676,793	324,927,000	7,518,000,000

Table I-2. Percent change of population for the City of Bayfield, Bayfield County, Wisconsin, the United States, and the World from 1920 to 2000, with projected population changes through 2020 (in *italics*). All information calculated from data from U.S. Census Bureau, except 2005 – 2020 projections for the City of Bayfield, Bayfield County, and the State of Wisconsin, which were calculated in 1993 by the State of Wisconsin Department of Administration, Demographics Services Center.

Years	City of Bayfield	Bayfield County	Wisconsin	United States	World
1920-1930	-17%	-13%	12%	16%	11%
1930-1940	1%	5%	7%	7%	11%
1940-1950	-5%	-13%	9%	14%	11%
1950-1960	-16%	-13%	15%	19%	19%
1960-1970	-10%	-2%	12%	13%	22%
1970-1980	-11%	18%	7%	12%	20%
1980-1990	-10%	1%	3%	10%	19%
1990-2000	-13%	7%	10%	13%	15%
2000-2005	5%	-2%	1%	2%	6%
2005-2010	-3%	1%	2%	4%	6%
2010-2015	-4%	0%	2%	4%	5%
2015-2020	<i>n/a</i>	-2%	1%	4%	5%



Fig. I-1. Graphing population trends for the City of Bayfield, Wisconsin. 1920 – 2000: U.S. Census Data. 2000-2015: State of Wisconsin Department of Administration, Demographics Services Center.

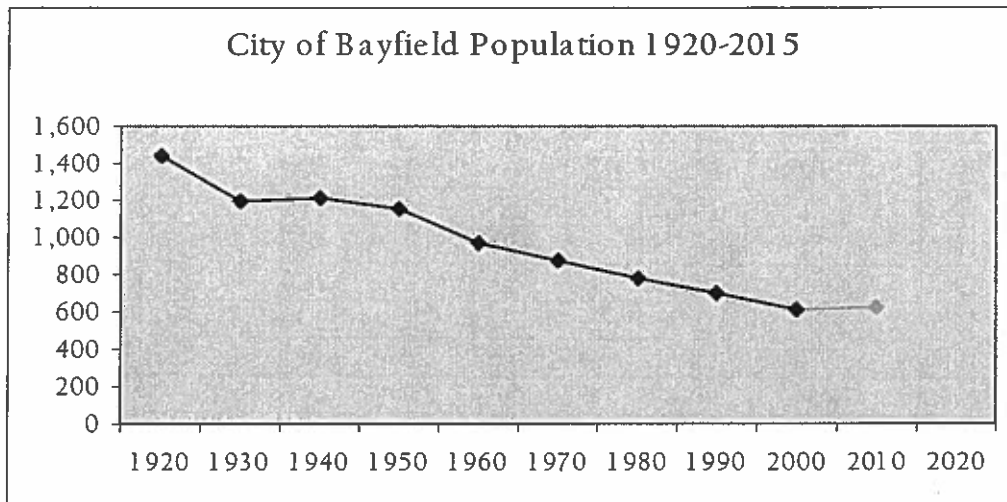


Fig. I-2. Graphing population trends for Bayfield County, Wisconsin. 1920 – 2000: U.S. Census Data. 2000-2020: State of Wisconsin Department of Administration, Demographics Services Center.

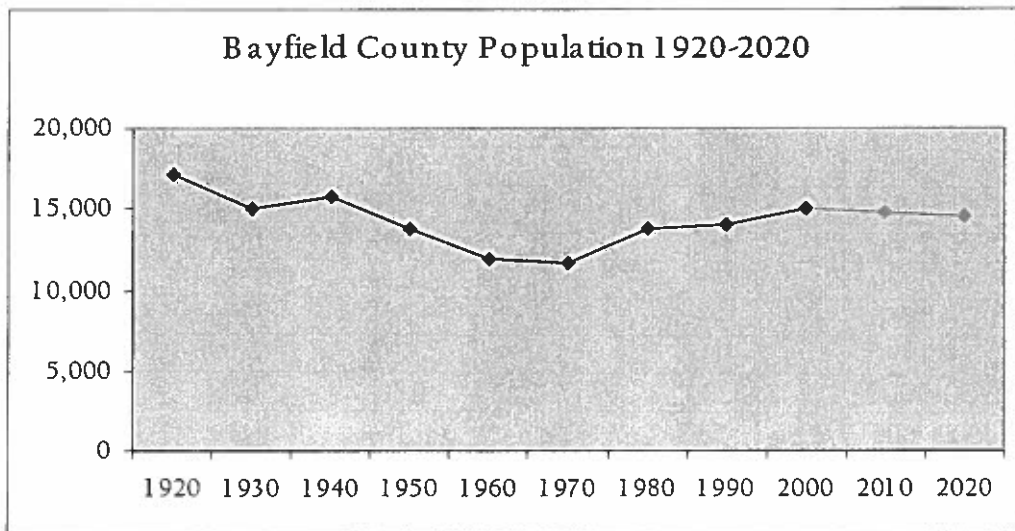


Fig. I-3. Graphing population trends for the State of Wisconsin. 1920 – 2000: U.S. Census Data. 2000-2020: State of Wisconsin Department of Administration, Demographics Services Center.

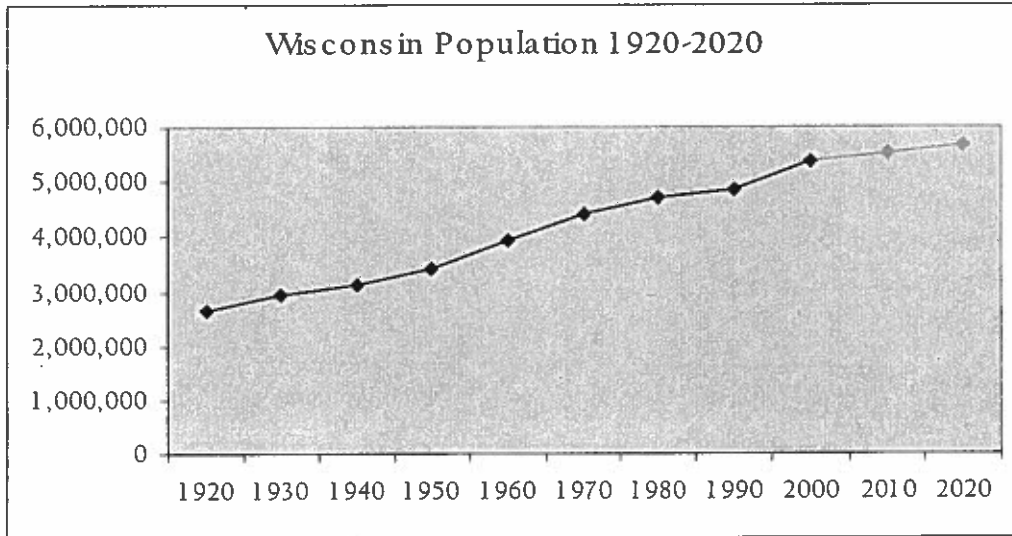


Fig. I-4. Graphing population trends for the United States. U.S. Census Data.

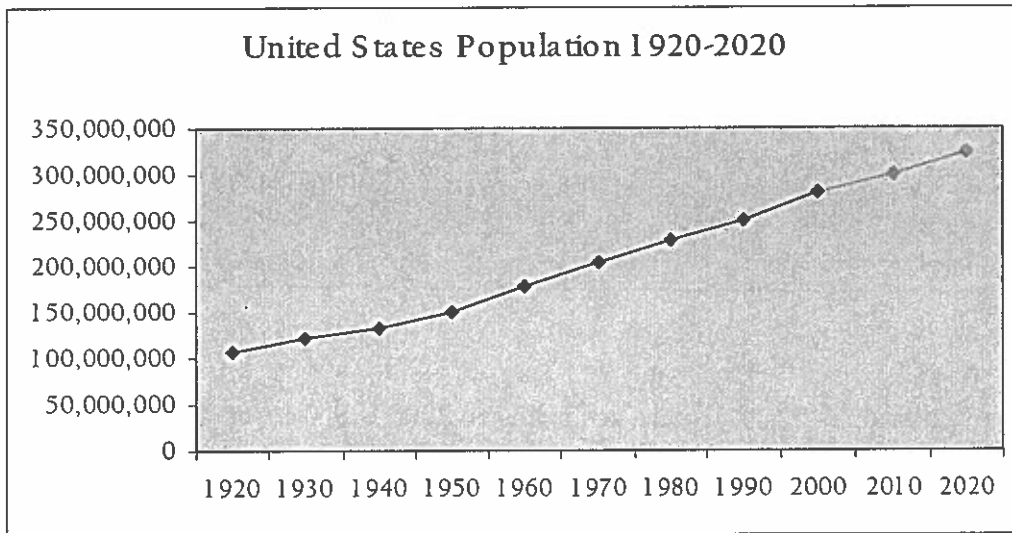
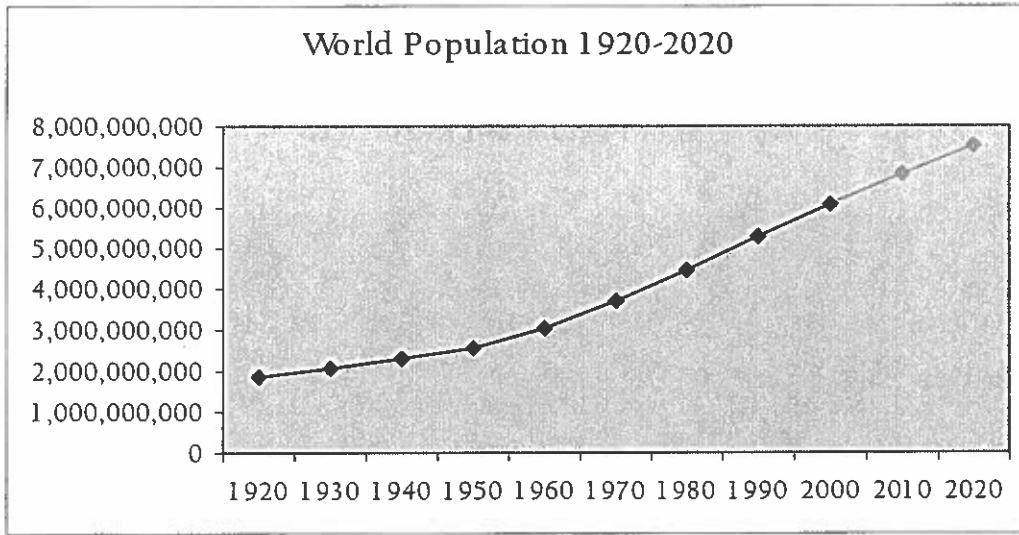


Fig. I-5. Graphing world population trends. U.S. Census Data.



The Bayfield community is challenged by projections of a population decline and seeks to discover ways of reversing the trend. It seems that Bayfield will remain a sanctuary for big city dwellers – a place “away from it all.” But even so, the pressures associated with the doubling of the world’s population in approximately 40 years will no doubt impact even the most remote enclaves. The resulting effects on all resources must be addressed by planning efforts at every level of government.

**POPULATION GROWTH**

*The U.S. as a whole grew 13.2% from 1990 to 2000. As of last April, U.S. population was 281,421,906. If we allow this high population rate of growth to continue, our nation’s population will double to 562 million – over half a billion! – in only 57 more years. That means we’ll need twice as many schools and hospitals, homes and prisons – and all other social infrastructure and resources – by the year 2057. This is not a prescription for a viable, sustainable nation, especially since we are already straining and depleting many of our core resources – with our current 281 million people.*

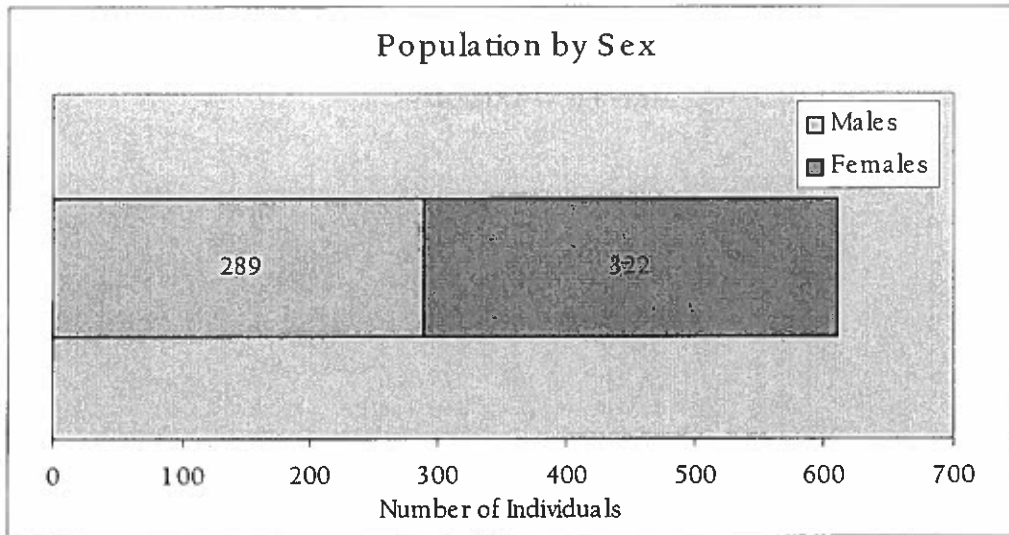
*- World Population Balance newsletter, Spring 2001*

**Sex**

Bayfield’s population is 52.7% female, according to 2000 U.S. Census data, compared to 55.1% female in 1990. The 2000 Census reports a national population that is 51.2% female. Figure I-6 illustrates sex distribution in the City for the year 2000.



Fig. I-6. Population distribution of the City of Bayfield, Wisconsin by sex. 2000 U.S. Census data.



*Age*

The median age in the City of Bayfield is 45.4 years, approximately ten years older than the national median age. Table I-3 compares median ages among populations to which the City of Bayfield belongs. Figure I-7 shows the age distribution in ten-year increments, while Table I-4 shows age distribution with special divisions among children and retirement aged people.

The median age in Bayfield has continued to rise over the last several decades. This can be attributed in part to an aging post-World War II Baby Boom generation and also to the growing absence of opportunity in Bayfield for younger members of the workforce.

Table I-3. Median ages for the City of Bayfield, Bayfield County, the State of Wisconsin, and the United States. 2000 U.S. Census data.

	2000 Median Age (years)	1990 Median Age (years)
City of Bayfield	45.4	n/a
Bayfield County	42.1	37.2
Wisconsin	36.0	32.8
United States	35.3	32.9



Fig. I-7. Age distribution for the City of Bayfield, Wisconsin. 2000 U.S. Census data.

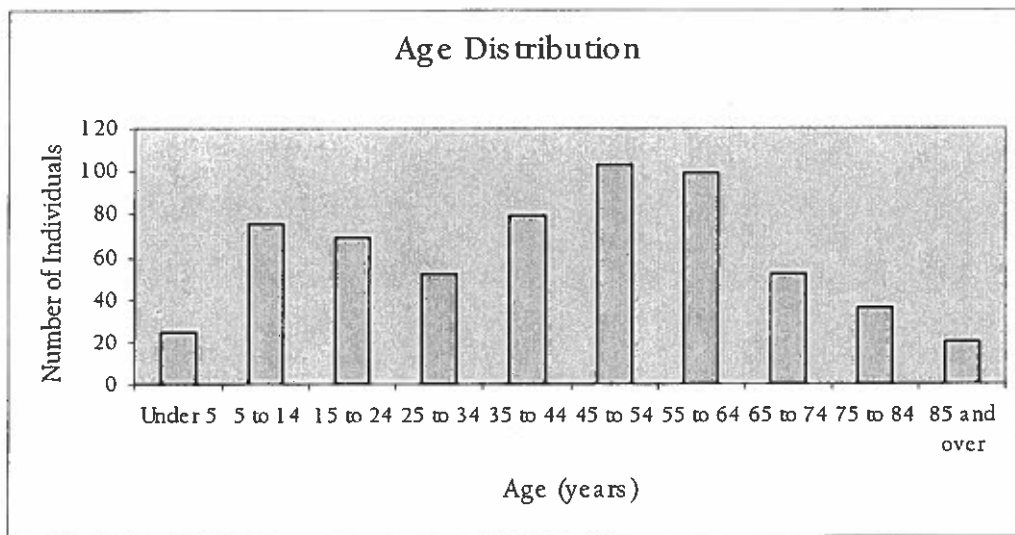


Table. I-4. Age distribution for the City of Bayfield, Wisconsin. 2000 U.S. Census data.

Age	Number of Individuals
Under 5	25
5 to 9	29
10 to 14	47
15 to 19	42
20 to 24	27
25 to 34	52
35 to 44	79
45 to 54	103
55 to 59	46
60 to 64	53
65 to 74	52
75 to 84	36
85 and over	20
Total	611





**Race**

Bayfield's population is 82.8% White, 20.8% Native American, and the remaining people are of other races, as Table I-5 shows.

Table I-5. Racial composition of the City of Bayfield, Wisconsin. 2000 U.S. Census data.

Race	Number of Individuals
White	506
Black or African American	4
American Indian or Alaska Native	127
Asian	0
Native Hawaiian and Other Pacific Islander	0
Some other race	12
Hispanic or Latino (of any race)	3

**Migration**

Table I-6 suggests in-migration trends, as it depicts the place of birth for 1990 residents of the City of Bayfield as reported to the Census Bureau.

Table I-6. Place of birth for residents of the City of Bayfield. 1990 U.S. Census data.

Place of Birth	Number of Individuals
Wisconsin	460
Other state in Midwest	164
Other state in Northeast	35
Other state in South	15
Other state in West	15
Foreign born	10
Total	699

**Households**

The 2000 U.S. Census reports a total of 289 households in the City of Bayfield, which is 7.4% less than the 312 reported in 1990. The average number of people per household in Bayfield according to the 2000 Census is 2.10, slightly (5.4%) lower than the 1990 Census household size of 2.22. Table I-7 compares this average size to the county, state, and national averages.



Table I-7. Comparison of average household size (persons per household) between the City of Bayfield, WI; Bayfield County, WI; the State of Wisconsin, and the United States. U.S. Census data.

	2000 Average Household Size	1990 Average Household Size
City of Bayfield	2.10	2.22
Bayfield County	2.40	2.52
Wisconsin	2.50	2.61
United States	2.59	2.63

Bayfield's average household size is a bit lower than that of the larger geographic areas to which it belongs. If trends toward single-person households, smaller families, and aging community members living alone continue, and if Bayfield does not address issues that prohibit many young families from living here, the average household size will likely be even lower in the future.

### Education

The City of Bayfield is notably well educated. 85.2% of residents are high school graduates, according to 1990 Census data. Even more impressively, 28.5% hold at least a Bachelor's degree and fully 10.1% have attained graduate or professional degrees. Figure I-8 shows the highest educational attainment for residents over age 18. Table I-8 compares Bayfield's educational attainment to other populations.

Fig. I-8. Highest educational attainment for persons 18 years of age and older residing in the City of Bayfield, Wisconsin. 1990 U.S. Census data.

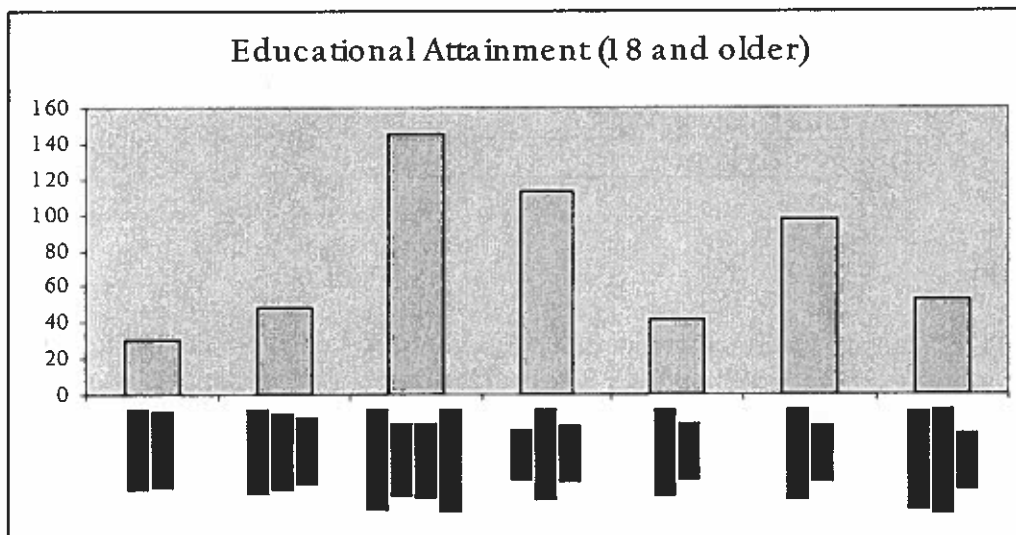


Table I-8. Comparing percentage of educational attainment for persons over 25 for the City of Bayfield, WI; Bayfield County, WI; the State of Wisconsin; and the United States of America. 1990 U.S. Census Data. Figures rounded to nearest whole percent.

	City of Bayfield	Bayfield County	Wisconsin	U.S.A.
Less than 9 <sup>th</sup> grade	6%	10%	10%	10%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma	9%	11%	12%	14%
High school graduate (includes equivalency)	29%	36%	37%	30%
Some college, no degree	19%	17%	17%	19%
Associate degree	8%	8%	7%	6%
Bachelor's degree	18%	12%	12%	13%
Graduate or professional degree	10%	6%	6%	7%

### Employment and Income

The Table I-9 below shows some basic figures depicting employment and income in the City of Bayfield, based on the most recent data available. For more detailed information on employment and income, see the Economic Development Element.

Table I-9. Employment and income parameters for the City of Bayfield, Wisconsin. 1990 U.S. Census data.

Labor force participation rate	63.6%
Unemployment rate	9.1%
Percent of residents in poverty status	13.6%
Median income	\$19,250

Table I-10 shows an employment projection for Bayfield County through the year 2010. This was the best data available from the Wisconsin Department of Workforce Development's Regional Labor Market Analyst, Beverly Gehrke.

Table I-10. Employment forecast for Bayfield County, Wisconsin from the years 1980 through 2010. Wisconsin Department of Workforce Development.

Year	Size of Workforce
1980	3,700
1990	3,290
2000	3,780
2005	4,140
2010	4,440



## Vision Statement

### CITY OF BAYFIELD VISION: 2020

In 1997, Bayfield was dubbed “the best little town in the Midwest.” This publicity drew the attention of many, and the popularity of Bayfield as a tourist destination soared. Now, in the year 2020, folks look back and congratulate themselves on attending to the problems and opportunities that accompanied this increased popularity and on expanding previous planning efforts to create a vision of its future as well as widespread public support for fulfilling that vision.

Visitors continue to flock to Bayfield to experience its abundant natural beauty, recreational opportunities, small town friendliness, quiet charm and human scale development. Bayfield remains remarkable for its work in historic, cultural and natural resource preservation and protection and has recovered some qualities that appeared to be disappearing as tourism skyrocketed in the 1990s. Bayfield is known as an environmentally aware community with distinctive open spaces and natural features, clean air and water, protected habitats, parks and areas for outdoor recreation. Bayfield is now a place where residents can earn a living and have basic consumer needs met locally. Bayfield also is widely acclaimed for its initiatives in the areas of affordable housing and low impact economic development. These features have drawn visitors to the area interested in reclaiming their own communities and retaining or improving their quality of life.

Bayfield’s population has grown to 1000 over the past twenty years and it is now more diverse than ever. There is now a healthy mix of age, ethnic and economic groups, which gives the community greater stability. Bayfield has emerged as a place for families, where jobs, housing, schools, public services and social and recreational opportunities continue to improve.

A key feature of Bayfield’s progressive view of healthy community has been its housing programs. A Sustainable Homes Project allowed local residents and young families to afford quality homes. While property values continue to be higher than those in the surrounding area, there are now programs to assist people with average income to purchase a home. Special needs have also been factored into housing programs, especially the needs of the elderly. Assisted living facilities allow resident elders to remain in the community as they age and also draw retirees and their families to the area. The majority of the homes (75%) in Bayfield are owner-occupied and new development is directed toward both permanent and seasonal residents.

With Bayfield’s burgeoning popularity in the late 1990s came traffic issues, especially pedestrian safety and parking during the summer months. Today, traffic congestion is managed by providing adequate parking (some of it remote, with shuttle service), improved pedestrian amenities (wider sidewalks and highly visible crosswalks), and improved signage throughout the downtown area.

One of the most challenging hurdles to clear years ago was the matter of job creation and a year-round economy. Bayfield did not want to create more jobs at the expense of natural character and beauty of place. It recognized that financial capital could not grow without strict respect for social and natural capital as well. The solution in part was to forge an effort in the region to attract information technology-based businesses by meeting the diverse needs of such enterprises as well as creating a context for businesses to participate in a cooperative approach to essential services and resources, thereby providing relief from high property taxes. Training programs sponsored by the City help educate a local workforce as well as serve as an incentive for residents to remain in the area. Value added agricultural and forest products have emerged as a prominent part of the local economy. Home-based businesses are encouraged in Bayfield, with adequate zoning standards protecting residential neighborhood quality. Bayfield has also become a center for ecotourism, marine science, and the media arts and technology fairs. A major environmental magazine is now headquartered in Bayfield, including its entire editorial and circulation department, and a local, independent newspaper has enhanced community awareness and involvement.

With sensitivity toward preserving and enhancing local features and modeling green building standards developed in the late 1900s, Bayfield’s progressive Community Planning and Development Department works closely with the Chamber of Commerce in recruiting new business that is consistent with community values.

Downtown Bayfield remains a visitor magnet with its quaint and historic character, cohesive design, its human scale development and architectural integrity. Further, Bayfield’s downtown provides a wide range of goods and services for



residents and visitors alike. Quality inventive, imaginative and original retail establishments are a hallmark of Bayfield, and the absence of national franchises and fast food operations is notable. Locally owned shops, restaurants and inns prevail. City Hall is centrally located in a restored, refurbished older structure, a testament to the City's interest in and allegiance to the preservation and restoration of existing usable structures. Bayfield's downtown area also provides broad access to the waterfront on a lakefront trail which links with the historic Brownstone Trail. The Bayfield marina, also located in the downtown area, offers 155 slips for pleasure boats with long term parking for their users off-site, thus freeing up more of the waterfront for pedestrian and non-vehicular use.

The Bayfield public school system offers an excellent education for elementary, middle school and high school aged people and also reaches out to other members of the community. Bayfield secondary students now attend a regional consolidated secondary school that brings together an ethnically and economically diverse student population. The Bayfield School is used in part as a facility for housing adult education, seminars, conferences and other learning opportunities. The public school system also works closely with the City's internet/information technology center in order that children can become technologically aware and educated at an early age, thus preparing them for college and careers and enabling them to remain in Bayfield if they choose. Further, a youth activity center now provides programs that inspire appreciation of arts, culture and history as well as a wide variety of recreational opportunities.

Supporting and furthering the overall integrity of Bayfield are carefully-thought out design and development standards, conservation regulations, energy conservation programs, a zoning ordinance and an ongoing planning process that maintains consistency between the community vision and the policies and laws that support implementation of that vision.

Over the years, Bayfield has proactively developed and enhanced its relationship and connections with neighboring jurisdictions and a shared vision now moves them forward as partners in the same watershed.

## Overall Goals and Objectives and Core Values

The overall goals and objectives for the City's future are tied to the following core values:

- Diversity
- Equity
- Identity
- Stability
- Opportunity
- Community
- Sustainability
- History
- Balance
- Stewardship
- Compassion
- Personal Enrichment
- Happiness
- Safety



The following goal statements are tied to these Core Values. They are followed by key objectives taken from elements of the Comprehensive Plan:

- A compact, human-scale city with a population of 1,000 nestled in a beautiful natural setting.



*Objective: Promote Bayfield and the local area as a viable location in which to live, work and purchase goods/services.*

*Objective: Develop green buffers around the City and green corridors at the City's entrances along Highway 13.*

*Objective: Encourage compact development patterns, which preserve open space, are easier and cheaper to service and more energy efficient.*

*Objective: Encourage infill and redevelopment downtown.*

- A city known for its creativity in making Bayfield affordable to long-time residents in the face of rising taxes, an influx of seasonal residents and other impacts of its growing popularity.
- An economically strong and well-integrated city, fostering local businesses and business initiatives, regional cooperation and clean industry.
- A city with a resilient, diverse, and self-sufficient local economy that meets the needs of residents and builds on the unique characteristics of the community.

*Objective: Recommend policies and procedures that call for new development impact fees that would support schools, day care facilities, and other expanded needs resulting from new development.*

*Objective: Establish a City Economic Development Committee to encourage and develop new businesses and new business strategies.*

*Objective: Explore the creation of a community development corporation (a not-for-profit entity that acts as developer in providing support for start-up businesses).*

*Objective: Establish a land bank in order to have control over lands desirable for commercial or industrial development.*

*Objective: Advise City on creation of a central TIF (Tax increment financing) district or BID (business improvement district) in the downtown to enable development of the business infrastructure and revitalize the commercial streetscape.*

*Objective: Create a City position designed to interface between the City and the citizenry and assist with business planning and strategic development.*

*Objective: Make the survival of commercial fishing a priority in the City's economic development plan and support the continuation of maritime-related businesses, including boat building and restoration, sailmaking, fishing charters, etc.*

*Objective: Investigate the potential for a "charter fishing" center to centralize these businesses and to heighten their identity as part of the economic and cultural landscape of the City.*

- A community with a wide range of housing opportunities and well-maintained housing stock

*Objective: Explore the creation of a community development corporation – a not-for-profit entity that acts as developer in providing affordable housing.*

*Objective: Develop an impact fee program that will support permanently affordable housing.*



*Objective: Create a Community Land Trust – a mechanism designed to provide affordable housing.*

*Objective: Hire Building Inspector at either the City or County level.*

- A leader in historic and cultural preservation.

*Objective: Conduct and maintain a Historic Building Survey.*

*Objective: Develop standards and guidelines for the Architectural Review Board to use when reviewing development proposals.*

- A place with a widely held ethic of stewardship that strongly encourages individuals, institutions and corporations to take full responsibility for the economic, environmental and social consequences of their actions, balancing private and individual rights with nature and the public good.

*Objective: Develop an environmental review process to guide decision-making about proposed new development.*

*Objective: Develop and use a sustainable development checklist to guide decision-making, modeled after Sustainable Seattle or the Minnesota Department of Environmental Quality checklists.*

*Objective: Set an annual recycling goal for the City.*

*Objective: Establish a mercury reduction program in the City.*

*Objective: Develop and implement Best Management Practices and/or ordinances for the protection of ground and surface water and air.*

*Objective: Encourage new development to adhere to green development standards.*

- An environmentally aware community with distinctive open spaces and natural features, protected habitats, parks and areas for outdoor recreation.

*Objective: Develop a plan for nature trails/ski trails that considers land along and within the ravines and throughout the City and provides links with existing trails such as the Brownstone Trail and the proposed Dalrymple Trail.*

*Objective: Develop a land protection strategy that incorporates land acquisition by the City, land banking, donated conservation easements, purchase of rights and transfer of development rights.*

*Objective: Preserve the 120-acre area of Ravine Park for environmental, recreational and educational purposes.*

*Objective: Develop a bicycle transportation plan.*

- Well-known for its participatory approach to planning and community decision-making.



*Objective: Create a City position designed to interface between the City and the citizenry and enhance citizen awareness of City ordinances and policies.*

*Objective: Survey community residents periodically on land use issues.*

*Objectives: Hold community vision and design workshops to solicit residents' ideas.*

- Rich in the arts and recreational opportunities, celebrating the talents and culture of the people of the Chequamegon Bay region

*Objective: Ensure that artists and arts and crafts businesses are a priority in the City's economic development plan, including the creation of an "artists' park: similar to an industrial park model.*

- Expansion of choice and opportunity for all persons, recognizing a special responsibility for the needs of the disadvantaged and elderly

*Objective: Encourage the development of an independent-living and assisted-living facility.*

- A community where safety and security result from the interconnectedness of people and effectiveness of public services.

*Objective: Prepare a Disaster Plan for the City.*

*Objective: Show support for a local, independent newspaper.*

*Objective: Develop an activity center for young people.*

- A community that values and supports quality education for all ages.

*Objective: Establish a regional Education Committee to facilitate communication between government and educational institutions in order to improve all educational services.*

*Objective: Assign one member of the City Council to serve in an active liaison role between the City of Bayfield and the Bayfield School District.*

- A community that honors diversity and is free of prejudice.

*Objective: Work with the Red Cliff Tribe to develop a plan to integrate Ojibwe culture and history in to the Bayfield community.*

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<sup>1</sup> City of Whistler Request for Expression of Interest, A Sustainable Community Plan for the City of Whistler, British Columbia, September 2001, 43 pp.





## HOUSING ELEMENT

### Introduction

As Bayfield grows in popularity as a tourist destination and desirable place to live, housing costs and property taxes continue to rise. These trends are forcing long-time residents as well as others to leave Bayfield. The community would like to see this trend reversed, and this has become a major focus of the comprehensive planning process.

### Concerns / Issues

Comments gathered at the Community Visioning Workshop and through the Community Survey show that affordable housing is a big concern to residents. A combination of increasing property values due to a high vacation home demand, high property taxes, and a lack of living wage jobs in the City is making it very difficult for the "average" Bayfield citizen to live here. Employees of local businesses, especially seasonal employees, are forced to live elsewhere. The lack of affordable housing also affects the age and income diversity of the City - young families cannot afford to raise their children here, and this in turn decreases school enrollment and state school funding. There is also a marked lack of assisted living housing for senior citizens and people with disabilities in Bayfield; this will become an even bigger issue as the population ages. Additionally, many year-round residents feel the chill of eroding neighborhoods in the wintertime, as seasonal houses are left empty and dark.

#### INFILL: A CONCEPT FOR CREATIVE HOUSING OPTIONS

*Many cities are seeing new housing construction on vacant or redeveloped land, the construction of housing as a part of mixed-use project, the meticulous renovation of historic structures, including former office buildings, hotels, and industrial buildings. Even old schools are being converted to one-of-a-kind residences.... Infill housing also makes sense from the perspective of smart growth. It tends to be of a higher density than suburban housing, thus making better use of increasingly limited urban land. It reuses existing properties which are often neighborhood eyesores, thus bringing much-needed tax dollars to local governments and revitalization to inner-city communities. Infill development can represent an efficient use of public funds if the required infrastructure is already in place. It is often less destructive to the natural environment than is suburban development. Infill housing development supports mass transit and alternative modes of transportation, including walking and biking.*

*- Urban Land Institute, "Urban Infill Housing"*

Residents see a tremendous need for affordable housing, yet ask that solutions do not lead to even further increases in taxes. Suggestions for making housing more affordable include: tax relief, low cost loans for locals (not developers or second-home buyers), rehabilitation of existing housing, allowing increased density of housing (i.e. homes on single lots), creating more multi-family dwellings, second floor apartments above shops and more rental housing options, developing a community land trust, and instituting a homestead tax credit (such as exists in Minnesota). Residents are placing their trust in the City to guide the process of gaining more affordable housing and to protect the community from developers who may not have Bayfield's best interests in mind. No matter what kind of housing is developed, there is a strong desire to see that it fits aesthetically with the character of the City, and respects the environment that sustains Bayfield's quality of life.

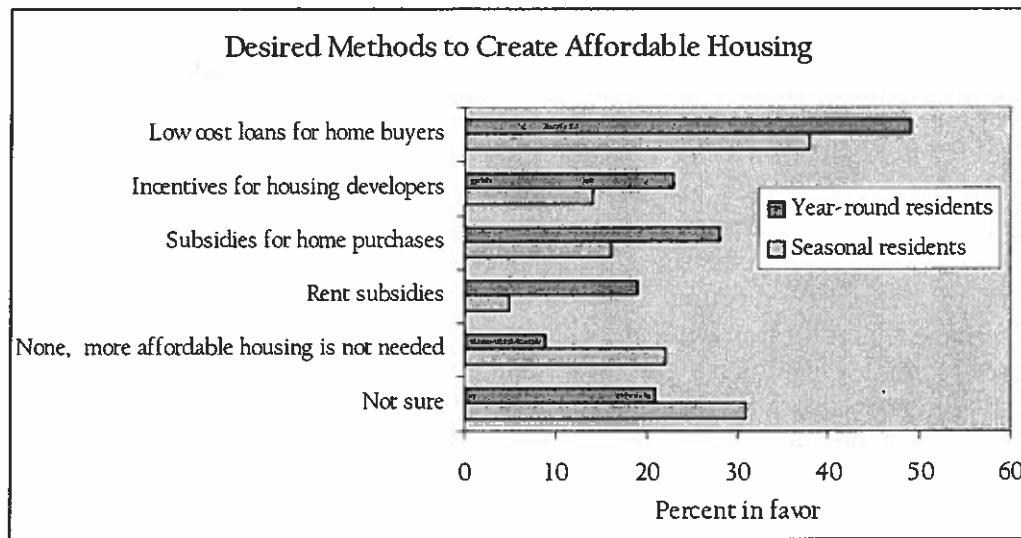


## Survey Results

Community survey responses relevant to public concerns about housing were as follows:

- 44% of respondents support low cost loans for homebuyers as a way to create more affordable housing
- 25% support subsidies for home purchases
- 20% support incentives for housing developers to create affordable housing
- Notably, seasonal residents do not perceive the need for affordable housing that year-round residents experience (see Figure H-1).

Fig. H-1. Results to Survey question: "Which of the following methods should be used to create more affordable housing?" divided between the seasonal and year-round resident demographic. Respondents were allowed to choose more than one response. Bayfield Community Survey, February 2001.



- 45% think the City should take a leadership role in providing more affordable housing (29% said no; 22% were not sure). 51% of year-round residents agreed, compared to 40% of seasonal residents.
- 69% agree that the City of Bayfield should allow home based businesses in any residential neighborhood, provided these businesses are approved on a case-by-case basis

## Existing Conditions

### Supply

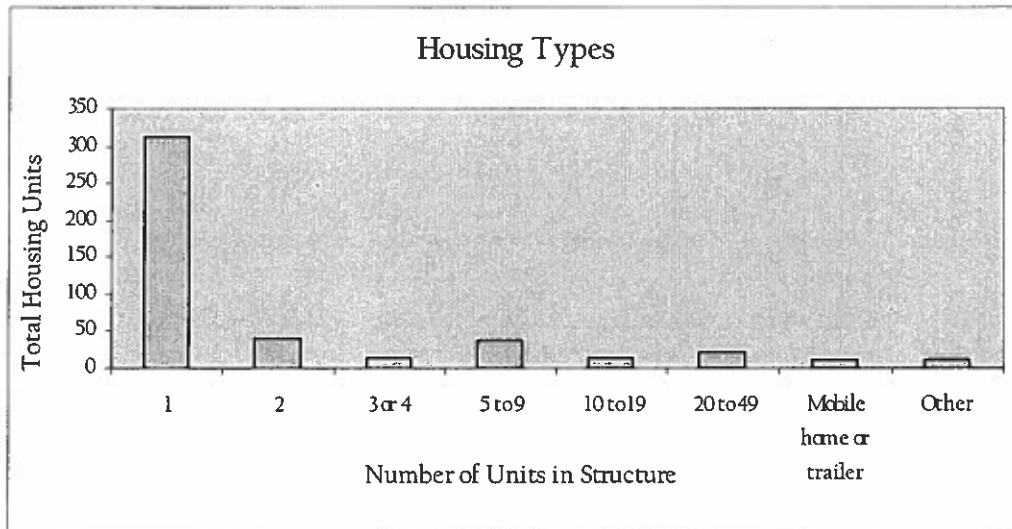
According the 2000 U.S. Census, there are 403 housing units in the City of Bayfield, down 12.4% from 460 units reported in the 1990 Census. This decline cannot easily be accounted for, except perhaps that one Census count was more accurate than another. Housing in Bayfield is comprised primarily of single unit detached homes, although there

*NOTE: Some data provided is from the 1990 U.S. Census, as the complete 2000 Census data will not be available until 2002.*



are a number of housing options that include multiple dwellings in a structure, as shown by Figure H-2.

Figure H-2. Available housing types by number of units in housing structure. City of Bayfield, Wisconsin, 1990 U.S. Census data.



### Household Characteristics

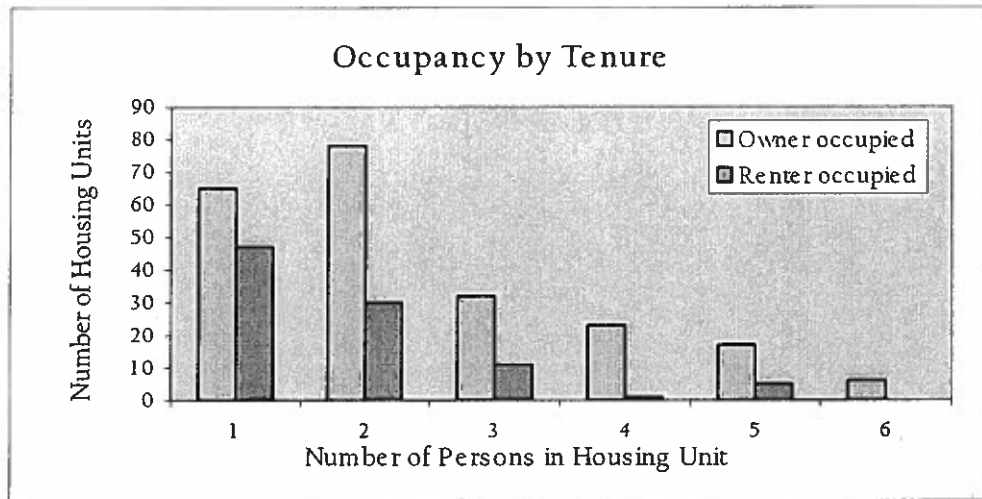
The 2000 U.S. Census reports a total of 289 households in the City of Bayfield, which is 7.4% less than the 312 reported in 1990. The average number of people per household in Bayfield according to the 2000 Census is 2.10, slightly (5.4%) lower than the 1990 Census household size of 2.22. The average household size of owner-occupied housing units is 2.22 persons as compared to 1.87 persons per renter-occupied housing unit (2000 Census data). Table H-1 compares this average size to the county, state, and national averages. Figure H-3 shows the distribution of persons per housing unit from 1990 Census data.

Table H-1. Comparison of average household size (persons per household) between the City of Bayfield, WI; Bayfield County, WI; the State of Wisconsin, and the United States. 2000 U.S. Census data.

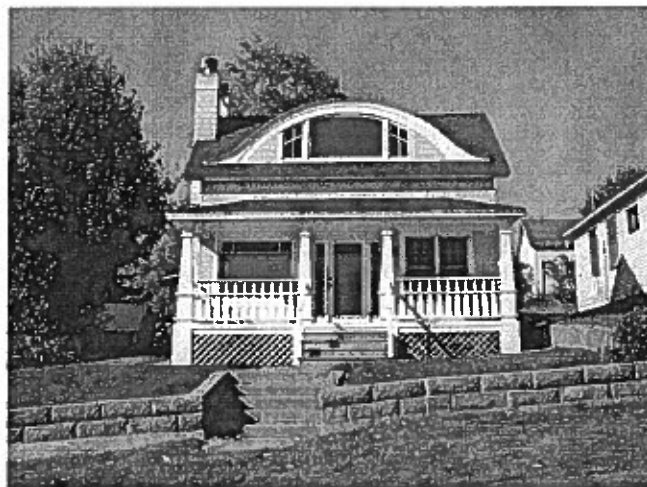
	Average Household Size
City of Bayfield - total	2.10
Bayfield - renter occupied	1.87
Bayfield - owner occupied	2.22
Bayfield County	2.40
Wisconsin	2.50
United States	2.59



Figure H-3. Occupancy characteristics of owner-occupied and renter occupied housing units in the City of Bayfield, Wisconsin. 1990 U.S. Census data.



Bayfield's average household size is a bit lower than that of the larger geographic areas of which it is a part. If trends toward single-person households, smaller families, and aging community members living alone continue, and if Bayfield does not address issues that prohibit many young families from living here, the average household size will likely be even lower in the future.

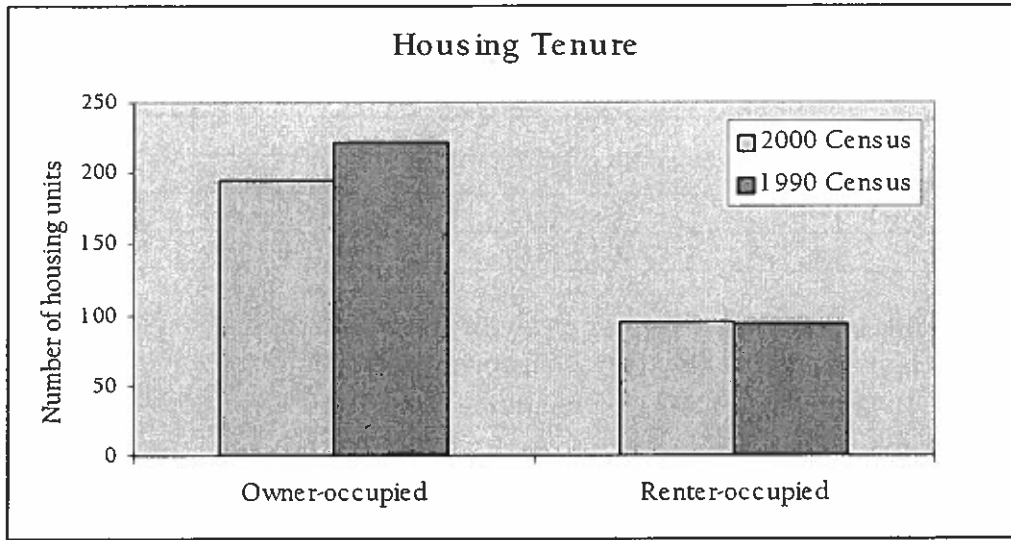


### Tenure

Bayfield's housing is primarily owner-occupied. 2000 Census data reports 194 owner-occupied housing units, which is 67.1% of all housing units in Bayfield. The remaining 32.9% of housing units (95 units) are renter-occupied. Figure H-4 compares these data to 1990 Census figures. The data shows a decline in the number of owner occupied dwellings since 1990, while the number of renter-occupied dwellings has remained virtually the same.



Fig. H-4. Tenure of housing units in the City of Bayfield, Wisconsin in the years 1990 and 2000. U.S. Census data.



### Occupancy

In the City of Bayfield, 71.7% of housing units are occupied, 22.6% are used seasonally or as second homes, and the remaining 5.7% are vacant, according to 2000 U.S. Census data. Figure H-5 illustrates this data.

Fig. H-5. Housing occupancy status for the City of Bayfield, Wisconsin. 2000 U.S. Census data.

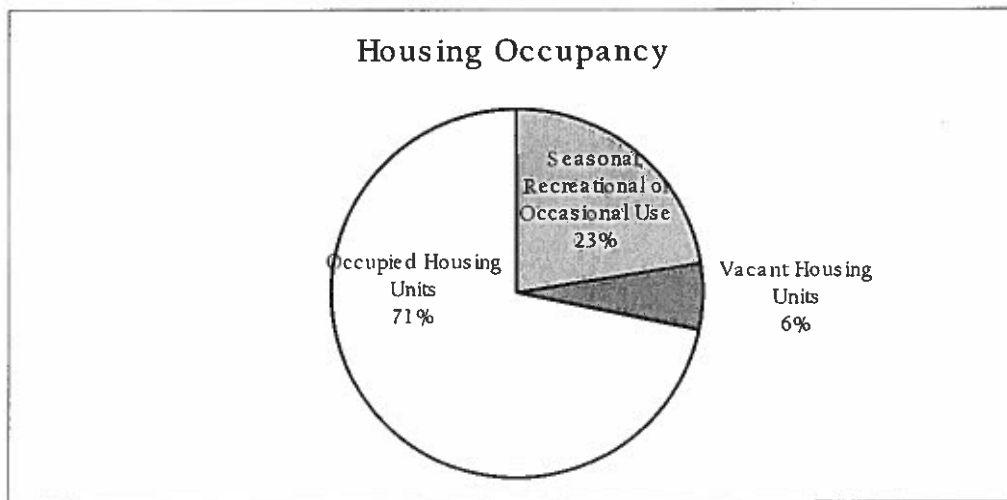


Table H-2. Comparing percentages of housing occupancy statuses between the City of Bayfield, Bayfield County, the State of Wisconsin, and the United States. 2000 U.S. Census data.

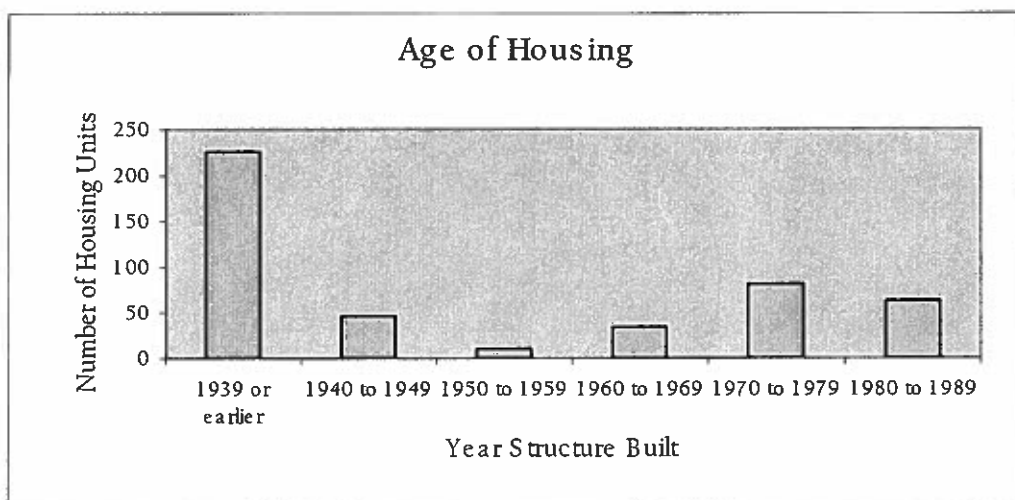
	Occupied Housing Units	Seasonal, Recreational or Occasional Use	Remaining Vacant Housing Units
City of Bayfield	71.7%	22.6%	5.7%
Bayfield County	53.3%	42.3%	4.4%
Wisconsin	89.8%	6.1%	4.1%
United States	91.0%	3.1%	5.9%

The most desirable mix of dwellings occupied year-round and those occupied seasonally is 3 year-round housing units to each seasonal housing unit (or 75% year-round). A significant rise in seasonal occupancy would probably be a detractor from building sustainable community.

### Quality and Age

Bayfield boasts many historic homes, with nearly half of all housing units built prior to 1939. While this is an asset in many ways, the added costs for upkeep of old homes must be taken into consideration when judging housing affordability. Most homes in Bayfield are in sound condition, with only a few that would be categorized as dilapidated, deteriorating, or needing minor exterior maintenance, based on a windshield survey done by planning consultants [see Housing Condition map at the end of this element]. Figure H-6 shows the age of Bayfield's housing.

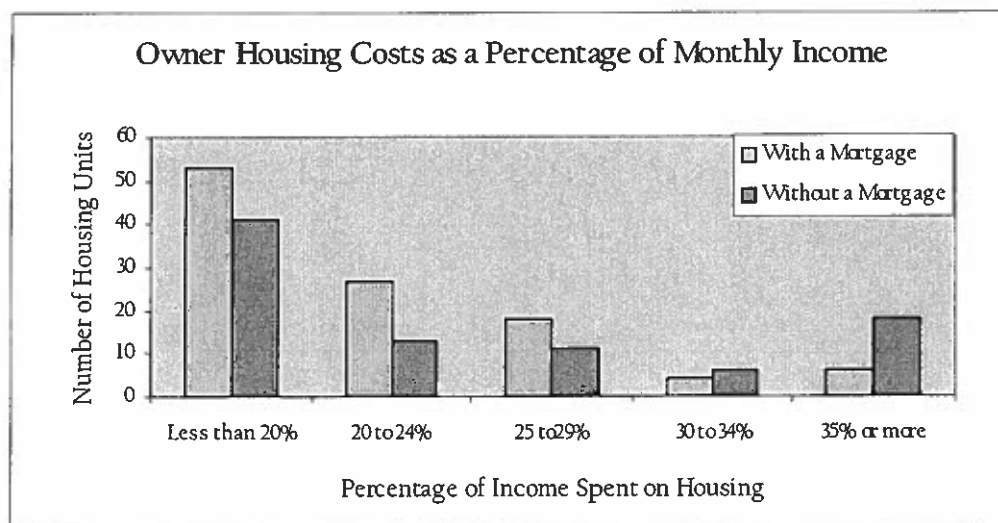
Figure H-6. Age of housing in the City of Bayfield, Wisconsin. 1990 U.S. Census data.



### Cost and Affordability of Housing

The rising cost of housing is one of the biggest concerns of Bayfield residents. In 1990, the median monthly owner costs for housing were \$592 with a mortgage and \$230 without a mortgage. At that time, most owner housing costs would be considered affordable by the U.S. Department of Housing and Urban Development standard: housing costs should not exceed 30% of total household income. Figure H-7 shows monthly owner costs as a percentage of household income.

Figure H-7. Monthly owner costs as a percentage of household income. City of Bayfield, Wisconsin. 1990 U.S. Census Data.



Renters seeking year-round housing face greater difficulty in finding affordable housing in Bayfield. The median gross rent paid in 1990 was \$302, and the median percentage of income paid by renters for housing costs was 29.8 percent, just short of the 30% maximum guideline. This means that as of the 1990 Census, 44.7% of renters were overpaying for housing. This lack of affordable housing is not evenly distributed throughout the population: 75.9% of citizens aged 65 years and older who rent their homes spend 30 percent or more of their income on housing. There is a strong need for more affordable rental housing options in Bayfield and concomitantly a need for more living-wage jobs (74.4% of renters had an income of less than \$20,000 according to the 1990 Census). Figure H-8 illustrates these issues, showing monthly rental costs as a percentage of household income.



**STRATEGIES TO ADD VALUE TO HOUSING:**

- *Consult the Comprehensive Plan*  
Select a site that builds on the town's plans and enhances its vision for the future.
- *Choose Good Community Neighbors*  
Select a site that is located near good neighbors such as schools, shops, parks, and churches.
- *Provide Neighborhood Open Space*  
Provide attractive shared open space for the entire neighborhood to enjoy.
- *Create Curb Appeal*  
Select home plans that enhance the appearance of the home from the street.
- *Enhance Connections to Yard*  
Select home plans that maximize the connections between the home and yard.
- *Integrate Mix of Housing Types*  
Include a range of home prices, sizes, styles, and colors to improve the overall appearance of the neighborhood.
- *Select Experienced Builders*  
Select builders who are knowledgeable about starter home development and use durable, high quality methods and materials.
- *Plan Compact Neighborhoods*  
Plan compact neighborhoods to preserve open space.
- *Preserve Unique Natural Features*  
Inventory significant landscape features and incorporate them into plans for the new neighborhood.
- *Expand Access and Views*  
Allow the whole neighborhood to benefit from nearby landscape amenities.
- *Include Landscaping*  
Include landscaping to increase the neighborhood's curb appeal and to create natural habitat.

- Greater Minnesota Housing Fund, *Building Better Neighborhoods: Creating Affordable Homes and Livable Communities*, 2001

Figure H-8. Monthly renter costs as a percentage of household income. City of Bayfield, Wisconsin. 1990 U.S. Census Data.

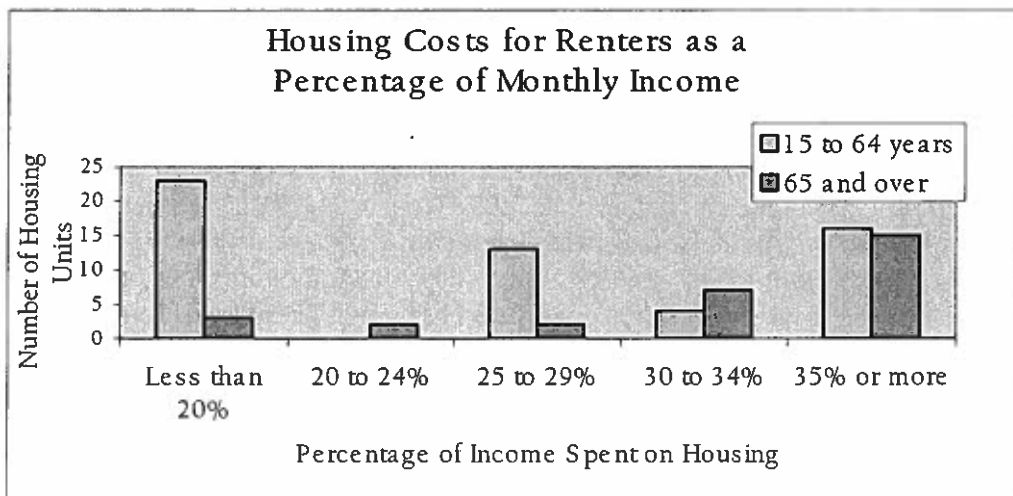




Table H-3. Description of land use and value in the City of Bayfield, Wisconsin. Land use data gathered by planning consultants. Calculations done by Northwest Regional Planning Commission.

Use	Number of Parcels	Acres	Percent of City	Average Value	Aggregate Value
Single Family Residential	381	93	22.90%	\$51,748	\$19,335,000
Multi-Family Residential	10	2	0.65%	\$38,771	\$271,400

While data for home sales in Bayfield is limited to that provided by the largest real estate firm in Bayfield, it does provide a sampling of what is happening in this arena.

Table H-4. Sale prices of homes in 1999, 2000, and the first four months of 2001 in the City of Bayfield, Wisconsin. Data is from a single real estate firm, Apostle Islands Realty.

	Number of Homes Sold	Average Sale Price	Median Sale Price	Aggregate Sale Price of All Sold
Homes sold 1999	11	\$73,945	\$60,000	\$813,400
Homes sold 2000	15	\$137,420	\$129,750	\$2,061,300
Homes sold through April 2001	3	\$109,300	\$108,000	\$327,900
Total sold	29	\$110,435	\$108,000	\$3,202,600

The average sale prices of homes shown in Table H-4 are significantly higher than the assessed values of residential properties in Bayfield. The total average sale price of homes from 1999 to April 2001 was \$110,435, which is 2.2 times the average assessed value (\$50,268) of residential properties in Bayfield.<sup>1</sup>

An accepted calculation for affordability of homes to be purchased is: cost should not exceed 2.5 times the annual household income.<sup>2</sup> We can get an idea of what affordable housing for Bayfield would look like by piecing together some of the available data, shown in Table H-5. Historically the median household income for the State of Wisconsin has been considerably higher than that of the City of Bayfield, so the lower end of the range of estimates was used.

**STRATEGIES TO REDUCE HOUSING COSTS:**

- *Assess Housing Needs*  
Select a site that is the appropriate size to accommodate anticipated housing needs and housing types.
- *Evaluate Site Conditions*  
Select a site that is reasonably priced and suitable for residential development.
- *Consider Infrastructure Connections*  
Select a site that can be easily and economically connected to existing infrastructure and streets.
- *Plan Modest-sized Lots*  
Plan modest-sized lots in compact neighborhoods to reduce the initial and long-term costs of land and infrastructure.
- *Select Economical Home Plans*  
Select home plans that are economical to build.
- *Include Expansion Space*  
Select home plans that include unfinished expansion space.
- *Match Home With Lot Size*  
Select home plans that fit on modest-sized lots and can be placed to reduce infrastructure.
- *Build in Volume*  
Utilize volume building to get a "quantity discount" that lowers the cost per home.
- *Use Value Engineering*  
Maximize the efficient use of materials and labor to reduce construction costs.
- *Incorporate Natural Controls*  
Use landscape elements as alternatives to costly infrastructure.

- Greater Minnesota Housing Fund, *Building Better Neighborhoods: Creating Affordable Homes and Livable Communities*, 2001.



Table H-5. Data on annual income ranges and housing affordability for City of Bayfield. 2000 Census data and calculations from UW Extension.

	Median Annual Household Income	Price of an affordable home	Affordable monthly housing costs
City of Bayfield, 1989 (1990 Census)	\$19,250	\$48,125	\$481.20
State of Wisconsin (2000 Census, lower end of range)	\$22,423	\$56,058	\$560.57
Extremely low income (30% of 1990 data)	\$5,775	\$14,437	\$144.38
Very low income (30%-50% of 1990 data)	\$5,775 - \$9,625	\$14,437 - \$24,063	\$144.38 - \$240.62
Low income (50%-80% of 1990 data)	\$9,625 - \$15,400	\$24,063 - \$38,500	\$240.62 - \$385.00
Moderate income (80%-95% of 1990 data)	\$15,400 - \$18,288	\$38,500 - \$45,719	\$385.00 - \$457.20

It is obvious that there is a great deal of separation between the price of housing and the affordability of housing in Bayfield. If the community wishes to remain viable, Bayfield must address issues of the availability of affordable housing as well as jobs in Bayfield that provide income that would allow people who work in Bayfield to live in Bayfield and vice versa.

### Special Needs

Bayfield has several subsidized/special needs housing programs. Bayfield Apartments consist of 8 two-bedroom units of subsidized housing available for all ages, with the intent of providing housing for families. Seagull Bay (subsidized housing next to the Library on Broad Street) has 6 units available with preference given to handicapped, disabled, or elderly applicants, although those who do not meet those criteria may be admitted if there are no eligible applicants on the waiting list. Rittenhouse Commons also provides housing for the handicapped, disabled or elderly and ineligibles may be admitted if there are no eligible applicants on the waiting list. Eight units are available, and two of those units offer two-bedroom apartments. Additionally there is the Rental Assistance Program to which anyone in financial need can apply. Table H-6 shows the units available in each housing program compared to the number of people on a waiting list for that program.

Table H-6. Subsidized/special needs housing in the City of Bayfield, Wisconsin. Bayfield County Housing Authority, May 2001.

Housing Program	Number of Units Available	Number on Waiting List
Bayfield Apartments	8	12 (4 on other lists)
Seagull Bay	6	4 (2 on other lists)
Rittenhouse Commons	8	7 (3 on other lists)
Total applicants on waiting lists	-	18



According to the Karen Bennett, Executive Director of the Bayfield County Housing Authority, the City's subsidized/special needs housing supply could be improved by adding more handicapped accessible units and creating larger units that are appropriate for families. There does not seem to be a need for any additional one and two bedroom units.

### Projected Housing Demand

Currently, the City has 95 residentially developed acres housing 611 people in 403 dwelling units. Thus, 22.9% of the total land area in the City is used for residential purposes. This translates into the following densities: 6.4 persons/acre, 4.2 dwellings per acre overall, and 3.4 single family dwellings per acre.



While a further decline in the City's population is predicted, the City is setting a goal of 1,000 persons or a 64% increase over the next 20 years. Should that rate of increase be spread out evenly over the next 20 years, this would be an increase of 19.5 person per year. Given the current 2.1 person/household occupancy rate, the 19.5 persons per year increase would translate into 9 additional units on 3 acres (holding the current 6.4 persons per acre density rate steady).

Currently, the ratio of single-family dwellings to multi-family dwellings is 13:1. If the household size continues to diminish – and it may, given the aging population – the community may want to increase the proportion of multi-family dwellings in order to provide more housing for the elderly. Table H-7 below shows the projected housing demand in five-year increments for low, moderate and high growth scenarios.



Table H-7. Projected housing demand for the City of Bayfield, Wisconsin through 2020. Projections based on a mid-growth population of 1000, with a low-growth figure of -5% and a high-growth population of +5%.

**Housing Units – Low Growth**

Year	Single Family Housing Units	Multi-family Housing Units	Total Units
2000	375	28	403
2005	412	31	443
2010	449	34	483
2015	486	37	523
2020	523	40	563

**Housing Units – Mid Growth**

Year	Single Family Housing Units	Multi-family Housing Units	Total Units
2000	375	28	403
2005	414	31	445
2010	453	34	487
2015	492	37	529
2020	531	40	571

**Housing Units – High Growth**

Year	Single Family Housing Units	Multi-family Housing Units	Total Units
2000	375	28	403
2005	416	31	447
2010	457	34	491
2015	498	37	535
2020	539	40	579

Growth in the number of housing units at the “mid-growth” level would be from 403 to 571 units over 20 years.

**Vision**

The portion of the community’s 20-year vision statement relating to housing follows:

*A key feature of Bayfield’s progressive view of healthy community has been its housing programs. A Sustainable Homes Project allowed local residents and young families to afford quality homes. While property values continue to be higher than those in the surrounding area, there are now programs to assist people with average income to purchase a home. Special needs have also been factored into housing programs, especially the needs of the elderly. Assisted living facilities allow resident elders to remain in the community as they age and also draw retirees and their families to the area. The majority of the homes (75%) in Bayfield are owner-occupied and new development is directed toward both permanent and seasonal residents.*



## Goals, Objectives and Actions

Goal 1: Bayfield has a variety of housing opportunities that support a diverse year round population of 1000 residents.

Objective 1.1: Maintain and improve year-round housing stock.

Action 1.1.a: Provide loan information and assistance on home maintenance programs.

Action 1.1.b: Create a Community Land Trust—a mechanism designed to provide for affordable housing.

Action 1.1.c: Educate property owners, residents and developers on the need for a year-round housing stock.

Action 1.1.d: Provide historic structure tax credit information

Action 1.1.e: Develop a voluntary program whereby developers are encouraged to construct or make financial contributions toward permanently affordable housing.

Objective 1.2: Encourage the development of additional year-round housing units.

Action 1.2.a: Evaluate required lot sizes.

Action 1.2.b: Encourage apartments on upper levels of commercial buildings.

Action 1.2.c: Encourage the development of an independent-living and assisted-living facility.

Action 1.2.d: Develop an incentive program to encourage development of buildable lots.

Objective 1.3: Improve City zoning regulations in order to maintain Bayfield's quality of life.

Action 1.3.a: Develop standards and guidelines for Architectural Review Board to use when reviewing development proposals.

Action 1.3.b: Maintain integrity of the Historic Preservation Ordinance by adding historic preservation design guidelines as well as developing policies to govern consistently.

Action 1.3.c: Create a property maintenance ordinance that allows for effective control of dilapidated structures, junked properties and noxious weeds.

Action 1.3.d: Create minimum/maximum square footage standards for residential structures.

Action 1.3.e: Hire a building inspector at either the City or County level.

Action 1.3.f: Create zoning ordinance provisions to protect green space.

Objective 1.4: Increase the supply of housing that is affordable to low, moderate, and middle-income households and employees of local businesses.

Action 1.4.a: Seek sponsors and funds to support the development of permanently affordable housing for renters and potential homeowners.



Action 1.4.b: Develop an impact fee program that will support permanently affordable housing.

**WHAT IS THE MASSACHUSETTS COMMUNITY PRESERVATION ACT?**

*A Community Preservation Act (CPA) is enabling legislation designed to help communities plan ahead for sustainable growth and raise funds to achieve their goals. CPA allows towns and cities to approve a referendum allowing them to levy a community-wide property tax surcharge of up to 3 percent for the purpose of creating a local Community Preservation Fund and qualifying for state matching funds. The Fund must be used to acquire and protect open space, preserve historic buildings and landscapes, and create and maintain affordable housing. The state will provide matching funds to communities approving CPA.*

*- "Trusts for Public Land Implementation Guide." <http://www.communitypreservation.com>*

Objective 1.5: Encourage year-round owner occupancy of 75% of the housing stock.

Action 1.5.a: Promote the Bayfield County Economic Development Plan, particularly the Lone Eagle/High Flyer concept - home-based, electronic communications-based businesses.

Action 1.5.b: Continue requirement that residential Tourist Homes be owner-occupied.

Action 1.5.c: Revise home occupation regulations to ensure that healthy and safe neighborhood conditions are preserved and promoted.

Action 1.5.d: Work to change existing State of Wisconsin laws that pertain to primary residence property tax credit.

Objective 1.6: Provide City services that enhance the quality of life in Bayfield.

Action 1.6.a: Develop a sidewalk plan.

Action 1.6.b: Enhance infrastructure to increase building site potential.

Action 1.6.c: Continue road improvement program.

Action 1.6.d: Ensure that all City policies are environmentally friendly.

Action 1.6.e: Develop a policy that ensures that all landscaping plans protect viewsheds.

Objective 1.7: Invite seasonal residents to participate in efforts that promote quality of life in Bayfield.

Action 1.7.a: Develop personal contacts with each new homeowner within first year of purchase, through an organized welcome committee.

Action 1.7.b: Develop a winter newsletter from the City and/or a community page on the City's website to inform seasonal residents of developments, etc.

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<sup>1</sup>It should be noted that this multiple is calculated from different data sets (all residential properties in Bayfield compared to the 29 properties sold by Apostle Islands Realty from 1999 to 2001) but is included to demonstrate the increasing separation between housing values and housing prices.

<sup>2</sup>City of Ashland Comprehensive Plan, 1992.



# CITY OF BAYFIELD

Present Housing Conditions  
November 2001

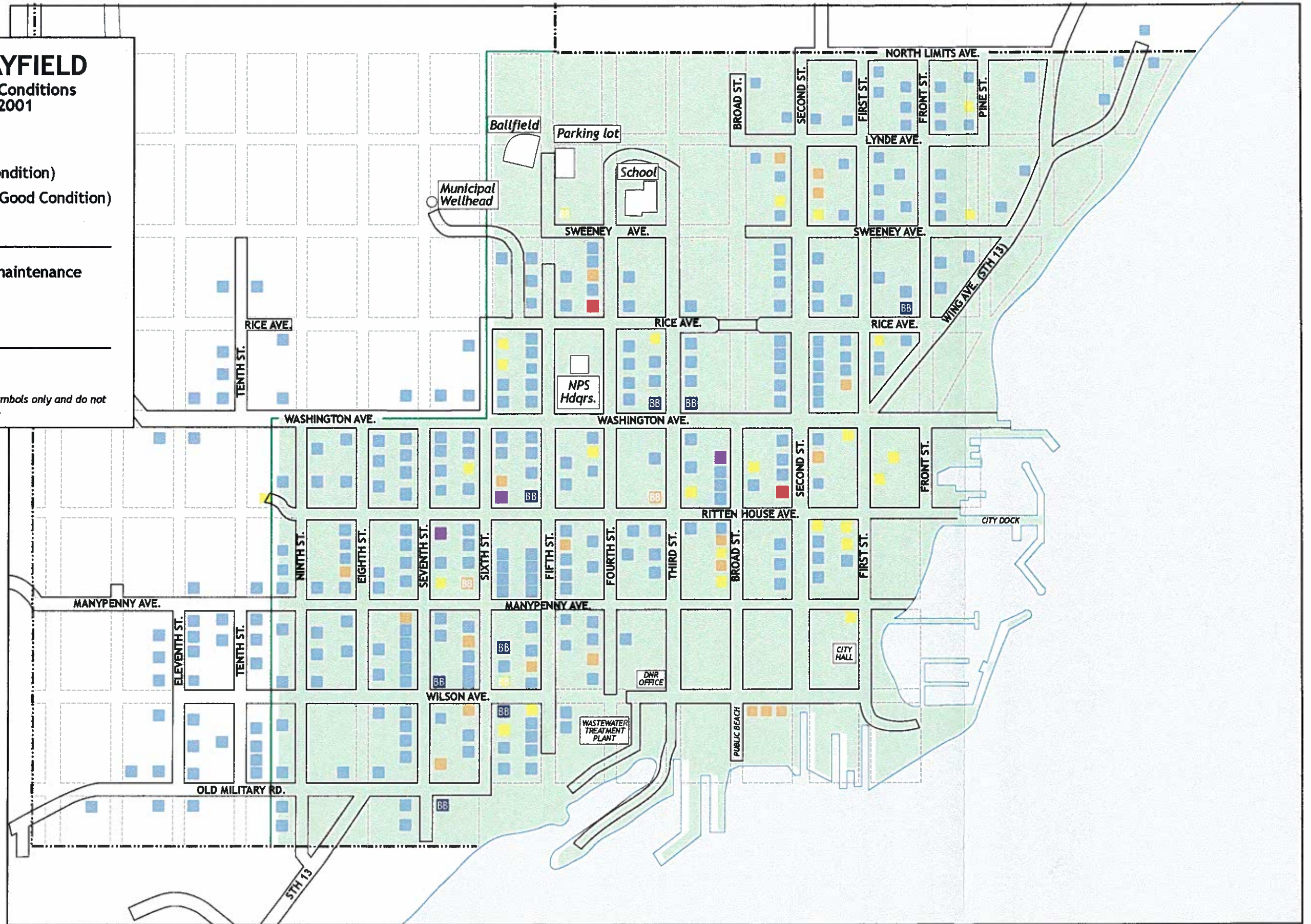
## RESIDENTIAL UNITS

- Single Family (Good Condition)
- Multi-Family / Rental (Good Condition)
- Bed & Breakfast

- Needs minor exterior maintenance
- Deteriorating
- Dilapidated

Historic district

Note: Symbols are representative symbols only and do not depict the actual building footprint.



## TRANSPORTATION ELEMENT

### Introduction

A transportation system is a network of roads, rail lines, bikeways and pedestrian paths designed to move people and goods from one place to another. It is the circulation system of a community, and, as such, is a major determinant of settlement patterns. "Form follows function" is as true for a city's transportation system as it is for architecture. Location, design and various modes of travel accommodated by a transportation system have impacts on air quality, plant and animal habitats, noise, energy use, safety, community aesthetics, social interaction, land use, open space and economic activity within a community. Therefore it is important to create a transportation plan that acknowledges the entire system that transportation activities impact.

In addition to routes for various forms of transportation, programs to enhance the use and usefulness of transportation systems are critical. All components of Bayfield's transportation system will be examined in this element.

### Concerns

**Parking** is the transportation issue most discussed by citizens who responded to the Community Survey and participated in the Community Visioning Workshop. These people see parking problems during a few peak weekends during tourist season and also in the winter, when parking on the street becomes an issue due to snow removal. Many residents desire more short-term (5-30 minute) parking spaces near the post office and the grocery store that could be reserved for local residents (e.g. meters with local citizen immunity). Another concern is the parking of boat trailers in the City, taking up precious lakefront acreage. Some residents suggest an outlying parking area for boat trailers, cruise or ferry passengers and any others needing long-term parking. A shuttle (with unique character) would run frequently to bring people back to the heart of the City.

There has been quite a bit of discussion regarding the benefits and disadvantages of rerouting State Highway 13, and opinion seems to be divided on this issue, leaning slightly toward not rerouting. Some residents have suggested that heavy traffic, such as logging trucks, be rerouted around the City. This may be an acceptable compromise. Another way to reduce traffic congestion downtown is to make use of alleys as appropriate places for delivery vehicles to make their stops. Residents have also expressed concern that alleys are not well maintained and that landowners are building auxiliary structures in alleyways, either purposefully or inadvertently.

**Pedestrian safety** was cited as another area of concern in Bayfield. Residents wish to maintain a pedestrian emphasis downtown, with ample sidewalks, benches, and a continuation of human-scale development. There is a call for greater sidewalk connectivity (such as up Washington Avenue from the ferry dock) and better sidewalk maintenance as





well as a heightened awareness by drivers and pedestrians of each other (vehicles don't stop for pedestrians in crosswalks and pedestrians don't watch for traffic). There is also much confusion concerning the "right turn no stop" sign on Highway 13 at Rittenhouse Avenue – this needs to be either changed or addressed with better signage for vehicles and pedestrians at other points of the intersection. In winter, people are forced to walk in the streets because of poor snow removal from sidewalks – many would like to see this addressed either by a property maintenance ordinance or as a service provided by the City.

*All walking is discovery. On foot we take the time to see things whole.*

- Hal Borland

Special needs groups that could use special transportation safety attention include Bayfield school students who should be able to walk safely to school on sidewalks all through the year, and people who are elderly or disabled and could use transportation assistance for their day-to-day living.

The BART (Bay Area Rural Transit) bus provides public transportation around the Chequamegon Bay. Citizens have suggested that it become higher profile through regular newspaper ads, schedules posted "on every bulletin board," and a convenient covered transit stop. Others feel the BART would be more widely used if it ran more frequently, later into the evenings, and on weekends.



Many support bicycles as a mode of transportation and recreation and wish to see bike-friendly roads, more bike racks in town, as well as the promotion of bike trails and tours as clean, healthy recreation for residents and visitors alike. Improving and connecting the old railroad grade to the tri-county corridor trail system is a way to offer a giant trail system to users of alternative transportation.

**A BICYCLE REVOLUTION – 1895**

*It is illustrated every day how the bicycle is revolutionizing travel. Persons can now take long outings who could not well afford it under the old order of things, when a team and expensive camp outfit were deemed essential. A party can carry all necessary supplies on their wheels and with a light heart and a clear conscience sail away, visiting out of the way places, crossing mountains and plain, resting when tired and there is little to worry. Expense is small. More miles can be covered in a day than by horses and there is constant excitement and pleasure.*

- *The Morning Press, Santa Barbara, California, June 19, 1895*

People in Bayfield also use many forms of recreational transportation. They enjoy the use of sailboats, motorboats, kayaks, snowmobiles, bicycles, snowshoes, cross-country skis, and their own two feet. Many people are concerned with the preservation of lake access for



various watercraft and would like to see the creation of a small-boat launch (for kayaks, dinghies, etc.), short term parking to unload kayaks, and better maintenance of existing boat launches to minimize confusion and maximize safety. Some prefer to enjoy the lake from the land and desire a lakefront walking trail similar to the Lakewalk in Duluth, Minnesota. Snowmobiles are a contentious issue in the City – many are concerned because they don't stay on designated trails, posing safety risks. Even more are irritated by the noise they create (jet skis pose the same problem in the summer). It seems that most people would be satisfied by enforcing limited operating hours on designated trails and keeping these vehicles away from the school.

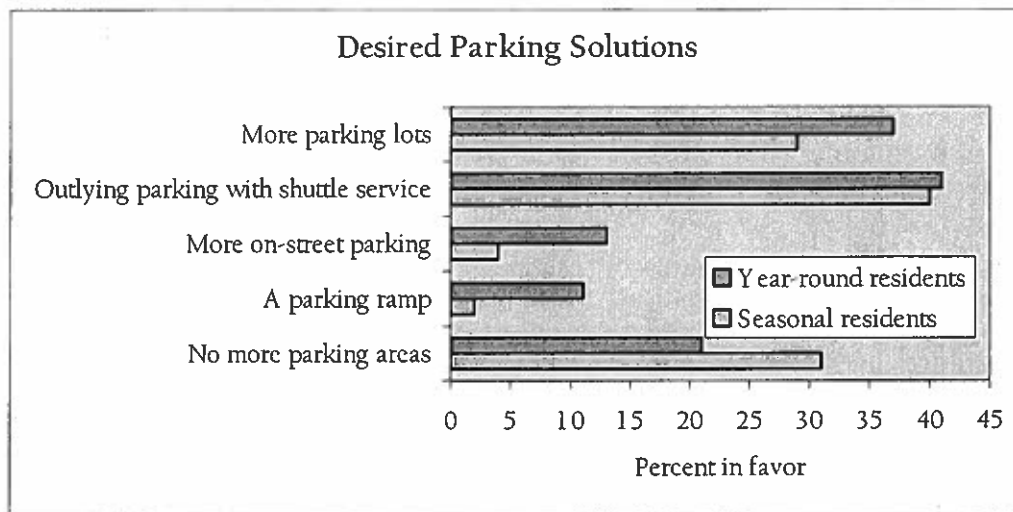
## Survey Results

Community survey responses relevant to public concerns about transportation were as follows:

- 62% disagree that more sidewalks are needed in the City (23% responded yes; 15% are not sure or did not respond).
- 37% state that snow is normally not cleared from sidewalks in a rapid manner (24% say it is; 39% are not sure or did not respond).
- 72% disagree that more lighting of intersections is needed.
- 49% believe that vehicle traffic is a problem during the summer tourist season (42% do not; 9% are not sure or did not respond).
- 91% assert that vehicle traffic is not a problem during the non-tourist season (3% responded that it is; 6% are not sure or did not respond).
- 45% think that Highway 13 should not be re-routed around downtown Bayfield (30% think that it should be re-routed; 25% are not sure or did not respond).
- 58% believe that pedestrian safety is good to excellent during the summer tourist season (37% think it is fair to poor; 5% are not sure or did not respond).
- 82% believe that pedestrian safety is good to excellent during the rest of the year (13% think it is fair to poor; 6% are not sure or did not respond).
- 51% think that there is a need for more parking areas within the City of Bayfield (30% do not; 19% are not sure or did not respond).



Figure T-1. Results to Survey question: "With regards to parking in the City of Bayfield, should there be...?" divided between the seasonal and year-round resident demographic. Respondents could choose more than one response. Bayfield Community Survey, February 2001.



- 39% support outlying parking with a shuttle service during summers.
- 36% support more parking lots.
- 22% think no more parking areas are needed.
- 50% of people think that more designated areas for launching boats, kayaks, etc, are not needed (22% think support more boat launches; 28% are not sure or did not respond).
- 40% feel that snowmobile use within the City is acceptable, provided they stay on designated trails and within designated hours.
- 29% feel that snowmobile use should not be allowed within the City.
- 25% feel that snowmobile use within the City is acceptable, provided they stay on designated trails (6% have no opinion or did not respond).

## Existing Conditions

### Ferry Transportation

The Madeline Island Ferry Line (MIFL) provides ferry transportation for passengers, bicycles, cars and trucks between the City of Bayfield and the Town of LaPointe on Madeline Island. Part of the MIFL mission is to "provide positive cultural, environmental, and economic impact to the Island and Bayfield communities," while also "providing quality transportation to meet the present and future needs of residents and visitors."

Four ferries are owned and operated by MIFL. During the peak demand season in the summer, ferries to both destinations will run every half hour. Schedules change during slower times of the year, when ferries will depart every 45 minutes to one hour. It takes



about twenty minutes to cross between the Island and the mainland. MIFL makes almost 6,000 crossings per year. Ferry service ceases when the Lake freezes over, at which point transportation between LaPointe and Bayfield is replaced by an "ice road" that automobiles drive on until the ice melts in the spring.

### Bus Transportation

Bayfield is not located on any through route such as Greyhound or Trailways bus lines. Bay Area Rural Transit (BART), however, travels from nearby Red Cliff through Washburn and Ashland to Odanah (eight miles east of Ashland) four times daily, Monday through Friday. It is the only form of regional public transportation.

### Truck Transportation

Most of the freight transportation is handled by trucking firms servicing the region. The number of such firms has grown over the past 20 years from just a few to approximately ten.

### Air Service

The City of Bayfield does not have an airport. Thus, it must rely on facilities located elsewhere in the region for air service. The Wisconsin Department of Transportation reports that as of June 2001, there are 719 airports on record within the State of Wisconsin. Of this total, more than 7 are located close enough to provide services to the Bayfield area. They are:

Airport	Location	Service
Minneapolis/St. Paul International	Minneapolis, MN	Certified air carriers (19)
Duluth International	Duluth, MN	Certified air carrier, Northwest
Gogebic County	Ironwood, MI	Certified air carrier, Great Lakes
JFK Memorial	Ashland, WI	General aviation
Iron River	Iron River, WI	General aviation
Cornucopia	Cornucopia, WI	General aviation
La Pointe	Madeleine Island	General aviation

### Rail Transportation

During the 1960s and 1970s, the Chicago and Northwestern Railroad provided freight service on request to Bayfield once a week. Bayfield is no longer served by rail and relies on trucking, primarily, for freight service.

### Parking

Prior to the initiation of the City's comprehensive planning process, a parking committee was established to consider parking issues and solutions. To date, a report from the committee is not available. A map showing the location of parking in the City is included in this report.



## Streets and Highways

### *Existing System*

Prior to the development of a Roadway Management Plan, an inventory of the existing system must be completed. This inventory will assist in cataloging the roadway characteristics by roadway segment and surface type. The field data collected will be used as a benchmark to establish the prioritization of the existing roadway system and will assist in the development of recommended improvements to the local road system.

The Wisconsin Department of Transportation (WisDOT) maintains a roadway characteristic inventory on all local roads eligible to receive state funding through the state road/transportation aid program. It is this data file that is used as the basis for beginning the Roadway Management Plan. From the base data already collected by the state, a review of the road system may note changes in the roadway characteristics. Thus, this information is updated and represented as such in the data sheets found in the back of this document. The state's inventory of the roadway system includes such features as:

1. Segment length;
2. Surface type (earth, gravel, asphalt, or concrete);
3. Functional classification;
4. Surface width, shoulder width, and right-of-way;
5. Last year of improvement to surface; and
6. Presence of curb & gutter and number of traffic lanes.

Following the WisDOT local roads/gas tax map 04-206 and corresponding data provided by WisDOT for each roadway segment, staff from NWRPC completed the review of the City road system. During the review of the City roads, each segment was updated to represent the most current roadway characteristics.

### *Functional Classification System*

The City of Bayfield's roads perform varied functions, moving goods and people within the community and through the community. These roads differ from one another and are characterized by a functional classification system. In the development of this Roadway Management Plan, the functional classification of the city roads is described as follows:

- Minor Arterials: Serve cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements.
- Minor Collectors: Collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher functional roads. All developed areas should be within a reasonable distance of a collector road.
- Local Roads: Local roads provide access to adjacent land and provide for travel over relatively short distances on an inter-city or intra-city basis. All city roads not classified as arterials or collectors will be local functional roads.

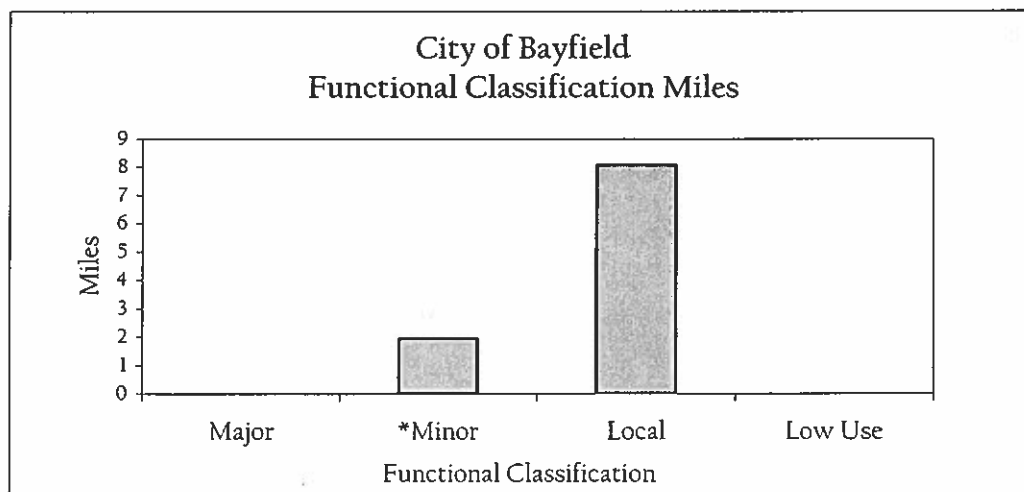


Most city roads are in the collector or local category; most state trunk highways are either principal or minor arterials; and most county trunk highways are either major or minor collectors. The Roadway Functional Classification map at the end of this element visually depicts the functional road classification for the City of Bayfield according to WisDOT records. Before classifying the city road system for purposes of roadway management, a city should carefully review the classification system established for all roads in their jurisdiction by WisDOT. When classifying city roads for roadway management, the city should consider the following factors:

1. Role the road plays in providing mobility (through traffic) as opposed to providing access to adjoining property.
2. Amount of development adjacent to a roadway. The more adjoining development, the higher the classification would be. The nature of the development must also be considered here. In the case of development that would serve a high number of trips, such as commercial, industrial, or institutional, a road could be considered for a higher classification.
3. The average daily traffic on the road. Generally, the higher the traffic the higher the classification it is given.
4. The percentage of the system designated as a certain function. The city should limit the number of roads in each class such that major collectors equal 0-10 percent, minor collectors equal 0-10 percent, local roads equal 80-100 percent, and the number and percentage of roads designated as low use is dependent upon specific characteristics in each city.

Figure T-2 below identifies the functional classification of roads within the City of Bayfield as classified by the Wisconsin Department of Transportation. The functional classification of streets in the City of Bayfield is representative of the local street network. Based on the recommended percentage of roads functionally classified as local roads or higher, the functional classification of roads in the City of Bayfield is consistent with recommended levels of minor and local roads.

Fig. T-2. Miles of road in the City of Bayfield identified by functional classification of roads. Wisconsin Department of Transportation. \*Includes Minor Arterials and Minor Collectors



## *Circulation*

The personal automobile is the primary form of transportation within the City of Bayfield. Mass transit options are substantially limited, save for the Bay Area Rural Transit, which does a continuous loop from Red Cliff to the City of Ashland and Red Cliff Indian Reservation on State Highway Trunk 13 and U.S. Highway 2. The second highest mode of transportation within the City is pedestrian travel. An inventory of the existing sidewalk network was done in May 2001 and is depicted in the Existing Sewer System/Existing Sidewalk Network map at the end of the Utilities and Community Facilities element. Most sidewalks appear in or near the Central Business District where pedestrian travel is highest. In May of 2001, an inventory of City-wide parking spaces was conducted. This inventory shows that the City has approximately 2,453 parking spaces available. Parking spaces are broken down by parking lots, parallel parking spaces, and diagonal street parking. On-street parking is the most available type of parking in the City with 1,918 spaces. The second most parking spaces are found in parking lots, which include 535 spaces. A map of the City of Bayfield parking is depicted in the City of Bayfield Parking map at the end of this element.

There are a number of primary street intersections within the City of Bayfield. The Roadway Functional Classification map at the end of this element identifies these intersections. These intersections have been identified as a result of their function to provide vehicular and pedestrian travel to key commercial and business nodes within the Central Business District. In addition, many of the primary street intersections provide connection to the change in the local street functional classification system.

The current configuration of STH 13 and the local street network results in a significant amount of traffic passing through the Central Business District (CBD). At times this traffic can create short periods of congestion on the State Highway and local streets. Few options are available to alleviate this congestion. The development of a bypass along the western edge of the City or development of one-way pairs in the CBD may assist in moving through traffic. However, the City of Bayfield's commercial and waterfront area has become a destination itself, helping to contribute to periods of congestion.

By definition, the existing functional classification of local roads in the City of Bayfield represents the volume of traffic flow on those roads. Roads that are represented in the minor road functional classification category include both minor arterials and minor collectors. These roads carry the highest volume of traffic in the City. The main roadway through the City is State Trunk Highway 13 that connects U.S. Highway 2 near Ashland to U.S. Highway 53 near Superior in Douglas County. Most roads in the City are classified as local roads. The Roadway Functional Classification map at the end of this element illustrates the classification of roadways in the City of Bayfield as designated by the WisDOT.



*Traffic Trends*

Table T-1 and Figure T-3 identify average daily traffic at locations in the City of Bayfield and the surrounding area as reported by WisDOT from 1968-2000. Sites 5 & 6 assist in identifying traffic entering and leaving the CBD. In 1997 and 2000, traffic volume differences between the recording stations were less dramatic than in recording years 1983, 1986, 1990, and 1994. For example, in 1997 the average daily traffic between recording sites 5 & 6 was 100. Whereas, in 1990 the average daily traffic between recording sites 5 & 6 was 3,840. Traffic on Washington and Rittenhouse Avenues east of STH 13 are significantly lower than STH 13. Since 1994, daily traffic on Rittenhouse Ave between STH 13 and Front Street has reduced significantly. Washington Ave between STH 13 and Front Street saw a high point in traffic numbers in 1990, with average daily traffic at 3,710. Since 1990 that figure has declined except for a small increase between 1997 and 2000. However, 2000 traffic levels are 48 percent less than recorded 10 years previous.

Table T-1. City of Bayfield and Surrounding Area: Average Daily Traffic Counts, 1968-2000. Wisconsin Department of Transportation Highway Traffic Recording Reports, 1968-2000.

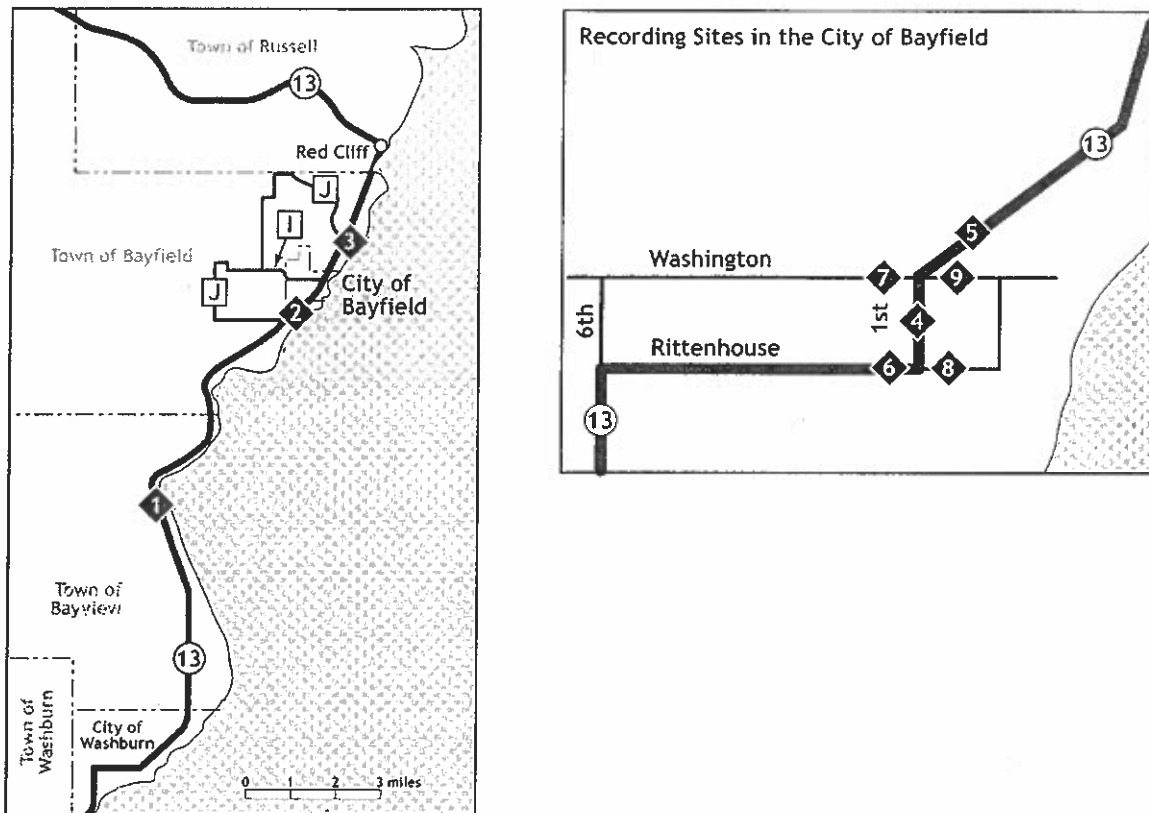
	1968	1969	1971	1974	1977	1980	1983	1986	1990	1994	1997	2000
Site 1	840	960	820	1420	2010	2440	2030	2760	3110	3600	3400	3300
Site 2	1220	1390	1570	2090	2880	2440	2640	2960	3640	4100	3900	3300
Site 3	620	710	790	970	1660	1360	1340	1340*	1650	2900	2700	3400
Site 4	1360	1510	2260	2800	NA	NA	NA	NA	NA	NA	NA	NA
Site 5	1110	1230	1700	1730	1810	1900	2220	2190	2410	3600	3300	3200
Site 6	NA	NA	NA	NA	3660	2950	5760	5950	6250	6600	3400	4300
Site 7	395	395	420	470	470	570	610	980	1440	1400	1800	1000
Site 8	NA	NA	NA	NA	670	730	1710	2270	2380	2380*	1200	780
Site 9	NA	NA	NA	NA	NA	900	1960	2230	3710	2600	1400	1800

\*1983 Average Daily Traffic  
 \*\*1990 Average Daily Traffic





Fig. T-3. Location of Traffic Count Recording Sites in the City of Bayfield, WI. Wisconsin Department of Transportation Highway Traffic Recording Reports, 1968-2000.



Reviewing traffic figures at recording stations along the outskirts of the City limits identifies an interesting change in traffic patterns. Beginning as early as 1968, a higher percentage of traffic was recorded at station #2 on the south end of the City than station #3 on the north side. One could hypothesize the higher traffic counts at station #2 are higher due to persons traveling to the City or points east and west of the City, therefore, not making a through trip north on STH 13. In 2000, a reversal in traffic volume occurred between stations #2 & #3. Traffic volumes in 2000 were higher at recording station #3 on the City's north end. Whether this is a new trend will have to be seen in the years to come. The next scheduled traffic counts on STH 13 are in 2003.

### Roadway Maintenance

The Public Works Department 2001-2006 Capital Improvements Plan identifies repairs and reconstruction to several key streets over the next six years within the City of Bayfield. Many of these streets are important to the overall circulation of traffic through the City. Along STH 13, no planned reconstruction or resurfacing is scheduled within the City until 2007. In 2007, STH 13 is scheduled to be resurfaced from Washington Ave North towards Red Cliff.

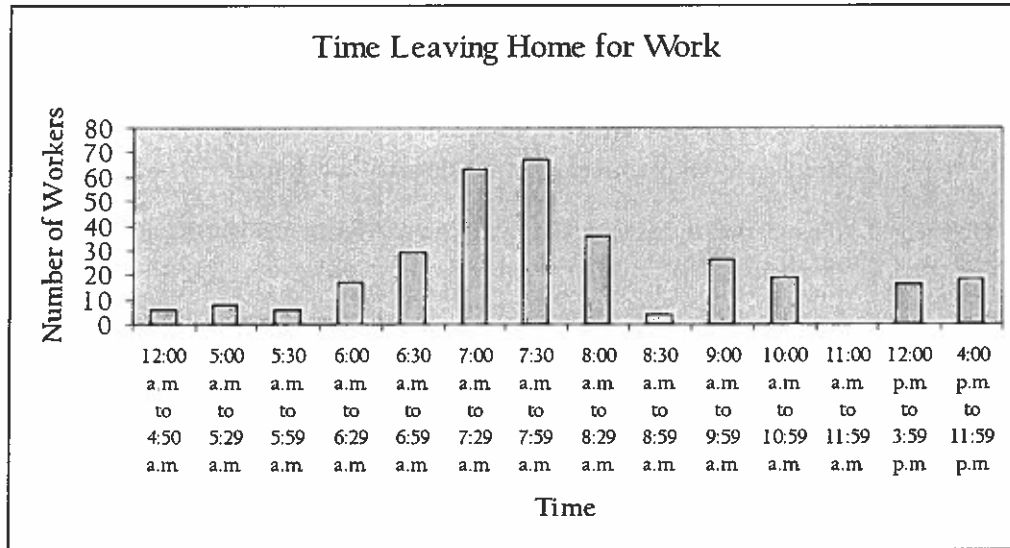


*Demand*

The extent to which the streets and highways are in demand by the Bayfield community is indicated by the time of day residents leave home for work. As the table below shows, most workers leave home during the standard commute hours of 6-8 a.m.

*NOTE: Some data provided is from the 1990 U.S. Census, as the complete 2000 Census data will not be available until 2002.*

Figure T-4. Time leaving home for work for citizens of the City of Bayfield, WI. 1990 U.S. Census Data.



**Vision**

The following is an excerpt from the 20-year Vision Statement relative to transportation:

*With Bayfield's burgeoning popularity in the late 1990s came traffic issues, especially pedestrian safety and parking during the summer months. Today, traffic congestion is managed by providing adequate parking (some of it remote, with shuttle service), improved pedestrian amenities (wider sidewalks and highly visible crosswalks), and improved signage throughout the downtown area.*

**Goals, Objectives and Actions**

**Goal 1:** Bayfield works with Bayfield County, the State and surrounding jurisdictions to ensure a safe, accessible multi-modal transportation system.

**Objective 1.1:** Maintain the highest level of safety and efficiency in reply to: all transportation systems in the City.

**Action 1.1.a:** Identify and prioritize sites of concern and traffic hazard areas and develop a list of recommendations, budget and timeline for them to be addressed.



Action 1.1.b: Identify vehicular traffic routes that might be impacted by residential and commercial development and expansion.

Action 1.1.c: Develop a long-range street improvement and expansion plan.

Objective 1.2: Develop, implement and maintain a high-quality system of signage and orientation markers that are both informative and compatible with the aesthetics and character of the community.

Action 1.2.a: Evaluate City orientation signs for appropriate location, design, number, and message/content.

Action 1.2.b: Identify official Wisconsin Department of Transportation signs in the City that need to be improved and contact/petition the department for the necessary changes (example: Sixth St. & Rittenhouse "Right Turn No Stop" is not presently marked; needs to have an official black/white DOT sign).

Action 1.2.c: Inventory street signs for adequacy and design.

Objective 1.3: Ensure that the existing City and regional transportation system meets the needs of residents who are disabled or elderly.

Action 1.3.a: Evaluate the local demand for a program that provides transportation assistance services.

Goal 2: Bayfield ensures the development and maintenance of parking and related facilities within the City that accommodate the varying seasonal demands and fit within the City's aesthetic concerns and capacity.

Objective 2.1: Create partnerships to develop innovative parking solutions.

Action 2.1.a: Maintain an inventory of parking capacity (public and private) within the City.

Action 2.1.b: Identify a site for and develop a City of Bayfield Community Parking Facility that provides parking, plus a range of amenities such as public restrooms, public notice board/kiosk, shuttle service, tourist information, etc.

Action 2.1.c: Develop proactive partnerships between the business community and the City to identify and make use of under-utilized sites or sites committed to other uses that have parking potential.

Action 2.1.d: Identify potential sites and techniques for parking and short-term storage of boat trailers.

Goal 3: Bayfield accommodates and encourages non-motorized transportation options (pedestrian, cycling, etc.) throughout the City.

Objective 3.1: Develop a plan for alternative transportation.

Action 3.1.a: Identify parcels within and adjacent to the City as areas for potential easement acquisition or land purchase for future trail network development.

Action 3.1.b: Develop a bicycle transportation plan.



Objective 3.2: Work to ensure that all pedestrian destinations are adequately connected (school, downtown district, waterfront, residential areas, etc.) and encourage foot travel to ease traffic and parking congestion.

Action 3.2.a: Develop and maintain an on-going sidewalk plan, budget and timeline for the maintenance and development of the City's sidewalk system.

Action 3.2.b: Identify sites of concern, areas in need of repair, and gaps in the connectivity of the City's existing sidewalk network.

Action 3.2.c: Develop and maintain a plan to ensure winter pedestrian access to walkways, including a review of the existing sidewalk cleaning ordinance.

Action 3.2.d: Identify and correct sites of pedestrian hazards, poorly marked crossings, sites of poor motorist/pedestrian visibility.

Action 3.2.e: Provide special signs in streets at marked pedestrian crossings.

Action 3.2.f: Add pedestrian crosswalks where appropriate, and signs warning motorists of crosswalks ahead.

Goal 4: Bayfield ensures and maintains safe, effective and compatible marine access for visitors and residents from the City of Bayfield.

Objective 4.1: Work proactively with private sector partners for long-term solutions to marine access issues.

Action 4.1.a: Review capacity, dredging requirements and access to existing marine facilities to identify areas that need attention.

Action 4.1.b: Develop an on-going partnership between the City's Harbor Commission and private parties to develop marine access recommendations and solutions.

Action 4.1.c: Investigate the potential for a "charter fishing" center to centralize these businesses and to heighten their identity as part of the economic and cultural landscape of the City.

Action 4.1.d: Develop a long-range harbor plan that addresses the City's existing strengths and weaknesses and desired direction for its harbor and lakefront resources.

Goal 5: Bayfield provides access to its services and amenities for motorized off-road vehicles during the winter months.

Objective 5.1: Create a plan for off road vehicle use within the City.

Action 5.1.a: Identify and maintain a route for snowmobiles and ATVs within the City from November 1 until April 1.

Action 5.1.b: Designate a route that includes important services to visitors, e.g. food, fuel and lodging.

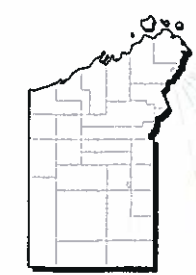
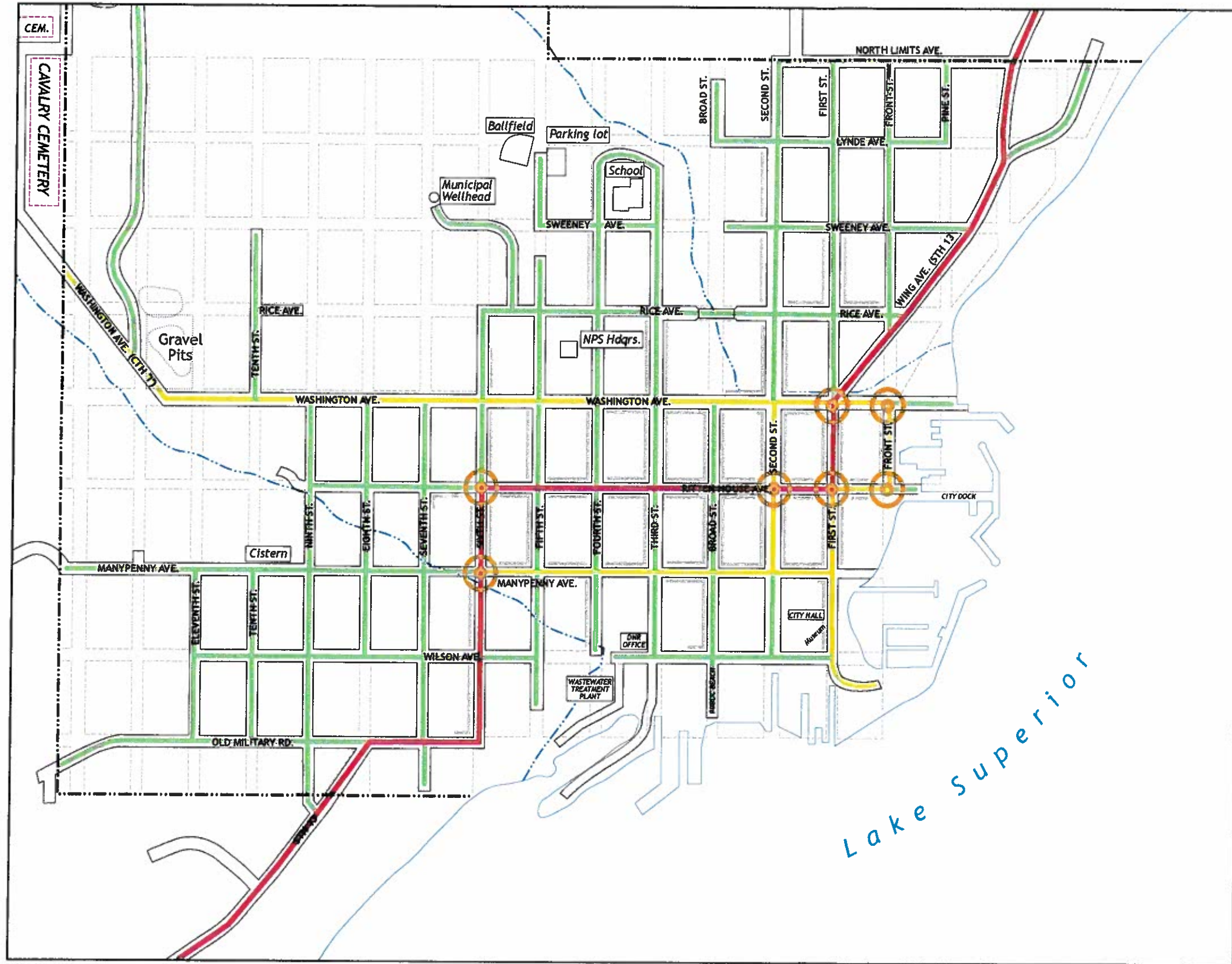
Action 5.1.c: Provide clear markings and signs to make the route easy to follow, keeping traffic in the commercial district and out of residential areas.



Action 5.1.d: Establish and enforce hours of use and speed limits for vehicles using the route to promote public safety and quiet neighborhoods.

Action 5.1.e: Clarify areas where off-road motorized vehicles are not permitted within the City by posting signs in appropriate locations.

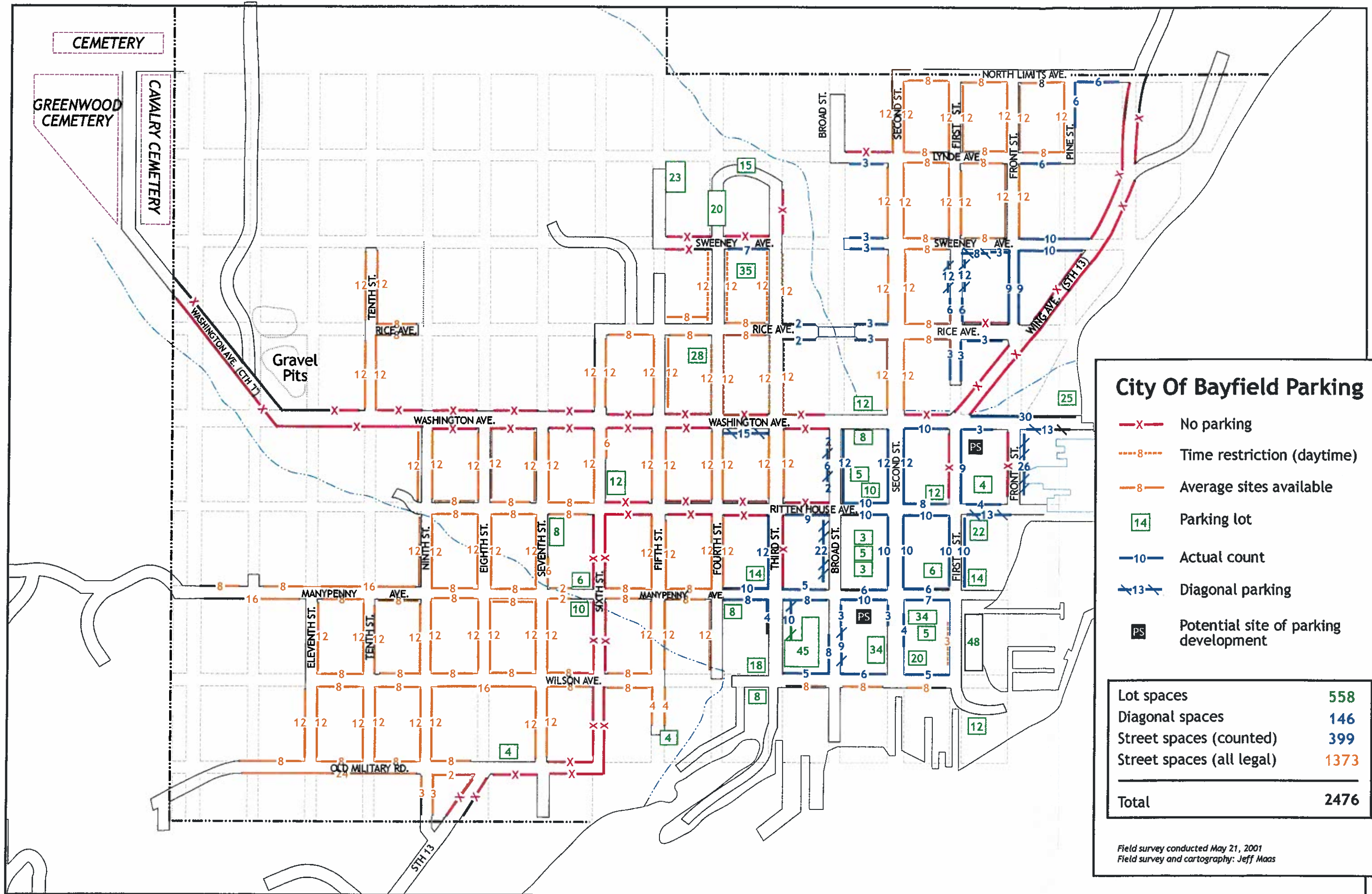




# CITY OF BAYFIELD

## Roadway Functional Classification

- STREETS
- PLATS
- MUNICIPAL BOUNDARY
- SIDEWALKS
- INTERMITTENT STREAM
- CEMETERY
- GRAVEL PIT
- Minor Arterials
- Minor Collectors
- Local Roads
- Primary Street Intersections



### City Of Bayfield Parking

- X- No parking
- 8- Time restriction (daytime)
- 8 Average sites available
- 14 Parking lot
- 10- Actual count
- ↔13↔ Diagonal parking
- PS Potential site of parking development

Lot spaces	558
Diagonal spaces	146
Street spaces (counted)	399
Street spaces (all legal)	1373
<b>Total</b>	<b>2476</b>

Field survey conducted May 21, 2001  
 Field survey and cartography: Jeff Maas

## UTILITIES AND COMMUNITY FACILITIES ELEMENT

### Introduction

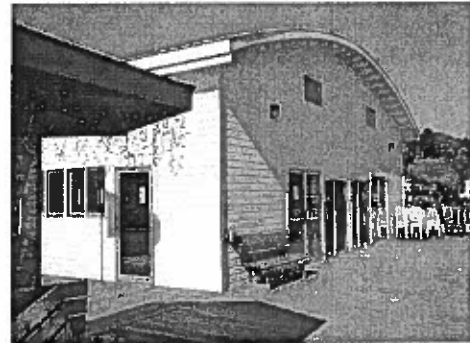
A City's infrastructure provides a structure within which the community can prosper and thrive. Structures are both physical, like streets, a sewage treatment plant, curbs and gutters, etc. and programmatic, like police and fire services, a recycling program or senior/disabled transportation services.

### Concerns/Issues

For the most part, Bayfield residents are satisfied with community facilities and services. Most comments focus on suggestions for further improvement.

Survey data showed 64% of respondents rating police services as excellent or good. However, the police force was the subject of some complaint. A number of residents expressed concerns that there are too many officers, that they are unfriendly or hostile, and that they are not around to help with crimes against residents but more to harass people and write tickets.

Many people are very pleased with the quality of the Pavilion as a community gathering space, but there is also some bitterness among these same people who donated money to restore the Pavilion and are now unhappy that rental costs are far too expensive for local people to rent.



People realize that children deserve a high quality education to prepare them for life in this world. Many also feel that "community schools build community." The issue of school consolidation has been a matter of controversy in the community of late. There is a reluctance to lose the closeness and identity associated with a community school, but at the same time, students may have access to more opportunities in a larger school, and consolidation of schools may make quality education more economically viable. Based on public input, it appears that consolidating area secondary schools would be a logical solution, while keeping younger students close to home. (According to survey results, 28% of respondents do not want consolidation, while 39% do). Many residents would like to see the school facility used as a community continuing education facility during non-school hours and also desire to create a stronger educational partnership between the school and community members.

Citizens generally welcome the idea of putting utility lines underground as it comes time to replace them. However, people require that the cost of this project does not increase the already heavy burden of taxes, and that the project is researched thoroughly to ensure minimal environmental impact.





Water and sewer service is often taken for granted, but some residents expressed dissatisfaction with water quality and taste, frustration and concern over the City's use of chlorine treatments, and a desire that the water and sewer lines be vigilantly maintained.

Bayfield residents would like to see issues of lighting in the City carefully examined. Visibility of the night sky is a quality of Bayfield that people treasure, and many feel that ordinances should be established to protect the darkness. At the same time people want adequate lighting for safety, but would like to see these fixtures be low to the ground, aesthetically pleasing and designed to minimize light scattering upwards.

Issues regarding snow removal were also raised in the survey and workshop. Generally, people think that snow removal on streets is "too good," and that streets are unnecessarily plowed and sanded. Yet many feel sidewalk clearing is neglected and in winter pedestrians (including school children and elderly residents) are forced to walk in the street. Many feel this could be solved with an ordinance requiring property owners to keep their sidewalks cleared or by expanding City snow removal services to include sidewalks. Perhaps a balance can be maintained by eliminating the waste of excessive street plowing and incorporating sidewalk clearing in its place.

Bayfield community members are happy that they have access to parks, natural areas, a recreation and fitness center, and community education courses. They would however, like to see playground areas and equipment upgraded to meet accepted safety standards, improved maintenance of trails, better public restrooms with showers at beaches, "mutt mitts" in parks, limited hours and areas for snowmobile use, and improved, well-marked small boat launch areas.

Finally, residents appear to be mostly satisfied with community services that are provided. The Bayfield Library, for one, is cited by many as a cherished community center. To further improve the quality of living, people would like to see the cooperative BRB recycling program strengthened, creation of a stormwater wetlands to slow and filter runoff before it pollutes Lake Superior, a drive-up/walk-up post office drop box located somewhere in the City, health services available within the community and better responsiveness on the part of the City when its services are requested.

## Survey Results

Community survey responses relevant to public concerns about utilities and community facilities were as follows:

- 71% of respondents considered the quality of fire department services to be excellent or good (3% answered fair to poor; 26% were not sure or did not respond).
- 64% of respondents considered the quality of police department services to be excellent or good (19% answered fair to poor; 17% were not sure or did not respond).
- 79% of respondents considered the quality of library services to be excellent or good (7% answered fair to poor; 14% were not sure or did not respond).



- 77% of respondents considered the quality of public library services to be excellent or good (11% answered fair to poor; 12% were not sure or did not respond).
- 63% of respondents considered the quality of emergency medical services to be excellent or good (10% answered fair to poor; 27% were not sure or did not respond).
- 72% of respondents considered the quality of snow removal services to be excellent or good (15% answered fair to poor; 13% were not sure or did not respond).
- 68% of respondents considered the quality of water and sewer services to be excellent or good (16% answered fair to poor; 16% were not sure or did not respond).
- 74% of respondents considered the quality of City parks services to be excellent or good (19% answered fair to poor; 7% were not sure or did not respond).
- 72% of respondents considered the quality of Pavilion services to be excellent or good (17% answered fair to poor; 11% were not sure or did not respond).
- 51% of residents think that more public facilities for community events are not needed (22% said more were needed; 27% were not sure or did not respond).
- 47% agree that all overhead wires in the City should be put underground (23% said they should not; 30% are not sure or did not respond).
- 39% of residents think that schools in the City of Bayfield need to be consolidated with other school districts (20% said they should not consolidate, 41% are not sure or did not respond).
- If schools were to consolidate, 46% of respondents thought the senior high school should consolidate, 28% thought the middle school should consolidate, and 12% thought the elementary school should consolidate (respondents could choose more than one answer; 18% thought that no consolidation should happen; 29% are not sure).

## Existing Conditions

### City Administration

The City of Bayfield operates within a mayor-council form of government. The Mayor is elected for a two-year term, as are the four City Council members who represent Bayfield's four districts.

The City Council meets on the second Wednesday of each month at City Hall. Members of the Council also serve on a variety of committees. Committees created by ordinance include the Board of Review, the Library Board, the Board of Appeals, the City Plan Commission, the Ambulance Commission, the Cemetery Board, the Harbor Commission and the Architectural Review Board. Other committees include the Courthouse Committee, the Parks and Recreation Committee, the Public Health and Safety Committee, the Public Works Committee, the Tree Board, the Fire Protection Committee, and the Recycling Committee.



The Mayor is the Chief Executive officer of the City. Mayoral duties include serving as chairperson of the Personnel Committee and as head of the Plan Commission, the Police Department and the Fire Department, assuring that City ordinances and State Statutes are observed and enforced, presiding over the Common Council meetings and making recommendations to the Council as deemed appropriate, and making appointments (to be approved by the Council) to various committees, commissions and boards as prescribed by the Code of Ordinances.

Other City staff supervisory positions are the City Clerk, Treasurer, Chief of Police, Public Works Director, Library Director, Fire Chief, and City Forester.



Bayfield's City Hall is located on 1st Street between Wilson and Manypenny in the old Lake Superior Power and Light building, which the City purchased in 1977. City Hall houses the City's Administrative offices, Public Works Department, and Police Department. The building is limited in its capacity to serve the community and will need renovation or relocation during this planning period.

Table U-1 shows the annual City general fund total budgets for the past five years.

Table U-1. General fund total budgets for the City of Bayfield from 1997-2001. Data from City Hall.

Year	Budget Amount
1997	\$1,019,774.66
1998	\$986,728.74
1999	\$1,053,339.25
2000	\$1,096,746.56
2001	\$1,248,701.83

### Police

The City of Bayfield's Police Department typically consists of four full-time employees: a Chief, and three Patrolpersons, one of whom serves as a school liaison officer. Currently there is also one part-time officer. Continuation of the school liaison position (which is funded by grant money obtained by the City) and more part-time officers is considered desirable.

The Police Department provides 20-hour per day coverage for the City. The City owns two police vehicles – a Ford Explorer and a Crown Victoria patrol car. The Crown Victoria will be replaced in 2002. The Police Department also owns a defibrillator.

There is currently no 911 service in Bayfield County. Emergency Calls are dispatched through the County Sheriff's office. Arrests are taken to the Bayfield County Jail in Washburn.



## Fire and Ambulance

The City of Bayfield maintains a volunteer fire department and a volunteer emergency medical technicians (EMT) department. Both are housed in a facility that was built in 1997 as a result of community support and recognition that the old facilities were inadequate. The new fire hall holds all emergency vehicles and also has a training/meeting room, two offices and sleeping quarters for firefighters and EMTs.

The volunteer fire department consists of 24 members: a Fire Chief, two Assistant Fire Chiefs, three Captains, and 18 Firefighters. All have obtained the necessary training and participate in regular trainings at Wisconsin Indianhead Technical College (WITC) in Ashland. There are also five certified divers for water and ice rescues.



Equipment for the fire department includes 2 pumpers (one 15,000 gal./min, one 12,000 gal./min.), a 3000-gallon water tanker, an equipment van, a brush truck, and an SCVA air compressor for firefighters' air tanks.

Response time for the fire department is considered some of the best in the area. The department handles roughly 20-25 calls per year.

The ambulance service is a lifesaving link between the City and Town of Bayfield and the hospital that can be up to 45 minutes away from the coverage area. The squad consists of 10 volunteer EMTs and 4 volunteer drivers. EMTs must complete an initial training of 140 hours and are constantly participating in updated training programs – roughly 6 to 8 per EMT per year. There are two paid staff positions – the EMT Coordinator and the Equipment Coordinator. The Ambulance Commission (a joint participation between the City and the Town of Bayfield) oversees the billing and financial aspects of the service.

The EMTs use two fully equipped ambulances that meet state standards and regular state inspections. Community financial support allowed the second ambulance to be purchased about two years ago. The EMT service also has recently acquired defibrillators and albuterol equipment.

The volunteer EMT squad has extremely fast response time to calls – typically 4 to 5 minutes. Gene Qualle, the current EMT coordinator, says that Bayfield's EMTs are "some of the most conscientious people I ever worked with in my life." The ambulance service is always looking for new EMTs and will pay tuition for training interested residents.

Both the fire and ambulance services will benefit greatly when 911 emergency dispatch service comes to Bayfield County. This will allow response time to improve to improve



and trained dispatchers can coach callers through important steps while emergency responders are en route.

## Public Works

The City's Public Works Department oversees the City's streets, parks and utilities. Three people are employed full-time by the Public Works Department in addition to a Public Works Director, a Utility Supervisor and a Lab Technician who conducts testing at the sewer plant. There are also three part-time summer employees in the Public Works Department and a part time harbor and park attendant.

## Water and Sewer

Bayfield's drinking water is supplied by two deep groundwater wells and is considered of very high quality. The water is tested continuously for microbiological, inorganic, and radioactive contaminants. The 2000 Annual Water Quality report shows all contaminant levels well below the Maximum Contaminant Levels set by Federal and State requirements. The City does not add fluoride or any other chemicals to treat the water supply, but the water utility adds chlorine as a precautionary measure 4-5 times per year during the summer months.

The first of the two wells is located at 11<sup>th</sup> Street and Manypenny Avenue and is 700 feet deep. The second is located at Sweeny Avenue and 6<sup>th</sup> Street and is 800 feet deep. Water is stored in two reservoirs that contain approximately 230,000 gallons of water storage, which is pumped from a sandstone aquifer. Water use is the highest in the summer, averaging about 160,000 gallons per day. During the winter, water use is about half as much.

### DID YOU KNOW?

*Wastewater treatment system size, cost and land requirements as well as the stress on the system can be reduced by reducing the volume of wastewater that must be processed. Some simple ways to reduce your water bill (and your tax burden down the line) include:*

- *Not flushing cigarette butts down toilets*
- *Waiting to run dishwashers until full*
- *Turning off faucets while brushing teeth or shaving*
- *Repairing leaky faucets or toilets (they can double the water consumption for a typical family of four!)*
- *Not "sweeping" driveways with garden hoses*
- *Using water efficient, low-flush toilets*
- *Purchasing water efficient appliances such as clothes washers and dishwashers*
- *Refrain from flushing disposable diapers, sanitary napkins, cooking grease and from using garbage disposals*

*- Randall Arendt, Rural by Design, APA, 1994.*

Wastewater is sent via sewer to an activated sludge package plant where it is treated before it is discharged into Lake Superior. This facility currently approaches maximum capacity of its use during summer months - an issue that will need to be addressed during this planning period. The fluctuations in water and wastewater amounts are evidence of the burden placed on basic City services by the influx of tourists. An extensive report released in May of 2001 gives a variety of wastewater treatment options for the region, including options to meet a goal of zero discharge into Lake Superior.<sup>1</sup> [See Existing Sewer System/Existing Sidewalk System map at the end of this element]



**WETLAND AIDS SEWAGE SOLUTION**

*Along the Hay River in Dunn County, WI, an alternative to the standard high-tech, plastic and steel solution to sewage has been created. The village of Dunn has made a wetland, filled with gravel and cattails, as part of its new wastewater treatment system. The Wisconsin Department of Natural Resources noted that the method would be a cost-effective alternative to standard treatment plants. The idea for the constructed, of artificial wetland came out of a contentious public hearing that addressed upgrading the village's sewage treatment plant. Residents were very angry about the possibility of more treated water being dumped into the Hay River. The frustrated citizens noted that the downstream lakes receiving this water are polluted, as indicated by an algae bloom each summer. As a result, a new system is in place. It is a dual system, funded in part with state dollars because of the innovation it represents. Another similar system exists in Drummond, WI, where a natural bog is used in the city's waste treatment system. These projects represent communities that not only recognized the service an ecosystem can perform but also took advantage of it while protecting other natural resources.*

*- Karl M. Karlson, "Wetland Aids Sewage Solution," St. Paul Pioneer Press, 19 Sept. 1992.*

**Solid Waste**

The City of Bayfield's trash goes to a transfer station located on BRB Recycling property before being brought to a landfill. BRB is located in the Town of Russell and is jointly owned by the City of Bayfield, the Town of Russell, and the Town of Bayfield. Residents of the City of Bayfield contract with a trash collection service offering curbside service by on a per-bag basis.

In 2000, members of BRB Recycling, a cooperative serving residential recycling for the three participating communities, recycled 101.23 tons of material, saving about \$21,000 worth of fossil fuels. For a \$10 annual membership, residents can recycle paper, tin, plastic, glass, steel, aluminum, corrugated cardboard, scrap metal, appliances, florescent light tubes, batteries, used motor oil, and used antifreeze. Hazardous materials can be disposed of during Bayfield County Clean Sweep hazardous materials collection events. Further information about this program can be obtained through University of Wisconsin Extension Service.

The City deals with a great deal of trash within its parks during the tourist season. Trash receptacles are paired with recycling receptacles throughout the City. Public Works employees unload dumpsters housing this waste about twice a week during the tourist season.

**Parks**

There are 15 City-owned or City-maintained parks within the City of Bayfield, totaling 137.49 acres. The number of park acres per capita in Bayfield is then 0.225 acres, compared to a National Park Survey standard of 0.012 – 0.015 acres. Table U-1 shows the parks, their size and uses. More information about these parks and their desired improvements is available in the City's Outdoor Recreation Plan (Resolution 276). [See Parks and Recreation map at the end of the Agricultural, Natural, and Cultural Resources element.]



Table U-2. Information on the use and size of parks in the City of Bayfield, Wisconsin. City of Bayfield Outdoor Recreation Plan, April 2001.

Name	Acres (estimated)	Facilities and Uses
Memorial Park Annex	.02	Scenic overlook, benches (owned by civic league)
Jake's Island View Park	.05	Overlook, pathway
East Dock Park and Fishing Pier	.03	Picnic area, covered shelter, tables, benches, volleyball court, playground area, handicapped accessible fishing pier, seating, room for 20 + anglers
Broad Street Beach and Ice Skating Rink	.20	Grassy area/skating rink, warming house/storage area, swimming beach, benches, lifeguard tower
Restrooms – Front Street and Harbor	.15	Two downtown ADA compliant restroom facilities
Korseberg Park	.01	Overlook, gardens, benches (county owned, City maintained)
Cooper Hill Park	.01	Playground, seating area
The Ravine Nature Trail	.25 mi.	Nature trail, outdoor laboratory for school, boardwalk, benches, overlooks, rest areas
Ravine Park	120	Trails for hiking, cross-country skiing, and snowshoeing, youth soccer field, ballpark, playground, two environmental learning centers, walkways, snowmobile trail
South Playground	.02	Large pieces of play equipment, wooden walkways
Tennis Courts	-----	Two tennis courts (owned by school district)
Dalrymple Campground	17	30 tent/small camper campsites, 70% have electricity

In addition to these parks, the School District owns and operates the Bayfield Recreation Center, which features a fitness center with a variety of workout equipment, a swimming pool and whirlpool, and a racquetball court. Swimming lessons, lifeguard training, and fitness clubs are among the programs offered at the Recreation Center.

Bayfield is also the trailhead for the Brownstone Trail, a walking trail that extends approximately 3 miles through the Town of Bayfield along and/or near an old railroad corridor. This trail needs further development, including signage and a well-marked trailhead area within the City.



The City of Bayfield Playground Improvement Subcommittee conducted a playground survey of the community in 2001 revealing the following:

- Playgrounds visited most frequently are East Dock and Cooper Hill
- Most desired playground equipment are swings, slides, ropewalks, wooden mazes, climbing bars and imagination stations.

### Electricity / Natural Gas

Xcel Energy supplies electricity and natural gas to the homes and businesses of the City of Bayfield. This newly formed company is headquartered in Minneapolis, Minnesota and serves twelve states. Xcel Energy has 3.2 million electric customers and 1.5 million natural gas customers.

To produce electricity, Xcel operates 19 coal-fired plants, 20 natural gas plants, 2 nuclear plants, 4 oil plants, 35 hydroelectric plants, and 3 refuse-derived fuel plants. The plant located on the Chequamegon Bay in nearby Ashland is a coal burning plant that also burns refuse. Xcel has a generating capacity of 15,450 megawatts, and maintains 16,303 miles of transmission lines and 73,098 miles of distribution lines. Within the company's natural gas operations, 29,074 miles of pipeline cross state lines.

**CAPTURE THE WIND**  
*Moorhead, Minnesota's municipal utility runs "Capture the Wind", allowing Moorhead customers to choose wind power. The wind power option sold out in less than 2 weeks and financed the construction of a 750-kilowatt wind turbine.*  
- International Council for Local Environmental Initiatives (ICLEI) Cities for Climate Protection

The per capita electricity consumption in the United States in 1997 was 12,133 kilowatt-hours, compared to a 1,381 kilowatt-hour consumption per capita for the rest of the world that same year.<sup>2</sup> Electricity consumption in the United States has increased by 21.5 percent from 1990 to 1999<sup>3</sup>, while the population of the nation has only increased by 13 percent in that decade.<sup>4</sup> The increase of electricity consumption brings with it significant pollution (including mercury and greenhouse gases), dependence on foreign petroleum resources and consequently increased monetary, health, and environmental costs to all people of the world. Research, adoption and implementation of optimum energy efficiency options as well as renewable, locally generated energy sources will greatly reduce these costs.

### Telephone Service

Telephone service is provided to the City of Bayfield by CenturyTel. Cellular phone service is also available throughout the City.

### Internet Service

Bayfield residents and businesses have access to several Internet service options. Area communications companies offer high-speed cable modem access, two-way satellite modem access, ADSL Internet, as well as low-speed telephone modem access. The availability of these advanced services is unusual in a city the size of Bayfield.





## Postal Service

The Post Office in Bayfield serves about 1500 patrons. The post office was first established in Bayfield in October of 1856 with Joseph McCloud as postmaster. Since 1971 it has been located on Broad Street between Manypenny and Rittenhouse Avenues.

Most Bayfield residents receive mail through one of 829 post office boxes, as there is no door-to-door City delivery. The post office lobby is open from 8:00 to 6:00 Monday through Saturday with window service from 9:00 to 4:30 Monday through Friday and Saturday between 9:00 a.m. to 11:00 a.m.

The Bayfield Post Office is also responsible for a rural route and a highway contractor route that encompasses 95 miles total, stretching from the Onion River to County Road K. It also administers one of the last water routes in the United States, bringing mail to the Apostle Islands.

## Schools

The Bayfield School District serves the City of Bayfield, Red Cliff, and the townships of Bayfield, Russell, and LaPointe, covering a geographic area of 250 square miles. In the City of Bayfield, Kindergarten through 12<sup>th</sup> grades are housed in a school built in 1895. It has since been remodeled six times. The District also operates a Kindergarten through 8<sup>th</sup> grade school on Madeline Island, and an Alternative Education facility in the Town of Russell.

Total enrollment for the District is 538 and is expected to decline dramatically over the next five years, despite a very gradual increase during the last five years. Enrollment figures are shown in Figure U-2. The population of the Bayfield School District is 70% Native American; 519 of the current District enrollment attend the Bayfield Public School. LaPointe Elementary School has an enrollment of 19; 57% of the District's students have free/reduced lunch status.

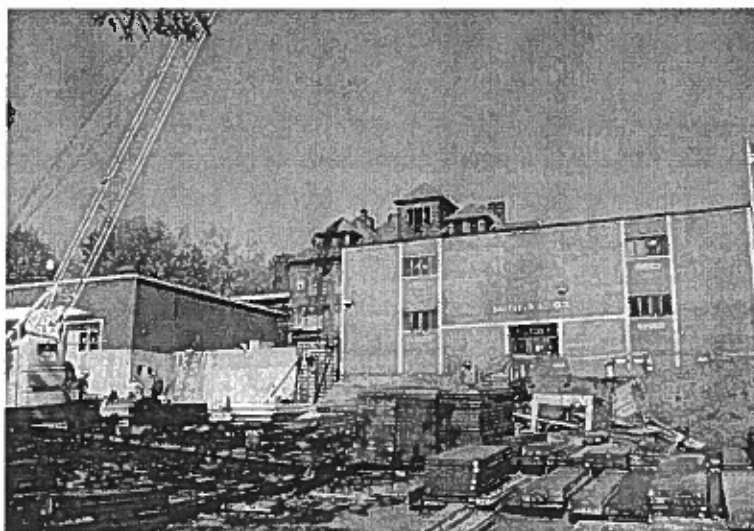
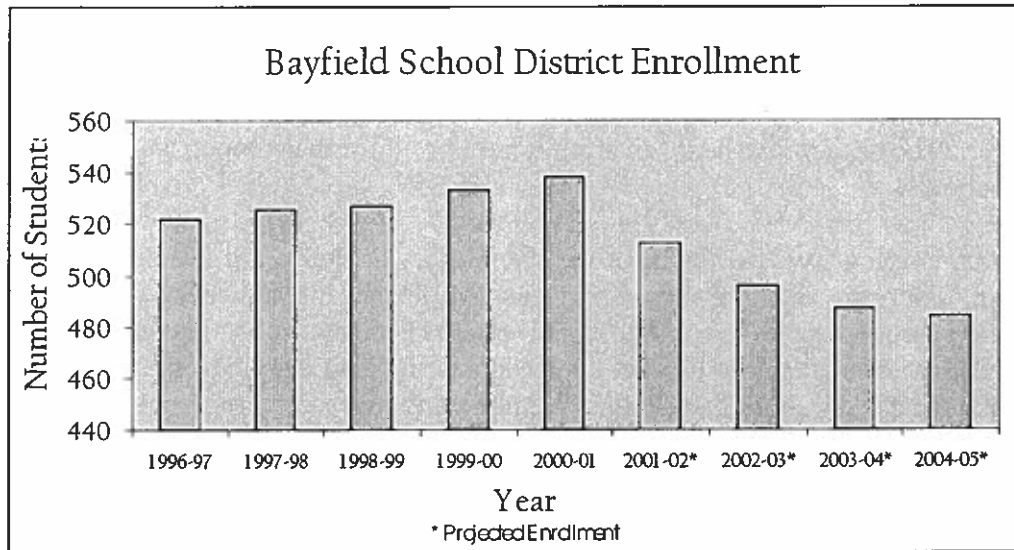


Figure U-2. Enrollment figures for the Bayfield School District, Bayfield, WI from the years 1996-1997 through 2000-2001 and projected enrollment from 2001-2002 to 2004-2005. Data from the School District of Bayfield fact sheet.



The District is governed by a Board of Education consisting of seven persons elected for three-year staggered terms. The composition of the Board is as follows: one representative from each of the surrounding towns of Russell, Bayfield, LaPointe and one from the City of Bayfield; two from the Red Cliff Reservation; and one at-large. Ninety-three people are employed by the School District, with 51 certified teachers. The professional staff-to-student ratio is 11:1.

Currently underway is a \$6 million renovation, remodeling and expansion of the K-12 facility. The overall project includes making the facility fully handicapped-accessible and creating parking for the entire complex. Funds for this project were approved by a referendum that was passed on September 4, 2000.

### Library

The Bayfield Carnegie Library was built in 1903 with funds donated for libraries to



communities nationwide by Andrew Carnegie. The building underwent a major renovation in 1997, and it is now handicapped accessible with an elevator between floors.

The library has a collection of 17,000 volumes including books, DVD, videos, and audio-books. The library also maintains a subscription of about 50 different periodicals. The collection is primarily focused on popular reading and also features



an extensive selection of materials on boating and sailing – important topics pertinent to local culture. In addition, there is a children’s librarian to ensure quality reading opportunities for young people. Also available for use are computers with internet access.

The library serves as an important community center. Many groups take advantage of facilities that include a meeting room with a kitchen. Community classes are held at the library, and the library also hosts an after-school program that is coordinated with the public schools.

The library employs two people full-time: the Library Director and the Children’s Librarian. There are also a variety of part-time employees hired through the course of the year to do custodial work, automation, and serve as librarian subs. The library is governed by a seven-member Library Board consisting of at least two representatives from outside the City, one City Council member, and one school representative. A relationship is also maintained between the City of Bayfield’s Library Board and the Bayfield County Library Board. The library is part of the Northern Waters Library Service that provides an area-wide online catalog called “Merlin” which allows for inter-library loans as well cataloging services for the individual library. The Bayfield Carnegie Library’s collection tracking will be fully automated by 2002.

The library adopted a five-year plan this year. It will guide the vital role that the library plays in the Bayfield community.

### **Health Services**

There are no family doctor or dentist services currently offered in the City of Bayfield, nor is there a pharmacy. Residents travel to Ashland or Washburn for medical services. Memorial Medical Center in Ashland is the regional hospital.

### **Assisted Care Facilities**

There are no assisted care facilities in the City of Bayfield that would provide living and health care options for elderly or disabled citizens.

### **Childcare Services**

There are no professional childcare services currently offered in the City of Bayfield. There is, however, a Headstart educational pre-school program offered to children aged 3 to 5 whose families fall within income guidelines.

### **Cemetery**

The City operates Greenwood Cemetery and the Catholic Church operates the Cavalry Cemetery. In the Greenwood Cemetery there is an old section and a new section. The City will encounter difficulties during this planning period because the Cemetery has no room for expansion.



## Vision

The community's 20-year vision contains the following relevant to this element:

*City Hall is centrally located in a restored, refurbished older structure, a testament to the City's interest in and allegiance to the preservation and restoration of existing usable structures. Bayfield's downtown area also provides broad access to the waterfront on a lakefront trail which links with the historic Brownstone Trail. The Bayfield marina, also located in the downtown area, offers 155 slips for pleasure boats with long term parking for their users off-site, thus freeing up more of the waterfront for pedestrian and non-vehicular use.*

*The Bayfield public school system offers an excellent education for elementary, middle school and high school aged people and also reaches out to other members of the community. Bayfield secondary students now attend a regional consolidated secondary school that brings together an ethnically and economically diverse student population. The Bayfield School is used in part as a facility for housing adult education, seminars, conferences and other learning opportunities. The public school system also works closely with the City's internet/information technology center in order that children can become technologically aware and educated at an early age, thus preparing them for college and careers and enabling them to remain in Bayfield if they choose. Further, a youth activity center now provides programs that inspire appreciation of arts, culture and history as well as a wide variety of recreational opportunities.*

## Goals, Objectives and Actions

Goal 1: City of Bayfield and Bayfield County continue to work cooperatively to provide services that enhance health, safety, security and quality of life for all residents and visitors.

Objective 1.1: Determine ongoing appropriateness and effectiveness of community health and security services and systems.

Action 1.1.a: Annually evaluate the quality of services provided by the police, fire and emergency medical service in order to assure the community of a prompt and efficient response to emergencies.

Action 1.1.b: Prepare a Disaster Plan for the City.

Objective 1.2: Ensure that the Pavilion is maintained as a vital community facility that is accessible to local residents.

Action 1.2.a: Assign oversight of Pavilion to specific Pavilion Management Committee.

Objective 1.3: Identify and assess the City's existing infrastructure which could be used more efficiently and establish a timeline/budget for improved use while promoting the efficient use and maintenance of existing infrastructure.

Action 1.3.a: Develop a plan for potential uses of old County Courthouse, should National Park Service decide to relocate.

Action 1.3.b: Provide careful stewardship of the Bayfield Carnegie Library to ensure that it is maintained as a valuable community resource.

Action 1.3.c: Review the adequacy of the building and the appropriateness of the location of City government offices.

Action 1.3.d: Ensure City's Outdoor Recreation Plan is implemented and annually updated.



Action 1.3.e: Assure that the community is served by adequate waste disposal and recycling facilities and that a recycling goal is set annually.

Objective 1.4: Provide support for youth, senior and inter-cultural community activities.

Action 1.4.a: Develop an Activity Center for young people (perhaps at Holy Family School or the Community Recreation Center).

Action 1.4.b: Develop and support opportunities for youth and senior interaction through arts, cultural and historical appreciation programs.

Action 1.4.c: Support a plan to integrate Red Cliff culture and history into the Bayfield community.

Goal 2: The City of Bayfield works cooperatively with utility providers to ensure that a wide range of high-quality communication and energy services remain available.

Objective 2.1: Determine cost/benefit of placing all City utilities underground for the aesthetic improvement of the City. Studies should consider new construction separately from existing above ground utilities.

Action 2.1.a: Form utilities subcommittee of Public Works Committee.

Action 2.1.b: Meet with the City's utility companies (electric power, cable, telephone, gas, etc.) to do a cost feasibility study for placing all utilities underground. Such study should:

- (1) Include State, Federal and DOT regulations governing placement of underground utilities in close proximity and crossing gas pipelines.
- (2) Consider galvanic corrosion to ferrous material pipelines (water, gas, sewer, etc.) or other underground material from radiant energy emitted from electric power cables.
- (3) Review hazards to the public and City workers associated with underground electric cables.
- (4) Determine the disruption to public streets and orderly flow of traffic from construction of underground utilities.
- (5) Ascertain the additional maintenance cost to City as a result of all utilities underground.
- (6) Consider possible environmental issues.

Objective 2.2: Ensure efficient and economical electric utility networks in the City.

Action 2.2.a: Identify appropriate sites for relocation of electric utility transformers from behind City Hall, taking into account possible higher demand in the future.

Action 2.2.b: Take advantage of opportunities to purchase reduced electrical rates when Wisconsin electrical generation industry is deregulated in the future.

Action 2.2.c: Encourage and promote the use of alternative and renewable energy sources such as fuel cell technology, wind power, etc.



- (1) Study and evaluate new and developing technology relative to alternative energy sources and applications; where appropriate, revise development standards to allow for such alternative technologies.
- (2) Work toward creation of favorable State and local tax credits for alternative energy sources.
- (3) Promote residents' conversion to energy- and water- efficient home appliances such as those designated EnergyStar by manufacturers.

**ENERGY SMART HOMES AND BUSINESSES**

*Roughly 35% of U.S. carbon dioxide emissions come from residential and commercial building energy use. Building codes can require measures such as improved insulation and efficient lighting and appliances to improve efficiency. The City of Berkeley's Residential and Commercial Energy Conservation Ordinances are codes that improve the energy efficiency of existing building stock. The measures mandate basic conservation improvements at the point a property changes ownership. With lower energy bills, the upgrades typically pay for themselves rapidly.*

*- International Council for Local Environmental Initiatives (ICLEI) Cities for Climate Protection*

Objective 2.3: Work proactively to accommodate the changing needs of community which require advanced telecommunications and high-speed internet for home and business use.

Action 2.3.a: Maintain the City's Historic District aesthetic guidelines when determining the placement and integration of satellite dishes and other communications equipment in the City.

Goal 3: The City of Bayfield takes a pro-active role in joint planning efforts with the towns of Bayfield, Russell and LaPointe as well as the Red Cliff community in coordinating municipal sewer, water, stormwater and other infrastructure development.

Objective 3.1: Identify future infrastructure needs through an analysis of existing development trends.

Action 3.1.a: Schedule periodic Town/City/Regional "planning summits" which include representatives from area communities to identify, discuss and solve infrastructure issues that are inter-jurisdictional.

- (1) Identify and study location and condition of existing water and sewer systems and facilities.
- (2) Analyze the impacts of potential growth on the existing water and sewer systems.
- (3) Examine existing sewer system for breaches that allow storm and ground water to infiltrate into the sanitary system and treatment facility.



**RECLAIMING WASTEWATER**

*Failing septic systems were beginning to contaminate the shallow aquifer from which the community of Yelm, Washington draws its drinking water. The community's original plan to address this problem involved discharging treated wastewater into the pristine Nisqually River. Concern from residents, the Nisqually Tribe, and environmentalists persuaded the City of Yelm to consider other options. The Washington State Legislature passed the "Reclaimed Water Act" in 1992 to set standards for reclaimed water use and establish a pilot project sponsored by the State. On the basis of this legislation, the City drew up a new proposal, in partnership with the Departments of Ecology and Health, to incorporate water reuse into its plan. The new plan calls for reclaiming 100 percent of Yelm's wastewater for nondrinking purposes. Water that is one grade below drinking quality will be used to irrigate golf courses and city parks, wash city vehicles, and recharge groundwater. The plan also includes three constructed wetlands to provide wildlife habitat and educational opportunities, and to explore the viability of using wetlands to treat primary effluent. Public support for reclaimed water was generated through a slide presentation taken into the community and a play developed by high school students for elementary schools.*

*- Rebecca Bauen, Bryan Baker, and Kirk Johnson, "Sustainable Community Checklist," Northwest Policy Center, Graduate School of Public Affairs, University of Washington, 1996*

Objective 3.2: Identify and evaluate land use activities in surrounding areas that have a direct impact on the municipal resources of the City of Bayfield.

Action 3.2.a: Partner with the Department of Natural Resources, Natural Resource Conservation Service and appropriate county agencies to develop a hydrology/soil study for the areas adjacent to the City and identify areas of concern.

Action 3.2.b: Work cooperatively with the Towns of Bayfield and Russell to control and reduce stormwater run-off.

- (1) Conduct and analyze natural resource inventories.
- (2) Analyze existing land use plans.
- (3) Evaluate impacts of impervious surface development.
- (4) Encourage plantings and revegetation.

Action 3.2.c: Encourage (and require where appropriate) designs and landscaping that promote the retention of natural vegetation (to control erosion and runoff) for all new development both within and beyond the City of Bayfield.

Action 3.2.d: Develop partnerships with local agencies (Bayfield County Zoning, Natural Resource Conservation Service, Bayfield Regional Conservancy and relevant City of Bayfield committees and employees) to develop educational materials and model ordinance language for erosion control and site planning for all development.

Action 3.2.e: Create a City/Town or regional Building Inspector position to ensure that all development is sustainable.

Goal 4: Bayfield maintains the safety, abundance and quality of the City's water supply and water resources.

Objective 4.1: Support City, County, State and Federal efforts to reduce point source pollution into Lake Superior and its watershed.

Action 4.1.a: Develop a City/County work group and seek partner agencies such as the Department of Natural Resources to identify regional threats to water quality.



Action 4.1.b: Establish a mercury reduction program in the City.

Objective 4.2: Provide education and develop alternatives to existing practices that negatively impact the City's water quality.

Action 4.2.a: Coordinate with local businesses, the DNR and related agencies to provide for the orderly and safe collection of oil from ice racing events, boats and local industries to reduce and eliminate discharge into Lake Superior.

Action 4.2.b: Assure that the marinas' or individual's work practices do not result in the release of materials into the air or water which can be considered a public health hazard, such as fiberglass grinding dust, painting, etc.

(1) Consider the need for an on-land containment system for cleaning of boats at the Apostle Island and City Marina.

Action 4.2.c: Review the marinas' environmental policy agreements and assure continuous compliance with Wisconsin DNR rules governing operations of boat marinas on the Great Lakes.

Action 4.2.d: Develop a policy to prevent discharge of soap, oil, pesticides, herbicides, paints or other hazardous material into Lake Superior.

Goal 5: Bayfield maintains a strong partnership with the School District of Bayfield and integrates the district into the long-term planning for the City.

Objective 5.1: Maintain an on-going integration of School District and City committees in order to address issues of mutual concern.

Action 5.1.a: Assign one member of the City Council to serve in an active liaison role between the City of Bayfield and the Bayfield School District.

Action 5.1.b: Request that the Bayfield School District assign a member of its staff to serve as liaison to the City of Bayfield.

Action 5.1.c: Review the potential for the eventual consolidation of regional high schools while retaining the local elementary schools within each community.

Goal 6: A community that is affordable to live in yet has excellent public services.

Objective 6.1: Install cost efficiency, combined with excellent service delivery in all public service endeavors.

Action 6.1.a: If possible, keep average increases in real estate taxes and other public service fees at or below annual cost of living increases, as measured by the Consumer Price Index.

Action 6.1.b: Seek out inefficiencies and waste in all public services.

Action 6.1.c: Cooperate with the Town of Bayfield to determine the feasibility of combining City and Town services in order to save money and improve service delivery (e.g. police protection).

Action 6.1.d: Explore cooperative agreements with other units of government in the Chequamegon Bay area to determine the possibilities for cost savings and improved service delivery.





Action 6.1.e: Where possible, use local products and services so public expenditures have a positive impact on the local economy.

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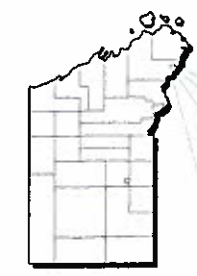
<sup>1</sup> Strand Associates, Inc., *Draft Report for the Sewer Service Committee, Bayfield / Red Cliff Area: Facilities Plan Study*. May 2001.

<sup>2</sup> "Electric Boogie," Grist Magazine ([www.gristmagazine.org](http://www.gristmagazine.org)). Calculated from statistics from the United States Department of Energy / Energy Information Administration and the United States Census Bureau.

<sup>3</sup> "Electric Boogie," Grist Magazine ([www.gristmagazine.org](http://www.gristmagazine.org)). Data from U.S. Department of Energy, Energy Information Administration, *Electric Power Annual Report, Volume 1*.

<sup>4</sup> U.S. Census Bureau.


















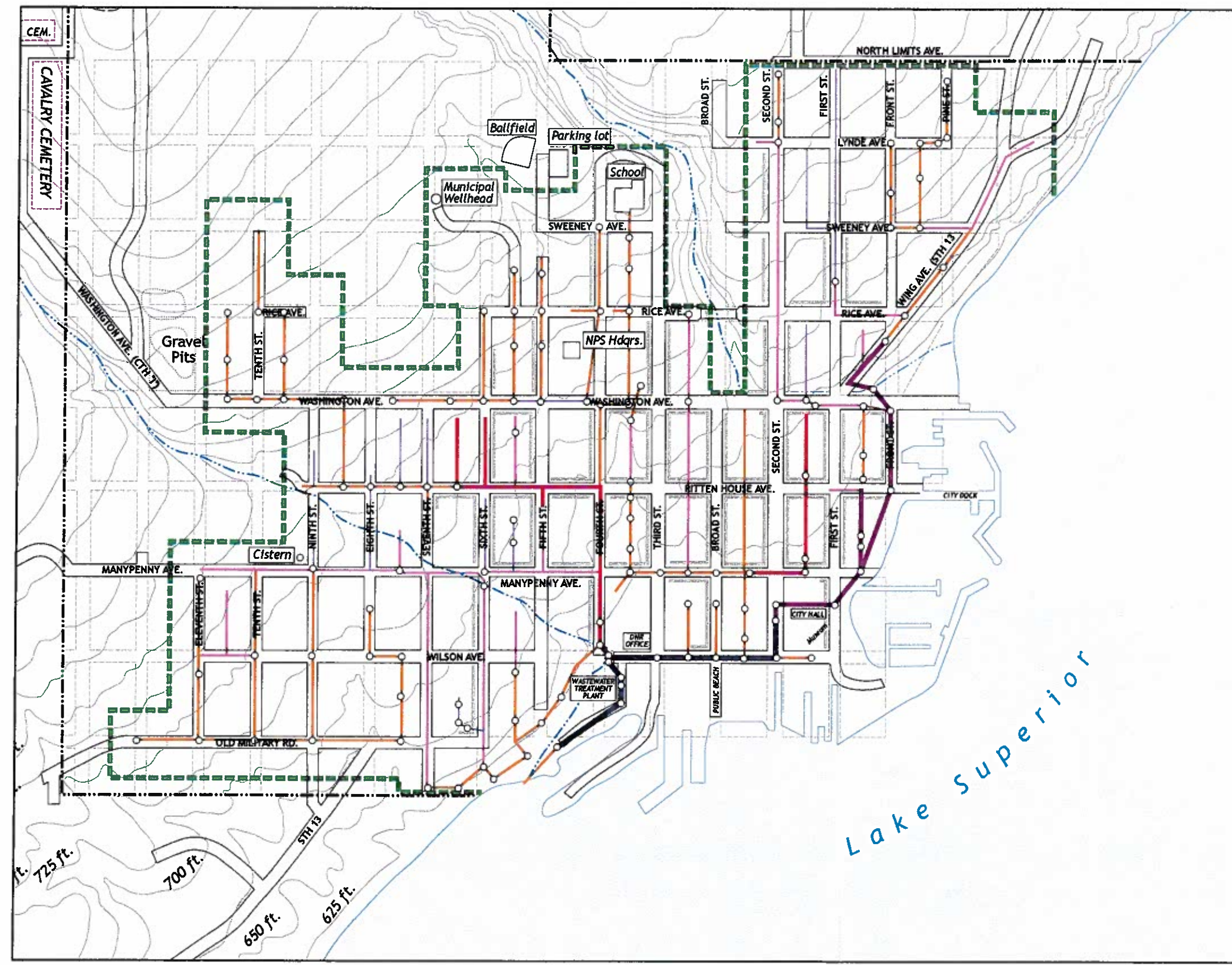


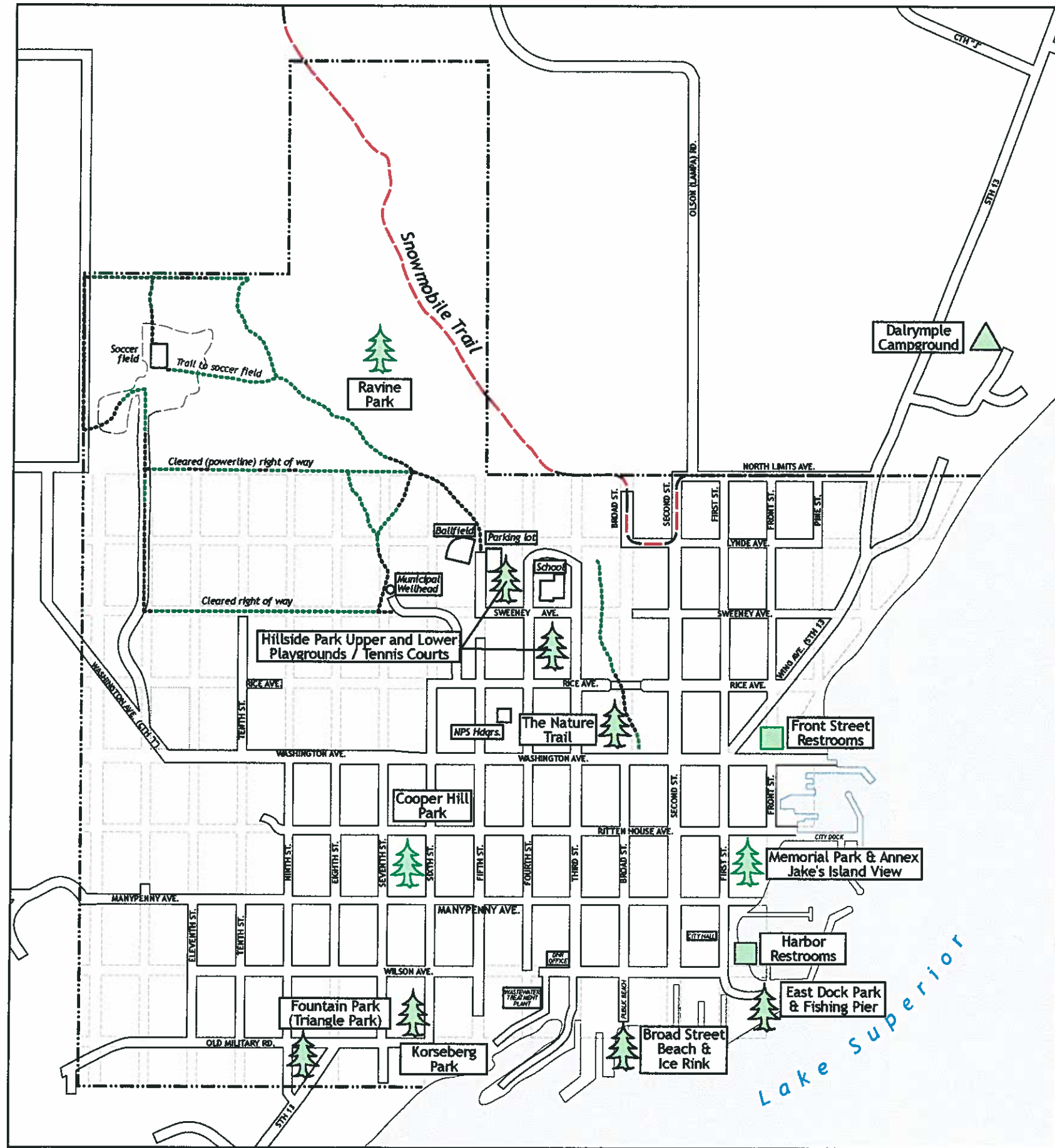
# CITY OF BAYFIELD

## Existing Sewer System

### Existing Sidewalk Network

-  STREETS
-  PLATS
-  MUNICIPAL BOUNDARY
-  SIDEWALKS
-  INTERMITTENT STREAM
-  CEMETERY
-  GRAVEL PIT
-  MANHOLE
-  15" SEWER LINE
-  12" SEWER LINE
-  10" SEWER LINE
-  8" SEWER LINE
-  6" SEWER LINE
-  4" SEWER LINE
-  SERVICE AREA BOUNDARY





# CITY OF BAYFIELD

## Parks & Recreation Areas

- STREET
- PLATS
- MUNICIPAL BOUNDARY
- PUBLIC PARK AREA
- CAMPGROUND
- PUBLIC RESTROOMS
- EXISTING TRAIL
- SNOWMOBILE TRAIL

## AGRICULTURAL, NATURAL AND CULTURAL RESOURCES ELEMENT

### Introduction

Agricultural, natural and cultural resources together comprise the greater part of Bayfield's natural capital. They are an essential part of the local economy and inextricably linked to financial and social capital.

### Concerns / Issues

Public input reveals a strong desire to preserve farmlands and the unique agriculture of the area – especially orchards and berry farms. Taxes are threatening local farmers because their land value is assessed at its potential use for development rather than its value as agricultural land. Many would like to see effective regional farmland preservation programs.

A great many residents view existing natural resources as the most important feature of the community, contributing to the unique character and quality of life that is enjoyed in Bayfield. Preserving and protecting clean water and air, wildlife diversity, views of and from Lake Superior, forested areas, heritage trees, visibility of the night sky and access to the Lakefront and natural areas are high priorities for the community. Specific concerns

include the vegetative restoration and stabilization of a natural lakeshore and ravine, including enforced prohibitions on dumping and regulations that prevent building on unstable soils; the curbing of pollution created in Bayfield, including possible water contamination by fuels from marine operations; the creation of stormwater wetlands to slow and filter runoff before it pollutes the lake; the regulation or elimination of snowmobile

and loud watercraft use within the City for reasons of noise, safety, and property destruction; and the promotion of gardens that emphasize native plants and that are free from pesticides, herbicides, and chemical fertilizers. Citizens enjoy being able to interact with the natural environment and would like to see more nature trails for walking, hiking and cross-country skiing, especially in the Ravine Park and along the Lakeshore. Water quality monitoring could be a valuable opportunity for young people to get to know their surroundings while collecting important information for the community. Overall, community members are adamant that development should not sacrifice the environmental quality.

There is a great desire to conserve and place greater value on Bayfield's historic and cultural resources. The Maritime Museum, the Bayfield Carnegie Library, the old

#### A ROAD MAP FOR NATURAL CAPITALISM

*The logic of economizing on the scarcest resource, because it limits progress, remains correct. But the pattern of scarcity is shifting: now people aren't scarce but nature is. This shows up first in industries that depend directly on ecological health. Here, production is increasingly constrained by fish rather than by boats and nets, by forests rather than by chain saws, by fertile topsoil rather than by plows. Moreover, unlike the traditional factors of industrial production – capital and labor – the biological limiting factors cannot be substituted for one another. In the industrial system, we can easily exchange machinery for labor. But no technology or amount of money can substitute for a stable climate and a productive biosphere. Even proper pricing can't replace the priceless.*

*- Amory B. Lovins, L. Hunter Lovins, and Paul Hawken, "A Road Map for Natural Capitalism," Harvard Business Review, May-June 1999*



County Courthouse, City Hall, the Pavilion, the Iron Bridge and the historical museum, currently being built by the Bayfield Heritage Association, were all named as community assets. Residents also desire to preserve the integrity of Bayfield's architectural character through comprehensive design standards. Some emphasized successful programs elsewhere that have allowed affordable housing to be built and restored while maintaining the historic character of neighborhoods. People also support the emerging arts and artists in Bayfield and would like the City to take steps to see them thrive. Other ideas for cultural enrichment in Bayfield include the renewed presence of a town band, outdoor summer concerts, ecumenical outdoor church services incorporating music and storytelling, and a youth center and events that provide young people with a place to hang out, especially during winter months. Strengthening and celebrating relationships between community institutions as well as among surrounding communities - especially the Native American community within the City and in neighboring Red Cliff - would further enhance cultural life in Bayfield.

### **Survey Results**

Community survey responses relevant to public concerns about agricultural, natural, and cultural resources were as follows:

- 50% of residents feel that the City of Bayfield should require that all types of development in the City follow a historic design standard (32% said no; 18% were not sure or did not respond).
- 92% of residents stated that Lake Superior is "Very Important" to their quality of life in Bayfield.
- 92% of residents stated that clean air is "Very Important" to their quality of life in Bayfield.
- 73% of residents stated that trees and vegetation are "Very Important" to their quality of life in Bayfield.
- 69% of residents stated that open space is "Very Important" to their quality of life in Bayfield.
- 64% of residents stated that wildlife is "Very Important" to their quality of life in Bayfield.

### **Existing Conditions**

#### **Agriculture**

Agriculture is an important part of the history and economy of Bayfield. Many farmers take great pride in and are deeply satisfied by making a living from the land. The Bayfield area farms provide fresh local produce to the Chequamegon Bay area, as well as Duluth, the Twin Cities, and Madison. The area surrounding the City boasts a variety of orchards and berry farms. The primary crop is the apple, a symbol commonly associated with Bayfield. Other crops include raspberries, blueberries, strawberries, cherries, pears, pumpkins and squash, several other kinds of vegetables, and flowers, both cut and dried. Of 36 farms identified in Ashland and Bayfield counties, 22 of them claim Bayfield as their post office, making up 86% of producing acres in these two counties. Bayfield



farms contain approximately 739 tillable acres, 50% (or 367.45 acres) of which are currently producing crops. There are also several greenhouses operating in the area.

Rising land values and encroaching development are threats to small farmers, especially in this area of temperamental weather. The Town of Bayfield has established a Farmland Preservation Program, which encourages farmers to sell the development rights to their land in order to insure its continued agricultural use. Many farmers in this area currently find it difficult to make a living by farming alone, although they may desire to do so. The key to continued agriculture in the area seems to be the development of economic opportunities (such as an area fruit processing plant, for example) for local small growers. Farming in this area can be a sustainable and economically viable way of life, provided that careful planning and plan implementation occurs on an on-going basis.

### Climate

Bayfield is shaped by its weather. The climate is classified as “modified continental.” A continental climate is characterized by sunny days with low humidity, and seasonal and daily extremes in temperature. Lake Superior as a large mass of water “modifies” this continental climate by making extreme hot and cold temperatures less extreme and adding a considerable amount of moisture to the air. According to data from the Midwestern Regional Climate Center between 1961 and 1990, the mean annual temperature is 40.5 degrees Fahrenheit. The mean total annual precipitation is 32.32 inches. The mean annual snowfall in Bayfield is 89.3 inches. Figure A-1 shows average mean, high, and low temperatures throughout the year for Bayfield. Table A-1 shows the monthly distribution of precipitation.

Figure A-1. Monthly distribution of average high, low and mean temperatures from 1961-1990 for the City of Bayfield, Wisconsin. Data from the Wisconsin State Climatology Office, assembled by the Midwestern Regional Climate Center.

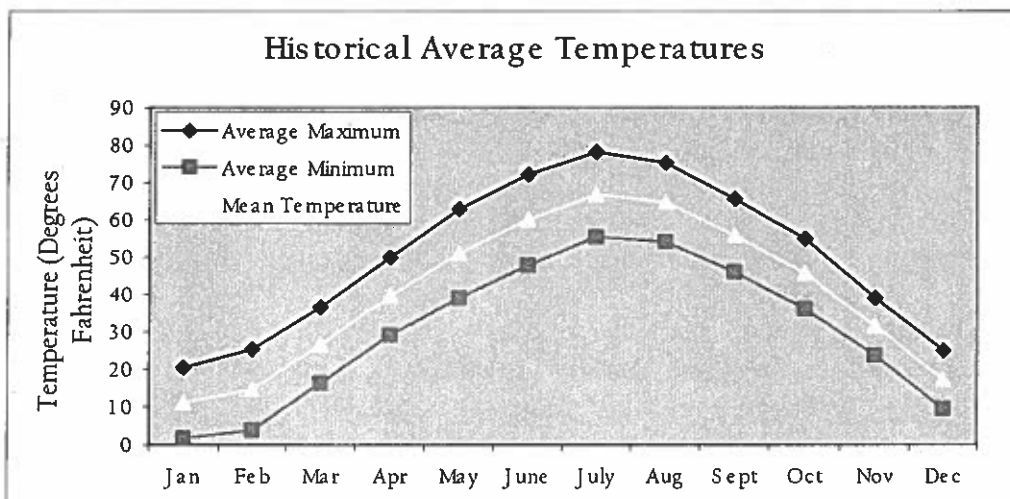


Table A-1. Annual and monthly distribution of precipitation in inches from 1961-1990 for the City of Bayfield, Wisconsin. Data from the Wisconsin State Climatology Office, assembled by the Midwestern Regional Climate Center.

	Mean Total Precipitation	High Total Precipitation	Year	Low Total Precipitation	Year
Jan	1.56	3.57	1975	0.10	1901
Feb	0.86	3.12	1939	0.00	1897
Mar	2.20	8.00	1965	0.00	1900
Apr	2.14	5.51	1994	0.05	1901
May	3.31	9.24	1953	0.43	1948
June	3.49	7.34	1946	1.09	1961
July	3.48	11.53	1942	0.40	1898
Aug	4.20	11.25	1972	0.65	1910
Sept	4.08	9.03	1985	0.37	1939
Oct	2.88	5.94	1995	0.20	1952
Nov	2.30	8.12	1991	0.00	1912
Dec	1.82	3.66	1968	0.00	1912
Annual	32.32	46.01	1991	14.85	1898

Global climate change (often referred to as “Global Warming”) can potentially have very severe effects on the Lake Superior region. Lake levels may drop between 2-4 feet, and the boreal forest ecosystems that define the region’s character will no longer be able to survive here. Most high-order species are not able to move rapidly enough to find suitable climates and will be compromised, while diseases will move very rapidly to their new ranges faster than organisms (including humans) can develop immunity to them. The bulk of the change in climate is caused by human emissions into the atmosphere, such as carbon dioxide, methane, and sulfur dioxide. Many of the processes in climate change are self-reinforcing, accelerating the rate of change – for instance the local loss of forests (due to an increasingly unsuitable climate) will contribute to climate change because the forest will no longer fix carbon dioxide, but will release it as the organisms decay. Actions must be taken on local and international levels to stop contributing to greenhouse gas emissions.



#### CITIES FOR CLIMATE PROTECTION

*Local governments play a key role in reducing greenhouse gases because they directly influence and control many of the activities that produce these emissions. Decisions about land use and development, investments in public transit, energy-efficient building codes, waste reduction and recycling programs all affect local air quality and living standards as well as the global climate. The Cities for Climate Protection Campaign is an opportunity for cities and counties to take practical steps which reduce greenhouse gas emissions and generate multiple benefits for their communities.*

*The International Council for Local Environmental Initiatives (ICLEI)'s Cities for Climate Protection Campaign offers technical assistance, training, publications and marketing tools to support the implementation of programs and policies which improve energy efficiency and result in greenhouse gas emissions reductions in all sectors: buildings, manufacturing and industrial facilities, municipal fleets, waste management, land-use planning, renewable energy applications, and transportation, and local government operations.*

*The benefits of local governmental action to prevent climate change include:*

- *Community Livability*  
*Actions that reduce greenhouse gas emissions -such as promoting alternatives to single passenger auto trips- also reduce traffic congestion and air pollution.*
- *Financial Savings*  
*Increasing energy efficiency and reducing fossil fuel use not only reduce greenhouse gas emissions but also save the local government, residents and businesses money by cutting the cost of utility and fuel bills.*
- *Local jobs and investments*  
*Demand for energy efficient products and services, and new or alternative technologies creates jobs and boosts the local economy.*

*-ICLEI website: [http://www.iclei.org/us/US\\_ccp.html](http://www.iclei.org/us/US_ccp.html)*

## Topography

The City of Bayfield is situated on the Bayfield Peninsula, the northernmost part of the Wisconsin mainland. The peninsula extends into Lake Superior, the largest freshwater lake in the world, and helps to form the Chequamegon Bay on its eastern side. Red clay plains lay along the lakeshore, while a large interlobate glacial moraine creates the 10- to 15- mile-wide Bayfield Ridge down the center of the peninsula. This ridge provides the backdrop for the City of Bayfield and from which one is afforded astounding scenic views of Lake Superior. Despite Bayfield's relatively small size (roughly one square mile) its elevation changes from 602 feet above sea level (Lake Superior's water level) to 1100 feet quite rapidly within City limits. Bayfield sits upon a very thick bed of Precambrian sandstone, covered by a thick layer (around 125 feet) of glacial deposits of silt, sands, gravel, boulders and red lacustrine clay. These deposits are the parent materials of the surface soils in the area.<sup>1</sup> [See Topographic Contours map at the end of this element]

Looking toward Lake Superior from Bayfield, one sees the Apostle Islands, nearby geological features that help shape the character of Bayfield. Geologically, these islands are sandstone bedrock knobs. The Islands are popular destinations for tourists, residents, and water recreation enthusiasts, and, like the Lake, the subject of poetry and lore, song and art.





## Soils

Soil is the foundation of life. Along with water, it allows vegetation to grow, and thus the Earth's creatures may eat, breathe, and survive otherwise harsh climates. We may walk on it or build upon it, but we should never forget its fundamental importance to our daily lives.

Much of the soil within the City is considered fragile or otherwise not suited for most types of development. Of primary concern to the community is the undeveloped 120-acre area of the "Big Ravine." The soils in this area are sandy, with several areas of steep slopes. Two soil series make up the majority of this area: the Sultz sand series and the Kellogg loamy fine sand series. Sultz are well-drained sandy soils that are not highly erodible. Kellogg soils are moderately well drained, sandy over clayey soils that are potentially highly erodible in areas with 6-15% slopes. The soils along the ravines are highly erodible, classified as Udorthents (stratified loamy and sandy soils with 20-60% slopes). Outside the city limits, the soils at the source of the watershed are loamy, hydric, more fertile, and potentially highly erodible.<sup>2</sup> Development activities that occur in this area have the potential to negatively affect Bayfield downstream by increasing the sediment load carried by the stream. The City and the Town of Bayfield would be wise to work together to protect lands with fragile soils.

Nearly all soil types in this area are suited for woodland wildlife habitat, for species such as ruffed grouse, woodcock, thrushes, woodpeckers, squirrels, grey fox, raccoon, deer and bear. The vegetative types that support this habitat and are particularly suited for these soil types are wild herbaceous plants (including plants such as bluestem, goldenrod, beggarweed, wheatgrass, and gramma), hardwood trees (oak, poplar, cherry, apple, hawthorn, dogwood, hickory, blackberry, and blueberry), and coniferous plants (pine, spruce, fir, cedar, and juniper).<sup>3</sup> The preservation and restoration of appropriate vegetation plays a crucial role in preventing rapid erosion, which is a major concern in several areas of the City. [See Soil Fragility map at the end of this element]

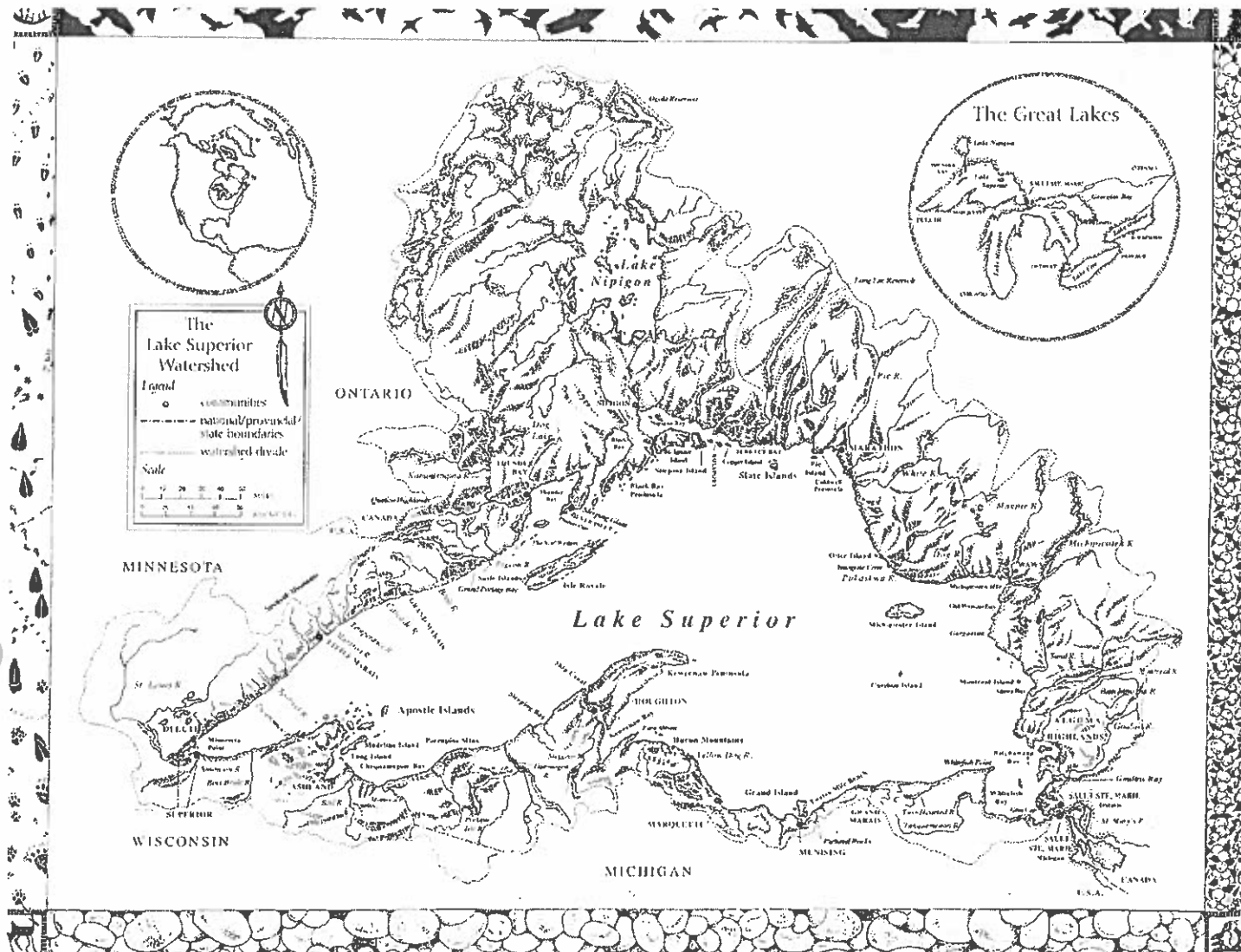
Development options in this area are limited by the soil types that are present. Most areas have severe limitations for recreational development that would include campgrounds, playgrounds, or paths and trails, although paths and trails would be appropriate on the Kellogg soil series. The Kellogg and Sultz soil series could support dwellings (although no basements could be placed in dwellings created in the Kellogg series), small commercial buildings, or local roads and streets. Sultz series that have greater than a 6% slope provide increasing limitations for building development, and buildings should not be placed on Sultz soils with greater than a 15% slope. The soil series that occur within this area are not suitable for sanitary facilities such as septic tank absorption fields, sewage lagoon areas, or landfills.

## Water

The City of Bayfield thrives in the Lake Superior watershed (see depiction of watershed below) and activities throughout the community revolve around the Lake. Lake Superior is the largest and cleanest freshwater lake in the world, holding fully ten percent of the



world's freshwater. Although the Lake is very clean, it is still threatened by pollution, and the City of Bayfield as a community on the Lake has a responsibility to maintain the health of its lifeblood.



©Gary & Joanie McGuffin- From their book *Superior, Journeys on an Inland Sea*.

Persistent toxics such as mercury, PCB's, and dioxin can destroy aquatic ecosystems and accumulate in fish. The Lake Superior Binational Program has identified nine critical pollutants to be virtually eliminated from the Lake Superior watershed due to the danger they present. The list of critical pollutants and their sources is shown in Table A-2. Pollution arrives in the Lake Superior watershed as a result of airborne pollution, local energy production, waste materials, industrial byproducts and the products we use. These pollutants harm humans who consume fish, and a city that prides itself on its fishing heritage should do its part to ensure that fish are still a healthy food source by preventing mercury pollution and other persistent toxic pollution as a result of activities within the City.



Table A-2. Critical Pollutants in the Lake Superior watershed, as identified by the Lake Superior Binational Program. *Lake Superior Lakewide Management Plan (LaMP) 2000: Summary Edition.*

Pollutant	Primary Sources
Mercury	Ore processing, coal-fired electric generation, purposeful use in products
PCBs (Polychlorinated Biphenyls)	Electrical equipment
Aldrin/Dieldrin	Pesticide
Chlordane	Pesticide
DDT/DDE	Pesticide
Toxaphene	Pesticide
Dioxin	Byproduct of incineration, fuel combustion, metal smelting, petroleum refining
HCB (hexachlorobenzene)	Likely a byproduct of industrial processes similar to dioxin
OCS (octachlorostyrene)	Likely a byproduct of industrial processes similar to dioxin

Erosion and runoff can also negatively affect the quality of Lake Superior's water. Although erosion occurs naturally, it can be accelerated by human activities that direct too much water toward too few drainage systems, destroying vegetation along steep slopes, and not providing enough areas of well-drained soil and/or wetlands into which water can seep. Erosion causes turbidity in water, which limits the oxygen available to aquatic life and renders water undrinkable by humans. Runoff is a concern because it carries pollution from streets and other impermeable surfaces as well as chemicals from lawn pesticides and fertilizers directly into the water supply. These pollutants can destroy key members of ecosystems, cause overabundant algae blooms, and introduce poisons into our own bodies.

There are numerous ephemeral streams that occur within the City of Bayfield. The two main watercourses remain unnamed and create the two major ravines within the City. The streams are intermittent, generally flowing during times of spring snowmelt and heavy rains. We do know that erosion is a main concern within these watercourses and development plans must respect this fact.

The quality of groundwater in the City of Bayfield is good. The City's drinking water is supplied by groundwater, and is tested continuously for microbiological, inorganic, and radioactive contaminants by the City of Bayfield Waterworks. The Annual Water Quality Report for the year 2000 reports Bayfield's groundwater to be well below Maximum Contaminant Levels on all counts. Detailed water quality information can be obtained through the City Public Works Department.



FEMA, the Federal Emergency Management Agency has designated an area along Bayfield's lakeshore as well as the two big ravines as areas of 100-year flood base – they would be expected to flood about once a century. One must always be prepared for a flood however, as Bayfield experienced two very damaging 100-year storm events during the 1940s. Detailed flood elevation studies have not been conducted for Bayfield, so individuals who wish to build within the floodplain must procure this information for the land being considered for development.

## Air

Bayfield County enjoys some of the cleanest air in the United States, according to the Environmental Defense Scorecard ([www.scorecard.org](http://www.scorecard.org)). While the presence of hazardous air pollutants (such as those that cause cancer or birth defects) is low compared to the rest of the country, Bayfield County ranks closer to average on several criteria air pollutants (those that cause smog, soot, and breathing difficulties) including carbon monoxide, volatile organic compounds, and nitrogen oxides. Although the local air quality is superb due to low population, air does not remain within political boundaries. The Bayfield community should be conscious of its contribution to global air pollution by examining the pollution impacts that the City's electric production, heating, cooling, and transportation have on the natural resources and the life-sustaining characteristics they supply.

## Habitat and Species

Residents and visitors of Bayfield repeatedly cite open spaces and the opportunity to interact with wildlife as integral to their quality of life. Humans are not alone on this planet, and we ought to be good neighbors to the land we share with many plant and animal species.

The following description of Lake Superior habitats is taken from "Important Habitat Conditions in the Lake Superior Basin", published in April 2000 by the Lake Superior Binational Program.

*Habitat is the natural home of an animal or plant. When habitat is healthy and diverse it is most likely that the species that live there will also have healthy populations. Habitat in the Lake Superior Basin supports high quality, diverse plant and animal communities and remains in good shape despite past modifications and current stresses. However, stresses such as forest fragmentation and chemical contaminants are having great effect on some species and, combined with the introduction of non-native species, substantial changes in the species that make up some natural communities have taken place.*

*The Lake Superior Basin contains a wide variety of habitat types including aquatic, terrestrial, islands, shorelines, wetland, and inland lakes.*

*Island habitats contribute significantly to the biodiversity of the Basin and have been identified as a special ecological community type. Lake Superior is a very cold lake with few nutrients. The often harsh microclimates of its exposed shoreline sometimes creates conditions suitable for populations of plants*



normally found only in arctic or alpine regions. Fortunately, many of the islands in Lake Superior enjoy protected area status.

Lake Superior shorelines provide a wide range of habitat that is substantially different from adjacent inland areas. Distinctive physical structures such as sand spits, bluffs, cobble beaches, cliffs, mud flats, sand beaches, and low banks offer unique environments for a variety of plant and animal species. Shoreline habitat also plays a critical role for migrating wildlife and shorebirds. Unfortunately, human influences and manmade structures also tend to concentrate in or near shoreline habitat features used by wildlife.

Wetlands often form the link between the mainland and Lake Superior. They provide habitat for fish and wildlife, protect shoreline areas from erosion, buffer runoff following storm peaks and contribute to the diversity of habitat types in the Basin. Coastal wetlands make up 10% of the Lake Superior shore, mostly associated with protected bays, estuaries and barrier beach lagoons. The stretch of shoreline from Duluth to Marble Point, Wisconsin has perhaps the most abundant and richest coastal wetlands on Lake Superior.

Almost 7000 inland lakes dot the Lake Superior watershed. They form an important link in the hydrological cycle. They also contribute to the diversity of aquatic habitats in the Basin. Despite degradation by mine effluent, tailings and other contaminants, altered water levels due to damming, impacts of logging and road construction, the status of habitat in inland lakes is generally very good.

There are several areas within the City of Bayfield that are considered appropriate as conservancy areas, including the two main ravines and along portions of the lakeshore. [See Proposed Land Use map at the end of the Land Use element] These areas provide crucial habitat for many species of plants, insects, birds, and mammals. It is crucial that these areas remain available as wildlife corridors without contributing to habitat fragmentation that causes species to disappear from the landscape. Preserving the integrity of these ravines is also important for the prevention of soil erosion, flooding and maintenance of water quality.

Also of concern is the diversity of species of plants and trees and their age within the conservancy areas. Currently the ravines are dominated by black willows of uniform age, a situation that prevents native species from thriving and encourages the proliferation of exotic species.

In April of 2001, Bayfield was named as a Tree City USA by the National Arbor Day Foundation. To become a Tree City USA, a community must institute a tree board or department, a tree care ordinance, a comprehensive community forestry program, and an Arbor Day observance. In the words of John Rosenow, president of



the National Arbor Day Foundation, "Tree City USA is a recognized standard of an effective community forestry program, and the basis of such a program is a commitment to ongoing improvement and renewal."

The Bayfield area is home to hundreds of species of animals and plants. The Apostle Islands National Lakeshore has compiled lists of the mammals, birds, fish, and flora that can be found in the National Park that neighbors Bayfield as well as the surrounding mainland area. The mammal, bird, and fish species lists can be found below. The flora list, containing the 803 species found in the Park, can be obtained through the National Park Service at <http://www.nps.gov/apis/flora.htm>.

Table A-3. List of species of mammals, birds, and fish found in the area of the Apostle Islands National Lakeshore. National Park Service data.

Mammals

Black Bear	Snowshoe Hare	Muskrat
Raccoon	Eastern Cottontail	House Mouse
Pine Marten	Eastern Chipmunk	Thirteen-lined Ground Squirrel
Fisher	Least Chipmunk	Porcupine
Short-tailed Weasel	Eastern Gray Squirrel	White-tailed Deer
Long-tailed Weasel	Red Squirrel	Masked Shrew
Mink	Northern Flying Squirrel	Short-tailed Shrew
River Otter	Woodchuck	Star-nosed Mole
Striped Skunk	Beaver	Little brown Myotis
Coyote	Woodland Deer Mouse	Big Brown Bat
Red Fox	Red-backed Vole	Hoary Bat
Bobcat	Meadow Vole	

Birds

Common Loon	Solitary Sandpiper	Cedar Waxwing
Red-throated Loon	Buff-breasted Sandpiper	European Starling
Horned Grebe	Wilson's Phalarope	Yellow-throated Vireo
Red-necked Grebe	Herring Gull	Warbling Vireo
Pied-billed Grebe	Ring-billed Gull	Red-eyed Vireo
Double-Crested Cormorant	Bonaparte's Gull	Philadelphia Vireo
Great Blue Heron	Black Tern	Solitary Vireo
American Bittern	Caspian Tern	Black-throated Blue Warbler
Green-backed Heron	Forster's Tern	Bay-breasted Warbler
Least Bittern	Common Tern	Yellow-rumped Warbler
Black-crowned Night-Heron	Rock Dove	Blackburnian Warbler
Wood Duck	Mourning Dove	Magnolia Warbler
Northern Pintail	Yellow-billed Cuckoo	Palm Warbler
American Wigeon	Black-billed Cuckoo	Chestnut-sided Warbler
Northern Shoveler	Northern Saw-whet Owl	Yellow-Warbler
Green-winged Teal	Long-eared Owl	Pine Warbler
Blue-winged Teal	Great Horned Owl	Blackpoll Warbler
Mallard	Snowy Owl	Cape May Warbler
American Black Duck	Barred Owl	Black-throated Green Warbler
Gadwall	Whip-poor-will	Common Yellowthroat
Lesser Scaup	Common Nighthawk	Black-and-white Warbler
Redhead	Chimney Swift	Connecticut Warbler
Ring-necked Duck	Ruby-throated Hummingbird	Mourning Warbler



Greater Scaup	Belted Kingfisher	Northern Parula
Canada Goose	Northern Flicker	Ovenbird
Bufflehead	Pileated Woodpecker	Northern Waterthrush
Common Goldeneye	Red-headed Woodpecker	American Redstart
Snow Goose	Black-backed Woodpecker	Orange-crowned Warbler
Oldsquaw	Downy Woodpecker	Golden-winged Warbler
Tundra Swan	Hairy Woodpecker	Tennessee Warbler
Hooded Merganser	Yellow-bellied Sapsucker	Nashville Warbler
Common Merganser	Olive-sided Flycatcher	Canada Warbler
Red-Breasted Merganser	Eastern Wood-Pewee	Wilson's Warbler
Turkey Vulture	Alder Flycatcher	Scarlet Tanager
Osprey	Yellow-bellied Flycatcher	Indigo Bunting
Cooper's Hawk	Least Flycatcher	Rose-breasted Grosbeak
Northern Goshawk	Eastern Phoebe	Henslow's Sparrow
Sharp-shinned Hawk	Great Crested Flycatcher	Le Conte's Sparrow
Red-tailed Hawk	Eastern Kingbird	Grasshopper Sparrow
Rough-legged Hawk	Western Kingbird	Lapland Longspur
Red-shouldered Hawk	Horned Lark	Chestnut-collared Longspur
Broad-winged Hawk	Cliff Swallow	Dark-eyed Junco
Northern Harrier	Barn Swallow	Swamp Sparrow
Bald Eagle	Purple Martin	Song Sparrow
Merlin	Bank Swallow	Savannah Sparrow
Peregrine Falcon	Northern Rough-winged	Fox Sparrow
American Kestrel	Swallow	Roufous-sided Towhee
Ruffed Grouse	Tree Swallow	Snow Bunting
American Coot	American Crow	Vesper Sparrow
Sora	Common Raven	American Tree Sparrow
Virginia Rail	Blue Jay	Chipping Sparrow
Sandhill Crane	Gray Jay	Field Sparrow
Piping Plover	Black-capped Chickadee	White-throated Sparrow
Semipalmated Plover	Red-breasted Nuthatch	Harris' Sparrow
Killdeer	White-breasted Nuthatch	Red-winged Blackbird
Lesser Golden-Plover	Brown Creeper	Bobolink
Black-bellied Plover	Marsh Wren	Rusty Blackbird
Spotted Sandpiper	Sedge Wren	Brewer's Blackbird
Ruddy Turnstone	House Wren	Baltimore Oriole
Sanderling	Winter Wren	Brown-headed Cowbird
Dunlin	Ruby-crowned Kinglet	Common Grackle
Baird's Sandpiper	Golden-crowned Kinglet	Eastern Meadowlark
Red Knot	Veery	Western Meadowlark
Least Sandpiper	Hermit Thrush	Yellow-headed Blackbird
Semipalmated Sandpiper	Gray-cheeked Thrush	Common Redpoll
Willet	Swainson's Thrush	Pine Siskin
Common Snipe	Wood Thrush	American Goldfinch
Long-billed Dowitcher	Eastern Bluebird	Purple Finch
Hudsonian Godwit	American Robin	Evening Grosbeak
Whimbrel	Gray Catbird	Red Crossbill
American Woodcock	Northern Mockingbird	White-winged Crossbill
Lesser Yellowlegs	Brown Thrasher	Pine Grosbeak
Greater Yellowlegs	American Pipit	House Sparrow



Fish

Lake Sturgeon	Smallmouth Bass	<u>Exotic Species</u>
Brook Trout (includes coasters)	Rock Bass	Rainbow Trout
Lake Trout (lean and siscowet)	Ninespine Stickleback	Coho Salmon
Lake Whitefish	Brook Stickleback	Brown Trout
Lake Herring	Trout-perch	Smelt
Bloater	Johnny Darter	Sea Lamprey
Kiyi	Slimy Sculpin	Alewife
Shortjaw Cisco	Mottled Sculpin	Eurasian Ruffe
Round Whitefish	Spoonhead Sculpin	Carp
Pygmy Whitefish	Deepwater Sculpin	
Northern Pike	Logperch	
Burbot	Emerald Shiner	
Longnose Sucker	Spottail Shiner	
White Sucker	Lake Chub	
Walleye	Longnose Dace	
Yellow Perch	Black Bullhead	

The State of Wisconsin has listed a number of plant and animal species as endangered or threatened (See Table A-4 for those occurring within Bayfield County. According to Wisconsin State Statute 29.604 and Administrative Rule NR27, it is illegal to take transport, possess, process or sell any wild animal or plant on the Wisconsin Endangered and Threatened Species List without a special permit. Endangered species are those whose continued existence in Wisconsin is in jeopardy. Threatened species are those who appear likely, within the foreseeable future, to become endangered. Species of Special Concern are those species for which some problem of abundance or distribution is suspected but not yet proven. Species diversity is what keeps ecosystems healthy, so special care should be paid to these species if their habitats should become threatened by development.

Table A-4. Endangered and Threatened Species in Bayfield County, Wisconsin. Wisconsin State Department of Natural Resources. \* indicates Candidate for Federal listing; \*\* indicates Federally Endangered or Threatened.

PLANTS		
Common Name	Species Name	Wisconsin Status <sup>1</sup>
Adder's-Tongue	<i>Ophioglossum vulgatum var pseudopodium</i>	Special Concern
Algae-Like Pondweed	<i>Potamogeton confervoides</i>	Threatened*
Alpine Milk Vetch	<i>Astragalus alpinus</i>	Endangered
Arrow-Leaved Sweet-Coltsfoot	<i>Petasites sagittatus</i>	Threatened
Assiniboine Sedge	<i>Carex assiniboinensis</i>	Special Concern
Auricled Twayblade	<i>Listera auriculata</i>	Endangered
Autumnal Water-Starwort	<i>Callitriche hermaphroditica</i>	Special Concern
Bird's-Eye Primrose	<i>Primula mistassinica</i>	Special Concern
Braun's Holly Fern	<i>Polystichum braunii</i>	Threatened
Broad-Leaved Twayblade	<i>Listera convallarioides</i>	Threatened
Brown Beakrush	<i>Rhynchospora fusca</i>	Special Concern
Chilean Sweet Cicely	<i>Osmorhiza chilensis</i>	Special Concern
Climbing Fumitory	<i>Adlumia fungosa</i>	Special Concern
Common Bog Arrow-Grass	<i>Triglochin maritimum</i>	Special Concern
Crinkled Hairgrass	<i>Deschampsia flexuosa</i>	Special Concern





Downy Willow-Herb	<i>Epilobium strictum</i>	Special Concern
Dwarf Huckleberry	<i>Vaccinium cespitosum</i>	Endangered
English Sundew	<i>Drosera anglica</i>	Threatened
Fairy Slipper	<i>Calypso bulbosa</i>	Threatened
Farwell's Water-Milfoil	<i>Myriophyllum farwellii</i>	Special Concern
Fassett's Locoweed	<i>Oxytropis campestris var chartacea</i>	Endangered**
Fir Clubmoss	<i>Lycopodium selago</i>	Special Concern
Flodman Thistle	<i>Cirsium flodmanii</i>	Special Concern
Fly Honeysuckle	<i>Lonicera involucrata</i>	Special Concern
Fragrant Fern	<i>Dryopteris fragrans var remotiuscula</i>	Special Concern
Hair-Like Sedge	<i>Carex capillaris</i>	Special Concern
Hooker Orchis	<i>Platanthera hookeri</i>	Special Concern
Lake-Cress	<i>Armoracia lacustris</i>	Endangered*
Large-Flowered Ground-Cherry	<i>Leucophysalis grandiflora</i>	Special Concern
Large Roundleaf Orchid	<i>Platanthera orbiculata</i>	Special Concern
Leafy White Orchis	<i>Platanthera dilatata</i>	Special Concern
Lesser Wintergreen	<i>Pyrola minor</i>	Endangered
Limestone Oak Fern	<i>Gymnocarpium robertianum</i>	Special Concern
Livid Sedge	<i>Carex livida var radicaulis</i>	Special Concern
Marsh Grass-Of-Parnassus	<i>Parnassia palustris</i>	Special Concern
Marsh Ragwort	<i>Senecio congestus</i>	Special Concern
Marsh Horsetail	<i>Equisetum palustre</i>	Special Concern
Marsh Willow-Herb	<i>Epilobium palustre</i>	Special Concern
Michaux Sedge	<i>Carex michauxiana</i>	Threatened
Mingan's Moonwort	<i>Botrychium minganense</i>	Special Concern
Mountain Cranberry	<i>Vaccinium vitis-idaea ssp minus</i>	Endangered
Narrow False Oats	<i>Trisetum spicatum</i>	Threatened
Northern Black Currant	<i>Ribes hudsonianum</i>	Special Concern
Northern Oak Fern	<i>Gymnocarpium jessoenese</i>	Special Concern
One-Flowered Broomrape	<i>Orobanche uniflora</i>	Special Concern
Pale Sedge	<i>Carex pallescens var neogaea</i>	Special Concern
Prickly Hornwort	<i>Ceratophyllum echinatum</i>	Special Concern
Purple Clematis	<i>Clematis occidentalis</i>	Special Concern
Robbins Spikerush	<i>Eleocharis robbinsii</i>	Special Concern
Rugulose Grape-Fern	<i>Botrychium rugulosum</i>	Special Concern
Russet Cotton-Grass	<i>Eriophorum chamissonis</i>	Special Concern
Schweinitz's Sedge	<i>Carex schweinitzii</i>	Special Concern*
Showy Lady's Slipper	<i>Cypripedium reginae</i>	Special Concern
Shore Sedge	<i>Carex lenticularis</i>	Threatened
Slender Bog Arrow-Grass	<i>Triglochin palustre</i>	Special Concern
Slenderleaf Sundew	<i>Drosera linearis</i>	Threatened
Slim-Stem Small-Reedgrass	<i>Calamagrostis stricta ssp inexpansa</i>	Special Concern
Small Yellow Water Crowfoot	<i>Ranunculus gmelinii var hookeri</i>	Endangered
Sparse-Flowered Sedge	<i>Carex tenuiflora</i>	Special Concern
Spreading Woodfern	<i>Dryopteris expansa</i>	Special Concern
Swamp-Pink	<i>Arethusa bulbosa</i>	Special Concern
Torrey's Bulrush	<i>Scirpus torreyi</i>	Special Concern
Tufted Hairgrass	<i>Deschampsia cespitosa</i>	Special Concern
Variiegated Horsetail	<i>Equisetum variegatum</i>	Special Concern
Vasey Rush	<i>Juncus vaseyi</i>	Special Concern
Vasey's Pondweed	<i>Potamogeton vaseyi</i>	Special Concern
White Mandarin	<i>Stretopus amplexifolius</i>	Special Concern
Wild Licorice	<i>Glycyrrhiza lepidota</i>	Special Concern
Yellow Evening Primrose	<i>Calylophus serrulatus</i>	Special Concern



ANIMALS			
Common Name	Species Name	Wisconsin Status <sup>1</sup>	Taxa
A Predaceous Diving Beetle	<i>Hydroporus pseudovilis</i>	Special Concern	Beetle
A Predaceous Diving Beetle	<i>Ilybius subaeneus</i>	Special Concern	Beetle
A Predaceous Diving Beetle	<i>Oreodytes scitulus</i>	Special Concern	Beetle
American Bittern	<i>Botaurus lentiginosus</i>	Special Concern	Bird
American Peregrine Falcon	<i>Falco peregrinus anatum</i>	Endangered**	Bird
Bald Eagle	<i>Haliaeetus leucocephalus</i>	Special Concern**	Bird
Boreal Chickadee	<i>Parus hudsonicus</i>	Special Concern	Bird
Cape May Warbler	<i>Dendroica tigrina</i>	Special Concern	Bird
Common Tern	<i>Sterna hirundo</i>	Endangered*	Bird
Connecticut Warbler	<i>Oporornis agilis</i>	Special Concern	Bird
Evening Grosbeak	<i>Coccothraustes vespertinus</i>	Special Concern	Bird
Gray Jay	<i>Perisoreus canadensis</i>	Special Concern	Bird
Merlin	<i>Falco columbarius</i>	Special Concern	Bird
Northern Goshawk	<i>Accipiter gentilis</i>	Special Concern	Bird
Osprey	<i>Pandion haliaetus</i>	Threatened	Bird
Red-Breasted Merganser	<i>Mergus serrator</i>	Special Concern	Bird
Red-Shouldered Hawk	<i>Buteo lineatus</i>	Threatened	Bird
Swainson's Thrush	<i>Catharus ustulatus</i>	Special Concern	Bird
Tennessee Warbler	<i>Vermivora peregrina</i>	Special Concern	Bird
Yellow-Bellied Flycatcher	<i>Empidonax flaviventris</i>	Special Concern	Bird
Yellow Rail	<i>Coturnicops noveboracensis</i>	Threatened	Bird
Bog Copper	<i>Lycaena epixanthe</i>	Special Concern	Butterfly
Bog Fritillary	<i>Boloria eunomia</i>	Special Concern	Butterfly
Brown Arctic	<i>Oeneis chryxus</i>	Special Concern	Butterfly
Dorcas Copper	<i>Lycaena dorcas</i>	Special Concern	Butterfly
Great Copper	<i>Lycaena xanthoides</i>	Special Concern	Butterfly
Jutta Arctic	<i>Oeneis jutta ascerta</i>	Special Concern	Butterfly
Laurentian Skipper	<i>Hesperia comma</i>	Special Concern	Butterfly
Tawny Crescent Spot	<i>Phyciodes batesii</i>	Special Concern*	Butterfly
Arrowhead Spiketail	<i>Cordulegaster obliqua</i>	Special Concern	Dragonfly
Aurora Damsel	<i>Chromagrion conditum</i>	Special Concern	Dragonfly
Black Meadowhawk	<i>Sympetrum danae</i>	Special Concern	Dragonfly
Lake Darner	<i>Aeshna eremita</i>	Special Concern	Dragonfly
Zebra Clubtail	<i>Stylurus scudderi</i>	Special Concern	Dragonfly
American Eel	<i>Anguilla rostrata</i>	Special Concern	Fish
Banded Killifish	<i>Fundulus diaphanus</i>	Special Concern	Fish
Bloater	<i>Coregonus hoyi</i>	Special Concern	Fish
Kiyi	<i>Coregonus kiyi</i>	Special Concern*	Fish
Lake Herring	<i>Coregonus artedii</i>	Special Concern	Fish
Least Darter	<i>Etheostoma microperca</i>	Special Concern	Fish
Pugnose Shiner	<i>Notropis anogenus</i>	Threatened	Fish
Shortjaw Cisco	<i>Coregonus zenithicus</i>	Special Concern*	Fish
An Owllet Moth	<i>Macrohilo bivittata</i>	Special Concern	Moth
Pink Sallow	<i>Psectraglaea carnosa</i>	Special Concern	Moth
Eastern Elliptio	<i>Elliptio complanata</i>	Special Concern	Mussel
Elktoe	<i>Alasmodonta marginata</i>	Special Concern*	Mussel
Round Pigtoe	<i>Pleurobema sintoxia</i>	Special Concern	Mussel
Four-Toed Salamander	<i>Hemidactylium scutatum</i>	Special Concern	Salamander
Wood Turtle	<i>Clemmys insculpta</i>	Threatened	Turtle



<p><b>Natural Communities</b>                  Important examples of the following natural community types have been found in this county. Although communities are not legally protected, they are critical components of Wisconsin's biodiversity and may provide the habitat for rare, threatened and endangered species.</p>		
Alder Thicket Black Spruce Swamp Boreal Forest Coastal Fen Emergent Aquatic Floodplain Forest Great Lakes Beach Hardwood Swamp Lake--Deep, Soft, Seepage Lake--Deep, Very Soft, Seepage Lake Dune	Lake--Shallow, Soft, Drainage Lake--Shallow, Soft, Seepage Lake--Soft Bog Migratory Bird Concentration Site Moist Cliff Northern Dry Forest Northern Dry-Mesic Forest Northern Mesic Forest Northern Sedge Meadow Northern Wet Forest Northern Wet-Mesic Forest	Open Bog Pine Barrens Poor Fen Shrub-Carr Southern Sedge Meadow Spring Pond Springs And Spring Runs, Soft Stream--Fast, Hard, Cold Submergent Aquatic Tamarack Swamp

## Parks

Regionally, the City of Bayfield surrounded by a wealth of parks. The Apostle Islands National Lakeshore showcases breathtaking sandstone sea caves and rock formations throughout the scenic archipelago known as the Apostle Islands. The national lakeshore includes 21 islands and 12 miles of mainland Lake Superior shoreline, featuring pristine stretches of sand beach, spectacular sea caves, remnant old-growth forests, resident bald eagles and black bears, and the largest collection of lighthouses anywhere in the National Park System. The Apostle Islands National Lakeshore headquarters is located within the City of Bayfield in the old Bayfield County Courthouse, an historic Apostle Islands brownstone structure that is a key piece of Bayfield's architectural heritage.

Surrounding Bayfield County boasts 240,000 acres of the Chequamegon National Forest as well as 167,000 acres of county forestland. The Chequamegon-Nicolet National Forest is located in Wisconsin's Northwoods, covering over a million and a half acres. The Chequamegon side of the forest covers about 858,400 acres in Ashland, Bayfield, Sawyer, Price, Taylor, and Vilas counties while the Nicolet side covers nearly 661,400 acres in Florence, Forest, Langlade, Oconto, Oneida, and Vilas counties. These forests aim to balance preservation of wildlife habitat with a variety of human uses, including recreation and logging.

Many types of recreation are pursued within the City, including sailing, kayaking, skiing, snowshoeing, fishing, walking, hiking, biking, canoeing, ice-skating, swimming, and sports such as soccer and tennis. Within the City there are numerous recreational parks for residents and tourists to experience. [See Parks and Recreation map at the end of this element] Park areas include walking paths, picnic areas, playgrounds, a fishing pier, a skating rink, a swimming beach, nature trails, the Ravine Park, a volleyball court, soccer fields, a ballpark, tennis courts, and a campground just outside the City. More detailed information about specific parks in Bayfield can be found in the Utilities and Community Facilities element as well as in the Outdoor Recreation Plan (Resolution 276) adopted by the City on 17 April, 2001.



## History and Culture

### *Bayfield's Past*

The history of Bayfield is rich and exciting, and is an essential part of understanding local culture. The following historical overview is adapted from the 1969 design study titled "Blueprint for Bayfield." This study was conducted by the Department of Landscape Architecture, University of Wisconsin- Madison.

Before Columbus reached the shores of the New World, the Chequamegon Bay area of Lake Superior had become the home of the members of the Ojibway (Chippewa) tribe. It was probably about 1490 that they arrived at Chequamegon from their home on the Gulf of Saint Lawrence. According to Chippewa legend, the Great White Shell, "Megis", which had given them warmth and light in their home on the Saint Lawrence Gulf, had mysteriously started moving westward some years before, and they followed it until it stopped over Chequamegon in 1490, where it has remained.

After conflicts with existing local tribes, the Ojibway moved to the island known as "Moningwunakauning" (Home of the Golden-Breasted Woodpecker), now Madeline Island, the largest of the Apostle Islands. Here they lived in peace for about 120 years. They built a village on the western end of the island that is thought to have grown to a population of 12,000 or more.

In 1659, the French traders Pierre Esprit Radisson, Medart Chouart, and Sieur des Grosseilliers came to this south shore area to trade with the Native Americans, building the first French fur trading post in Wisconsin on a site near Ashland.



Two years later, in 1661, the first of several Jesuit priests came to the Chequamegon area. Father Rene Menard, a kind and gentle man not really cut out for the rigors of life in the wilderness, lost his life on a mission of mercy soon after arriving in the area. He was followed in 1665 by a more rugged Jesuit, Father Jean Allouez, who spent three years trying to convert the Chippewa to Christianity. Next came Father Jacques Marquette in 1669, who was forced to leave in 1670 because of the hostility of the Chippewa's traditional enemy, the Sioux.

The French traders Daniel Greysolon and Sieur Dulhut (later known as Duluth) spent the winter of 1679-80 in the Chequamegon area, then in the spring of 1680 went on to discover the Brule-St. Croix route to the Mississippi.

In 1765 a trader by the name of Alexander Henry reported the existence of an Indian village on or just north of what is now Bayfield. This village of some 50 lodges was called



Chagawamig or Chagawamigon - both variations of Chequamegon. Henry wrote of the Chagawamig Chippewa as being "a handsome, well-made people." He also wrote about taking white fish and 2,000 trout, often weighing 50 pounds each, from the waters of the bay.

In 1793 Michel Cadotte founded a trading post at the south end of Moningwunakauning. He had married Equaysayway, the daughter of White Crane, a Chippewa chief. She had been given the Christian name "Madeline" at her wedding, and White Crane re-named the island in her honor. Cadotte's post was taken over in 1816 by John Jacob Astor's American Fur Company and moved north to the present village of LaPointe where it remained in operation until 1845, after which the once-bustling fur trading center gradually diminished in size and importance.

In 1854, the Commissioner of Indian Affairs, a Colonel Mannypenny, arrived to negotiate a treaty with the Indians of northern Wisconsin and northeastern Minnesota to establish reservations for them. His negotiations were completed in the summer of 1855, and culminated on September 10 of that year at LaPointe, where 2,000 Chippewa had assembled. The chief who signed the agreement was Na-gon-up. Among the long-range agreements made at the treaties was the setting aside of 194 square miles as the Bad River Reservation, just east of Ashland, and of another 13,642 acres as the Red Cliff Reservation on the extreme northeastern edge of the Bayfield Peninsula.

A strong promoter for white settlement in the area was U.S. Senator H.M. Rice of Minnesota who had selected the site for Bayfield and encouraged his friends and acquaintances from Washington D.C. and other eastern points to buy land in the new town.

Except for the stream of traders and missionaries who had been in the region for varying lengths of time during the previous two hundred years, the first known white settler was Elisha Pike. He came with his wife and two children from Toledo, Ohio in October of 1855. They rented a home in LaPointe until their log house on the mainland was finished. It was located about three miles southwest of what is now Bayfield.



The upper part of Wisconsin was at this time still covered by a solid belt of pine, hemlock, cedar and hardwood that extended for hundreds of miles with only Indian trails running through it. The arrival of the first white settlers on the Bayfield Peninsula signaled the beginning of a new era in the history of northwest Wisconsin - an era in which lumbering reached unprecedented proportions, in which the seemingly endless acres of magnificent tall pines were virtually cleared.



Bayfield held a prominent position in the relatively short-lived lumbering boom in northern Wisconsin. It was on March 24, 1856, that John C. Henley and a party of nine men landed at the site now occupied by Bayfield and build the first log cabin there. Three days later John M. Free arrived, bringing Major McAboy, a civil engineer hired by Senator Rice, and others, to lay out the town that they called Bayfield in honor of Lt. Henry R. T. Bayfield of the British Navy. Lt. Bayfield had made the first comprehensive survey of Lake Superior in 1823-25.

The remainder of 1856 was an eventful time in Bayfield, which the nearby Ojibway called "Oshki Odena" meaning "A New Town". The sounds of axes felling trees and hammers striking nails were common along the rutted dirt streets of the new town during the summer of 1856. John Henley's home, the first frame house in the village, was completed that summer. In September, McCloud's hardware store opened, followed in October by Vaughn's provision store. Also in October, Bayfield's first post office went into operation, with Joseph McCloud as postmaster. A dock was built that year and the first steam sawmill was erected.

The flat southern part of the City next to the lake was to be dominated by sawmills in the years that followed. By 1881 R.D. Pike's mill could handle 40,000 feet per day or

4,500,000 feet per season. On a still day the lake near Bayfield became in effect a giant sawdust field.



In 1871 N. and F. Boutin came to Bayfield from Two Rivers and went into the commercial fishing business. They caught whitefish and lake trout abundantly in gill nets, trap nets, and seines. Within 10 years, the Boutin brothers were employing 150 people. In 1881 the Bayfield fishing industry brought in a quarter of a million dollars.

Early in its history, Bayfield became a major port for shipping the reddish-brown sandstone of the area to New York and other eastern population centers. It was used in building many of the fashionable "brownstone" houses along Fifth Avenue during the last half of the nineteenth century.

Perhaps the best portrayal of Bayfield in the 1870s than that found in the first edition of *The Bayfield Press*, dated Thursday, October 13, 1870:

'The harbor of Bayfield is formed by Islands, which shelter it from the winds in every direction. It is magnificent in its surroundings, and perfect in all its details...The town site of the Harbor City, Bayfield, is most beautifully located, rising gradually from the water's edge until its upper bench overlooks the bay and its islands, with La Pointe and its ancient church in front, Ashland Bay to the South, Red Cliff, the Chippewa Agency,



and numerous islands to the North. The view is one that once seen is seldom forgotten. It is surpassingly lovely.'



'The village of Bayfield is well built, the houses neat and painted white, and its streets lined with rows of maples, elms, and other shade trees. Its sidewalks are kept in good repair and the whole place has a neat and substantial look. The town contains some fine residences, among the best of which are those of Gen. C. E. Webb, Capt. Sam S. Vaughn, Capt. Wm. Mower, and Hon. Asaph Whittlesey. There are many beautiful cottages that show their owners to be persons of culture and taste. The public buildings consist of a large Catholic Church, a Presbyterian Church, and a School House. Father Chebul, an educated and accomplished gentleman, has charge of the Catholic Mission and preaches every Sabbath in Chippewa, English, and French. Many of the homes are surrounded with gardens where in almost every instance fountains play, sending up their silvery spray to glisten in the sunlight, and

making music, such as can only be found among the glens and cascades of the forests. A system of water works supplies almost every house in town with pure spring water. The unimproved portion of the town is covered with a mixed growth of hardwood, pine, spruce, and balsam. The soil is sandy loam, rich, and produces well....'

There were many tourists in those early days, and the population was booming as well. By 1886, Bayfield had grown to a population of 1,500 people and by 1904 its population was 2,000 people.

By 1920 the end of the lumber boom was in sight. The seemingly endless supplies of pine and hemlock were nearly depleted. The demand for red sandstone had faded. Fishing continued to provide a livelihood for a number of families, but this leveled off after 1920, too.

In the early 1950's the invasion of the trout-destroying sea lamprey into Lake Superior was a near fatal blow to commercial fishing in Bayfield.

Agricultural enterprises were encouraged in the 1920's and early 1930's in the cutover lands surrounding Bayfield. But the soil and climate were not suited to most of the crops that were tried, and numerous deserted farmsteads tell a silent story of the years of discouragement for the farmers who came to the area with great expectations. One agricultural pursuit, at least, was successful- that of growing berries and orchard fruits, especially apples. Bayfield's apple festival each autumn is a highlight of the year, with a parade, and cider, and fresh-baked doughnuts for everyone.

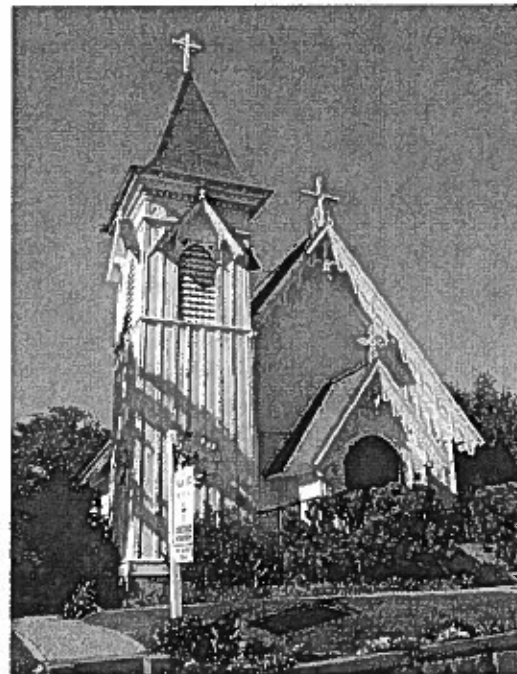


Tourism was declining in Bayfield by 1920. The hotels that had been the centers of social activity in the 1880's and 1890's were gone by 1925. The decline in tourist activity in Bayfield was not the result of any single factor. The war, the Depression, and perhaps a lessening of the intense excitement of the boom years in the City all contributed their share. But as much as anything it was a change in vacation patterns caused by the advent of the automobile that brought the resort hotel era to an end in Bayfield.

The last of a series of annual Indian pageants featuring native songs and dances by Native Americans from the Red Cliff Reservation was held in the mid-1920s. The Badger Clambake Club had held its last big clambake on Madeline Island in September some 30 years earlier.

### *Cultural Identity*

Today Bayfield is working to preserve its heritage in various ways. The Historic Preservation Ordinance is one example: it sets guidelines for preserving the unique architecture in Bayfield. Bayfield also has a designated Historic District. In 1981, the U.S. Park Service recognized a 50-block area to be included in the National Register of Historic Places. Bayfield's architectural identity was created during the boom era of 1880-1910 and is conveyed more through a feeling of this time period than a specific architectural style. Elements of the architectural character are found in the lake view Queen Anne mansions, as well as in modest homes with steep peaked roofs and clapboard siding. The architectural character of Bayfield emerged, in part, from an abundance of local wood and stone, skilled ethnic artisans, and of course, the Lake.



The City of Bayfield has several listings on the National Register of Historic Places within its boundaries. These include the 50-block area of the Bayfield Historic District, the Old Bayfield County Courthouse, the Booth Cooperage, the Christ Episcopal Church, and the Frank Boutin, Jr. House. Other places of cultural and historic significance within the City include the Pavilion, the old Iron Bridge, and the Library.





The people of Bayfield are a mix of ethnicities typical of northern Wisconsin. These include the Ojibway people from the neighboring Red Cliff Band of Lake Superior Chippewa, as well as immigrants primarily from Germany, Sweden Norway, Canada, Finland, Poland, and the former nations of Czechoslovakia and Yugoslavia.

Several places act as primary cultural resources for Bayfield. These include the Bayfield Heritage Association (which is presently constructing a new community resource, the Bayfield Historical Museum), the Maritime Museum, the Madeline Island Historical Museum, and Lake Superior Big Top Chautauqua. There are a number of annual community events that contribute greatly to Bayfield's culture. These include the famous Bayfield Apple Festival, the Blessing of the Fleet, the Festival of Arts, and winter's Run on Water, Asaph Whittlesey Snowshoe Race, and Blue Moon Ball.

#### **CULTURAL BILL OF RIGHTS**

*In December I was lucky enough to stumble into a repeat broadcast of Bill Ivey addressing the National Press Club. Bill Ivey grew up in the Upper Peninsula [Michigan] and is now the Chairman of the National Endowment for the Arts. During this address he put forth Cultural Bill of Rights to "deepen our national conversation about the value of art and cultural heritage to our democracy". To realize these rights, we need the commitment of communities, corporations, volunteer associations, school leaders and education reformers, journalists, and all levels of government.*

*First, heritage. The right of Americans to fully explore America's overarching collective experience as it is embodied in music, literature, theatre, painting, and dance. The right to engage those unique artistic traditions that define us as families, communities, ethnicities, nationalities, and regions. And the right to explore and audition the cultural heritage of others, to observe and accept difference through the expressive lives of those unlike ourselves, including people of other nations.*

*Second, a creative life. The right of Americans to make arts, to become artist-citizens, to absorb, over a lifetime of learning, both the process – the skills – of art making and the wellspring of wisdom and knowledge accumulated within diverse artistic traditions.*

*Third, artists and their work. The right of Americans to engage in a healthy and valued community of creative artists, our artist-citizens who have dedicated their lives to expressive work, including those artists who challenge our imaginations and whose efforts cannot be sustained by the marketplace alone.*

*Fourth, performances, exhibitions, and programs. The right of Americans to choose among a broad range of experiences and services that can only be provided by a strong, well-supported community of cultural organizations.*

*Fifth, art and diplomacy. The right of Americans to an external representation of our nations' expressive life that accurately conveys the complexity and diversity of America's human and material artistic resources to citizens of the world.*

*Sixth, understanding quality. The right of Americans to engage art and art making of the highest esthetic quality, especially that art that embodies universal truths or art of quality that auditions the unique character of diverse nations and communities.*

*- Sharon Stewart, Chequamegon Bay Arts Council Quarterly Newsletter, Spring 2001.*

The arts are emerging in the Bayfield area. From potters to painters, writers to musicians, the arts are expressed through all media in several dimensions in this Chequamegon Bay community.

The region's most prominent center for showcasing performing arts is the Lake Superior Big Top Chautauqua, which attracts people from far and wide to this area to events ranging from local historical musicals to headline musicians. Beyond Chautauqua, interest in the performing arts – music, theatre, and dance – is definitely alive in the area. More opportunities for these artists are currently in the incubation stages.



There are perhaps 125 professional and near-professional visual artists in the Chequamegon Bay area. Their work is displayed in local and regional art galleries and many are taking advantage of the internet as a way to gain exposure for their work.

In the City of Bayfield, the Pavilion is a community center that provides a venue for various art-related events. There are also a number of art galleries throughout the City. Neighboring Washburn also has a few galleries and is home to the Washburn Historical Museum, featuring frequent art exhibits. Regionally, the Chequamegon Bay Arts Council (CBAC), a group of about 250 primarily local people, actively advocates for the arts. This organization was reborn in 1993 and counts among its activities the annual awarding of \$10,000 in grants to local artists and the sponsoring of a number of visual arts exhibits.

## Vision

The portion of the community's 20-year vision statement relevant to this element follows:

*Visitors continue to flock to Bayfield to experience its abundant natural beauty, recreational opportunities, small town friendliness, quiet charm and human scale development. Bayfield remains remarkable for its work in historic, cultural and natural resource preservation and protection and has recovered some qualities that appeared to be disappearing as tourism skyrocketed in the 1990s. Bayfield is known as an environmentally aware community with distinctive open spaces and natural features, clean air and water, protected habitats, parks and areas for outdoor recreation.*

## Goals, Objectives and Actions

**Goal 1:** Bayfield's natural areas and resources – land, water and air as well as plant and animal life – are preserved, protected, conserved, restored, enhanced and maintained for future generations.

**Objective 1.1:** Protect the ravines and run-off corridors within the City to prevent floods, erosion and forest destruction, and preserve and protect the City's floodplain.

**Action 1.1.a:** Restrict development in environmentally sensitive areas such as wetlands, ravines and floodplains.

**Action 1.1.b:** Control development of existing densely wooded parcels, guided by City development standards.

**Objective 1.2:** Ensure the quality and safety of City water; protect groundwater, aquifers and Lake Superior.

**Action 1.2.a:** Prevent pollution of Lake Superior along City waterfront through strict enforcement of clean water and air regulations.

**Action 1.2.b:** Encourage non-polluting business and industry within the City.

**Action 1.2.c:** Educate City residents and visitors on the proper use and disposal of auto and marine oil residues, pesticides, paint and rust waste and other substances harmful to City water and natural resources.



Action 1.2.d: Develop and implement best management practices (BMPs) and/or ordinances for the protection of ground and surface water and air.

Action 1.2.e: Establish a mercury reduction program in the City.

Objective 1.3: Preserve and protect natural areas, parks, forests and wildlife within the City.

Action 1.3.a: Develop a plan for preservation and expansion of City parks, garden corners and triangles.

Action 1.3.b: Designate open spaces to be protected from development.

Action 1.3.c: Develop green buffers around the City and green corridors at the City's entrances along Highway 13.

Action 1.3.d: Develop a community landscape education program; Encourage and support landscaping that uses native plants and doesn't require pesticides.

Action 1.3.e: Preserve 120-acre parcel (Ravine Park) in a natural state for recreational and educational use as recommended in the 2001 120-Acre Plan.

Action 1.3.f: Identify and designate areas containing threatened or endangered species.

Action 1.3.g: Protect forested land in the City.

(1) Develop a tree planting and cutting ordinances, including provisions for view preservation.

(2) Apply best management practices (BMPs) for public and private forest management.

Action 1.3.h: Prohibit quarries, gravel pits, oil and gas exploration/drilling and other invasive mineral development.

Objective 1.4: Preserve, maintain and develop walking trails within the City, including a continuous trail along the shores of Lake Superior.

Action 1.4.a: Develop a walking trail to Dalrymple Campground.

Action 1.4.b: Develop a plan for nature trails/ski trails that considers lands along and within the ravines and throughout the City, and provides links with existing trails such as the Brownstone Trail and the proposed Dalrymple Trail. Consult the 2001 120-Acre Plan's recommendations for trail development.

Action 1.4.c: Preserve, expand and enhance public access (including swimming beaches) to the Lake Superior shoreline by way of new Waterfront District regulations.

Objective 1.5: Ensure that all new development is environmentally friendly.

Action 1.5.a: Encourage new development to adhere to green development standards.

Goal 2: The unique rural character of Bayfield and its surrounding landscape is preserved and protected.

Objective 2.1: Minimize scattered development and conflicting land uses.



Action 2.1.a: Where development is appropriate, encourage cluster design to maximize preservation of open space, agricultural and forest land.

Action 2.1.b: Work together with surrounding townships and Bayfield County to develop compatible land use and zoning regulations.

Action 2.1.c: Review, revise and adopt zoning and design regulations and continue to monitor these regulations to preserve Bayfield's village atmosphere and aesthetic appearance.

Action 2.1.d: Working cooperatively with the Towns of Bayfield and Russell, discourage strip development along Highway 13 entrances to the City.

**Objective 2.2: Support land protection and conservation.**

**TRANSFER OF DEVELOPMENT CREDITS IN SAN LUIS OBISPO COUNTY**

*Transfer of development rights (TDR) programs use market forces to accomplish community planning goals. Still in its infancy, the technique has been used to compensate land owners while preserving historic buildings and protecting lands for agriculture, recreation and habitat. TDR programs can also be used to transfer development from high hazard areas prone to fire and flood to safer locations.*

*A TDR program enables communities to treat development rights as a commodity which can be transferred from a parcel not appropriate for development to a parcel that is appropriate for development. As Rick Pruett explains in his book Putting Transfer of Development Rights to Work in California, "Since both the public and the private sector benefit from these transfers, TDR has often been described as a 'win-win' solution for difficult land use problems."*

*San Luis Obispo County, California, has used a transfer of development rights program to decrease development on coastal lots which, if built on, would eventually destroy the region's Cambria Pine Forest habitat. The program has the added benefit of moving development away from an area which has a extremely limited water supply. Many years ago, portions of the coastal community of Cambria were subdivided into very small lots, often on steep, highly erodible slopes. To reduce development impacts in this particular subdivision, a transfer of development credits (TDC) program was established. The program, which is essentially a voluntary TDR program, includes a revolving fund which buys undeveloped lots from "sending sites" and sells development credits to property owners in "receiving sites" who want larger homes than allowed under the existing zoning. Because the county's land use controls make it difficult to obtain a variance from existing zoning, most property owners who want to expand the size of their homes end up purchasing TDC's. San Luis Obispo's program is one of the most active and successful in California, with more than 200 transfers since its inception.*

*- Sierra Business Council, Planning for Prosperity: Building Successful Communities in the Sierra Nevada, 1997*

Action 2.2.a: Develop a land protection strategy that incorporates land acquisition by the City, land banking, donated conservation easements, purchase of development rights (PDR), and transfer of development rights (TDR).

Action 2.2.b: Consult with the Land Stewardship Project, The Trust for Public Land, The Nature Conservancy and any other appropriate organizations on land protection issues.

Action 2.2.c: Work with the Bayfield Regional Conservancy on land protection issues of mutual concern.

Action 2.2.d: Require setbacks, vegetative screening and architectural standards on all new development.

Goal 3: Diverse agricultural use of productive and potentially productive farmland within Bayfield's adjacent environs is preserved and protected.



Objective 3.1: Preserve and protect productive and fallow farmland within adjacent environs.

Action 3.1.a: Cooperate with the Town of Bayfield and Bayfield County on land use issues and consult the Town of Bayfield's Land Use Plan and its Farmland Preservation Program.

Action 3.1.b: Discourage non-agricultural development of productive, potentially productive and fallow agricultural land within the adjacent environs.

Action 3.1.c: Discourage mineral and fossil fuel resource development - such as quarries, mining, and oil and gas exploration and drilling - on productive, potentially productive and fallow farmland.

Action 3.1.d: Support tax assessment of agricultural land based on actual land use, not on potential development value.

Objective 3.2: Ensure the continuation and expansion of a diverse local agricultural economy.

Action 3.2.a: Encourage and support diverse, environmentally responsible agricultural endeavors in adjoining townships and within the adjacent environs.

Action 3.2.b: Establish agricultural enterprise as a priority in the City's economic development plan and encourage the production of value-added agricultural and forest products.

Action 3.2.c: Encourage local businesses to feature locally grown and produced agricultural and forest products.

Action 3.2.d: Support the development of regional marketing and distribution plans for locally grown and produced agricultural and forest products.

Action 3.2.e: Support tax incentives that would encourage sustained agricultural use within adjoining townships and the adjacent environs.

Goal 4: Community cultural resources, including those of historical and archaeological importance, are preserved and protected.

Objective 4.1: Preserve the City's Historic District and the historic structures within it.

Action 4.1.a: Identify all important historical, cultural and archaeological sites within the City limits. Develop specific design review standards for preservation, restoration and renovation of such buildings and sites.

Action 4.1.b: Conduct and maintain a historic building survey.

(1) Identify and develop a mechanism to preserve and protect existing buildings and structures of historic significance as identified in historic building survey, such as the Carnegie Library, Courthouse, City Hall, the Pavilion, Rebekkah Hall, Chateau Boutin, the Old Rittenhouse Inn, the Cooperage, the Holy Family Catholic School, town churches, herring sheds, fisheries buildings, fish stores and boats, old stables, and the iron bridge.

Objective 4.2: Preserve the architectural character and unique "look" of Bayfield.

Action 4.2.a: Adopt and enforce strict design and architectural review regulations for all buildings within the City and protect historic agricultural and commercial architecture



(old barns, stables, sheds, apple/berry production buildings, etc.) within the adjacent environs.

**Objective 4.3:** Ensure that the region's cultural resources are an integral part of the City's economic development plan.

**Action 4.3.a:** Make the survival of commercial fishing a priority in the City's economic development plan and support the continuation of maritime-related businesses, including boat building and restoration, sailmaking, fishing charters, etc.

**Action 4.3.b:** Ensure that artists and arts and crafts businesses are a priority in the City's economic development plan, including the creation of an "artists' park" similar to an industrial park model.

**Objective 4.4:** Increase awareness of local and regional history and culture.

**Action 4.4.a:** Develop programs for all residents, especially youth and senior citizens that inspire appreciation for the arts, culture, and history.

**Action 4.4.b:** Work with the Red Cliff Tribe to develop a plan to integrate Ojibwe culture and history into the Bayfield community.

**Action 4.4.d:** Support area cultural organizations including the Bayfield Heritage Association, Bayfield Maritime Museum, Chequamegon Bay Arts Council, Bay Area Film Society, Big Top Chautauqua, etc.

**Objective 4.5:** Provide support for youth, senior and inter-cultural community activities.

**Action 4.5.a:** Develop an Activity Center for young people (perhaps at Holy Family School or the Community Recreation Center).

**Action 4.5.b:** Develop and support opportunities for youth and senior interaction through arts, cultural and historical appreciation programs.

**Action 4.5.c:** Support a plan to integrate Red Cliff culture and history into the Bayfield community.

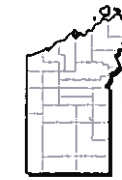
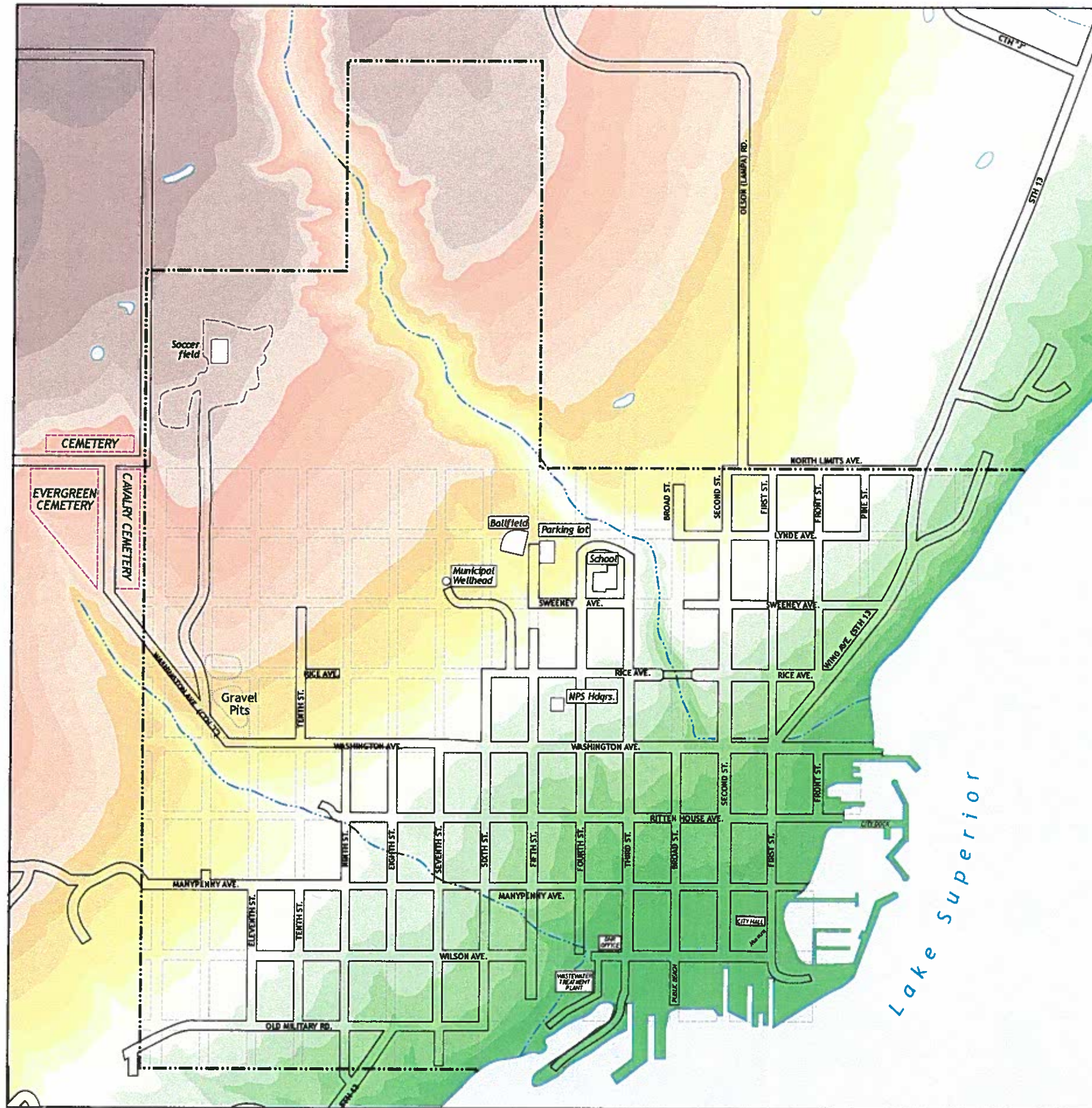
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<sup>1</sup> Adapted from the 1979 City of Bayfield Comprehensive Plan.

<sup>2</sup> USDA Natural Resources Conservation Service, "Explanatory Legend for Bayfield Soil Map," March 2001.







<sup>3</sup> USDA Natural Resources Conservation Service, "Explanatory Legend for Bayfield Soil Map," March 2001.



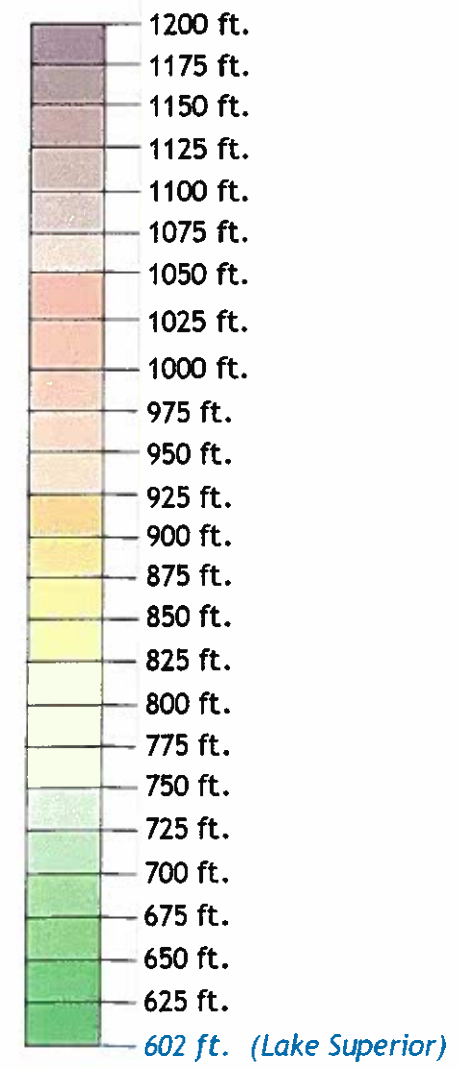


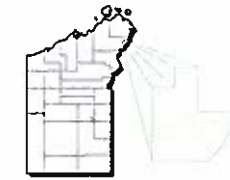
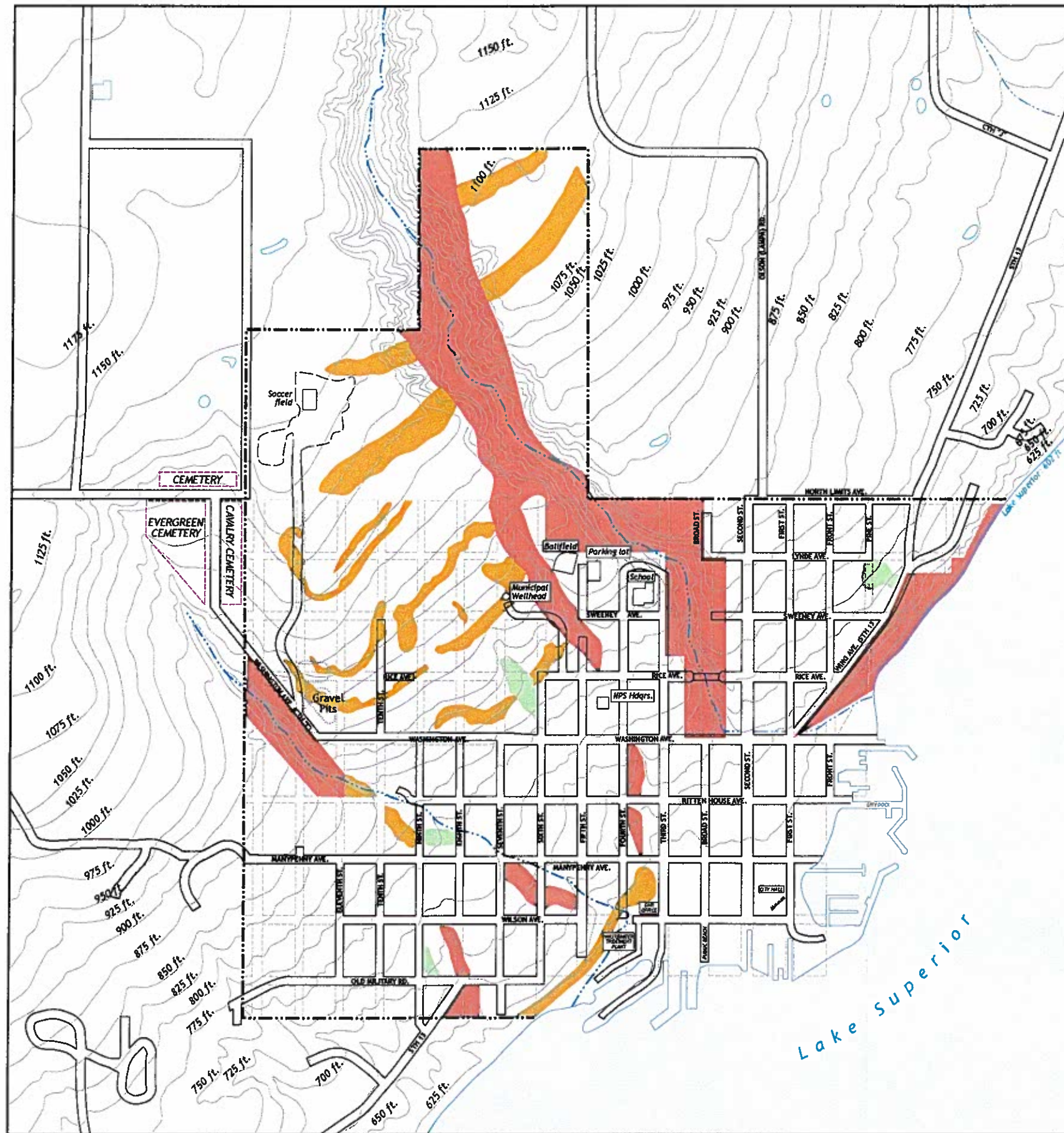
# CITY OF BAYFIELD

## Topographic Contours

-  STREETS
-  PLATS
-  MUNICIPAL BOUNDARY
-  INTERMITTENT STREAM
-  CEMETERY
-  GRAVEL PIT

### ELEVATION (Above Sea Level)





# CITY OF BAYFIELD

## Soil Fragility

- STREETS
- PLATS
- MUNICIPAL BOUNDARY
- INTERMITTENT STREAM
- CEMETERY
- GRAVEL PIT
  
- Moderately Fragile Area
- Fragile Area
- Highly Fragile Area

Source: District Soil Conservation Survey, April 1997



## ECONOMIC DEVELOPMENT ELEMENT

### Introduction

Economic development discussions typically focus on measuring monetary wealth, financial well-being or prosperity. Recent research in economics, however, has led to more useful and meaningful definitions of wealth. "Wealth is not just monetary worth but the different types of capital, that, when taken together, make up the real riches of a region."<sup>1</sup> To fully understand the economy of a place, it is important to understand and assess three types of wealth or capital: 1) social (or human) capital, 2) natural (or natural resource) capital and 3) financial (or monetary) capital.

#### THE ECONOMICS OF SUSTAINABILITY

*Man-made capital cannot, regardless of price, replace the services and amenities provided by nature – most especially life-support services, like protection from UV radiation, climate regulation, the food chain, the balance between alkalinity and acidity, the storage, movement and purification of water, etc. Many economists (and other unknowing advocates of "weak" sustainability) are suggesting that any feature of the natural world can be traded for something else. Nature cannot, like other inputs to production, really be managed according to its marginal product. Its viability must be protected. If impaired, the unique services of ecological systems have no substitute; and irreversible harm or collapse can ensue.*

*- Holly Stallworth, PhD, "The Economics of Sustainability," Office of Sustainable Ecosystems and Communities, U.S. Environmental Protection Agency*

"Economic development," therefore, is about bringing the economy, or all three types of capital, to a better and fuller state. It should be noted, however, that natural capital forms the basis for all life, without which the other two forms of capital cannot exist. "Natural capital is a term for the wide range of materials, processes and functions that underlie human society that we rely upon, but do not make."<sup>2</sup> Natural capital includes intangibles and intrinsic values that contribute to quality of life. An assessment of Bayfield's natural capital will be covered in the Agricultural, Natural and Cultural Resources element of this plan.

While a healthy economy is typically viewed as one that provides the resources required to sustain citizens, a more modern view suggests that a healthy economy provides the resources to sustain all life. Adequate resources allow a community to actively protect the life support systems represented by the environment and maintain high quality of health and educational services.

This element focuses primarily on the interaction of financial and social capital. Financial capital covers factories, businesses, money, equipment and property or the human-made inputs to our production process. The production process involves the application of labor --a function of social capital -- to raw materials to produce goods and services.<sup>3</sup> While available statistics do not permit a detailed economic analysis for communities the size of Bayfield, it is possible to describe trends and activities in the community relative to a larger geographic area for which data is available. Further, while a U.S. Census was conducted in the year 2000, all data relevant to this element collected in Bayfield will not be available until spring of 2002. Thus, we will rely on data from the 1990 Census as well as more current data available from the Wisconsin Department of Workforce Development.



## Concerns / Issues

One Bayfield community member put it well: “Remember that Bayfield is a desirable place to be – for businesses as well as tourists – attract businesses but insist that they comply with standards that maintain the character of Bayfield – we are in the driver’s seat on this issue!”

Bayfield residents describe many qualities they desire for the local economy. People want living wage, year-round jobs that are not dependent on tourism and businesses that are environmentally friendly, sustainable and that promote economic and social diversity in the community. They would like a stable economy (as opposed to continually expanding) that is regionally focused, viable in winter, and based on existing assets and character (such as the water, the orchards, and the fisheries).

Citizens have offered many suggestions for specific types of businesses that would enhance life in Bayfield. The most desired are listed below, in order of greatest demand:

- Pharmacy
- Better, healthy foods; an updated grocery
- Car wash
- Light small manufacturing (such as small wood crafts) or value-added agriculture products
- Medical clinic
- General store/Dry goods
- Youth services: youth/teen center, preschool, child care
- Cleaners/laundry
- Bakery
- Informational technology (a.k.a. high tech, computer) business
- More affordable, family restaurants
- Movie theater
- Clothing store

Many other economic development ideas have surfaced through the various avenues for public input. People would like to see businesses such as: a folk school, a marine repair facility, a large building supply store open on weekends, an auto repair service, assisted living options for seniors (as well as assistance with transportation and errands), an artisan-style business that creates a unique product (such as a type of pack or wood product), an artists’ cooperative/artists’ park (following industrial park concept), an animal shelter, a veterinarian, a professional conference/retreat center, a public gym, a bookstore, a printing business, a health spa, family cabins, or a winery. Community members do not want to see franchises and condominiums cropping up in their city, and would like to limit lakefront development to lakefront-related activities. Some residents would also be interested in seeing more home-based businesses (regulated by ordinance), better quality customer services, a community development corporation to hold important properties until the “right” opportunity for its use arises; and regional affirmative action program/minority business development.



While many residents understand the threats of disappearing community and its relationship to the local economy, most seem to understand that growth in numbers may not be the only answer. Frequently, growth is equated with progress and prosperity. In many instances, communities use increases in population, number of businesses, number of jobs, numbers of dollars earned, etc. as their indicators of progress. Development, on the other hand, means evolving to a better and fuller state. A library, for example, may never *grow* in terms of number of volumes, but will continue to *develop* in terms of quality as obsolete books are replaced with more relevant, higher quality books. In Bayfield, population growth may indeed help alleviate some worrisome trends by contributing to the tax base, gross sales in the City, etc. Growth in the number of businesses would likewise add to the tax base and of course provide jobs. However, while encouraging population growth and commercial/industrial growth, there is a need to simultaneously account for compatibility with the overall community vision to ensure that undue sacrifices are not inadvertently made.

*Our living systems and social stability are at risk. But the solutions are profitable, creative, and eminently possible.*

*-Paul Hawken, "Natural Capitalism," Mother Jones magazine, March/April 1997*

## Survey Results

Community survey responses relevant to public concerns about economic development were as follows:

- 65% of residents think that more job opportunities are needed in Bayfield (12% think more job opportunities are not needed; 23% are not sure or did not respond). 77% of residents who have lived in Bayfield over 15 years agree that more job opportunities are needed while 59% of residents who have lived here less than one year agreed. 76% of year round residents recognize a need for more job opportunities compared to 45% of seasonal residents.
- 58% of residents do not want to see more economic development in Bayfield (5% think there should be more economic development; 37% are not sure or did not respond). 62% of residents of 15+years would like to see more economic development compared to 59% of those residing in Bayfield less than 1 year. 66% of year round residents think more economic development is needed, while 45% of seasonal residents agree.
- 69% think the City of Bayfield should allow home-based businesses in any residential neighborhood, provided these businesses are approved on a case-by-case basis
- 64% think that bed and breakfast and/or tourist rooms should be allowed in any owner-occupied residence, as long as they are approved on a case-by-case basis
- 51% would like most businesses in Bayfield to be open year-round (23% disagree; 26% are not sure or did not respond)



## Existing Conditions

### History

*NOTE: Some data provided is from the 1990 U.S. Census, as the complete 2000 Census data will not be available until 2002.*

Bayfield's earliest economic activities were strongly tied to extracting, harvesting and exporting the area's natural resources. Prior to the time of a permanent white settlement, fur trading between a series of French traders, missionaries and the Chippewa (Ojibwa) Indians was the major economic activity.



From the mid-1850s to 1920, Bayfield's economic landscape was dominated by logging, brownstone quarrying, shipping, commercial fishing, tourism and agriculture. With natural resources more abundant than people, it no doubt seemed like the boom time would never end. But over a period of just twenty years, 1880 to 1900, Bayfield County's population increased from 564 to 14,392 - a gain of 2,450 percent. Between the years 1900 and 1915, the City of Bayfield's population was estimated to be

approximately 2,000. Bayfield County peaked in 1920, when the U.S. Census counted a population of 17,201. At this time, the City of Bayfield's population was already in decline and continued to drop until the late 1960s. Today it is once again in decline.

As with all other boomtowns, the boom is generally followed by a bust, when the boom time resources are depleted or nearly depleted. Thus was the case with the Chequamegon Bay area of Wisconsin, including Bayfield. While some of this decline in employment was temporarily offset by the promotion of agriculture in the area in the 1920s and 1930s, the revival was quickly subdued due to the absence of the necessary combination of soils and climate to support extensive agricultural development. Today there is still the presence of agricultural activity around Bayfield, primarily on orchards and berry farms.

Over the last two decades, Bayfield's economy has become primarily tourist-based. As many American cities continue to grow and become congested, noisy and polluted, the charm of rural small towns like Bayfield lure many who are weary of city life. The lack of economic diversity, however, makes Bayfield vulnerable. If this trend cannot be reversed, many in the community fear that "community" itself will be lost along with permanent residents, as the City becomes an ever-stronger magnet for visitors and seasonal residents. This concern is a major focus of this planning effort.

In an area that was once dominated by the exploitation of natural capital, it is the area's natural capital that continues to be at the heart of Bayfield's economy, as it is the intense natural beauty of the area - a form of natural capital - that attracts so many to Bayfield. This natural beauty, coupled with the village ambience and intimacy preserved and



maintained by the many who call Bayfield "home" beckon those thirsting for community, comprehensible scale and undisturbed natural features. Today, as in the past, Bayfield's economy lacks diversity and that threatens the viability of community and sense of place.

Bayfield's dilemma of being caught up and threatened by its magnetic appeal is not uncommon. As James Howard Kunstler notes in *The Geography of Nowhere*, Americans who are "depressed by the scary places where they work and dwell, contemplate some antidote.... [and often] conjure up the image of the American small town...for the idea of a small town represents a whole menu of human values that the gigantism of corporate enterprise has either obliterated or mocked: an agreeable scale of human enterprise, tranquility, public safety, proximity of neighbors and markets, nearness to authentic countryside, and permanence."<sup>4</sup>

Several years ago, in response to the economic concerns and issues of the region, Bayfield and Ashland Counties developed an Economic Development Diversification Plan<sup>5</sup>, which is incorporated by reference in this plan. Further, there are several new businesses emerging in the Chequamegon Bay region. The Chequamegon Group is an information technology business promotion and development effort based in Bayfield. Nearby, an aquaculture facility is developing on the Red Cliff Indian Reservation, and a conference center with a 500-person capacity is proposed as part of an AmericInn expansion in Ashland.

**BRIDGE TO NEW ECONOMY**  
*The Chequamegon Group started 18 months ago as an ongoing conversation between 50 people from many walks of life about how to create a technology-based segment to the bay area economy. Though the size of the group has varied and currently stands at eight members, the focus is still the same. The group is looking to bring in jobs with salaries ranging up from \$50,000, allow local graduates of high schools and colleges to stay in the area with good employment prospects, attract business that do not degrade the area's resources, and that bring outside money to the region. The group's plan, 'Bridge to the New Economy', has four parts for nurturing a technology based economic sector. The plan calls for increasing the number of high-tech telecommuters around the bay, developing skills for the knowledge economy, relocating high-tech start-up companies to the area, and creating a high visibility incubator for technology companies and initiatives.*  
- Ashland Daily Press, 8 December 2000.

## Bayfield's Financial Capital

In order to understand the monetary components of Bayfield's economy, we will first inventory the major sources of employment and income in the City as well as the value of real estate and tax revenues.

### *Employers*

In 1999, there were approximately 85 total employing units in the City and Town of Bayfield combined. Bayfield County had approximately 469 employing units (business, government, non-government organizations), with a total of 3,331 people on their payrolls.<sup>6</sup> According to the 1997 U.S. Economic Census, Bayfield County had 385 firms with paid employees, 99 of which (25.7%) are owned by women.

Major employers in Bayfield, or those employing 30 or more are the Bayfield School District (85 total employees), Apostle Islands National Lakeshore (75), Flamingos Up



North (65 on average), Bodin's Inc. (50), Madeleine Island Ferry Line (40) and the City of Bayfield (32).

Major employers in the Chequamegon Bay area are located primarily in the City of Ashland, also located on the shores of Lake Superior approximately 20 miles southeast of Bayfield. These employers include Memorial Medical Center (435), Bretting Manufacturing (500+), Northland College (146), Ashland County (132), CESA 12 or Cooperative Educational Services (100), Bayfield County (229).

Many employed residents of Bayfield commute to work and most likely travel to Ashland or Washburn (Bayfield County government headquarters) daily. The 1990 Census indicated where Bayfield residents worked (Figure E-1), the means of transportation citizens use to get to work (Figure E-2), and the time it takes them to travel to work (Figure E-3). Table E-1 shows commuting patterns in Bayfield County.

Figure E-1. Place of work for citizens of the City of Bayfield, WI. 1990 U.S. Census Data.

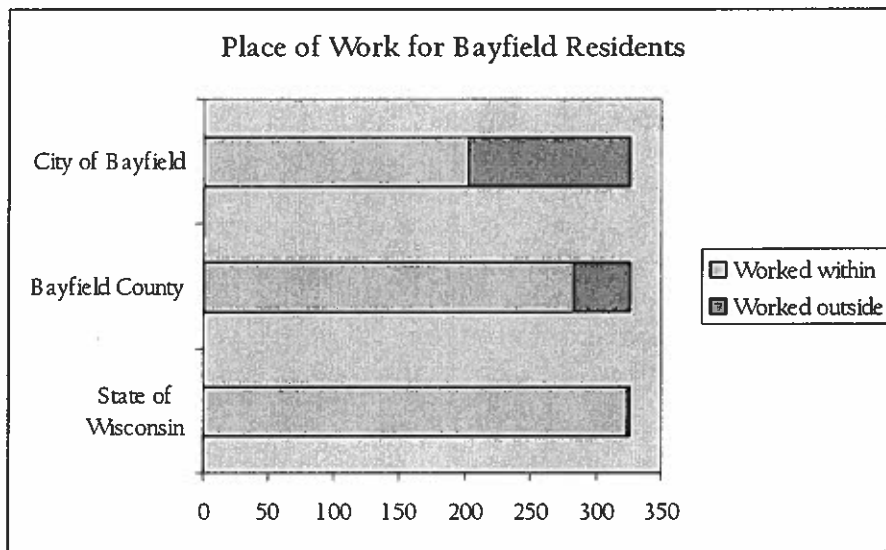


Table E-1. Commuting patterns for Bayfield County, WI. Wisconsin Department of Workforce Development, Bureau of Workforce Information, 1994.

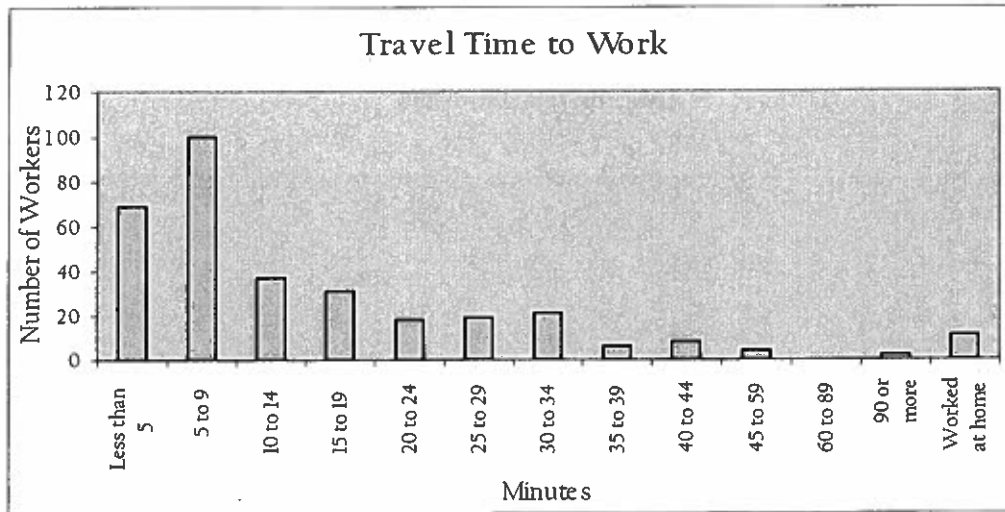
Number of Persons	Commute from Bayfield County to	Commute to Bayfield County from	Net Commute
Ashland County	1,739	191	-1,548
Douglas County	245	101	-144
Sawyer County	106	120	14
Minnesota	94	5	-89
Elsewhere	142	36	-106
Total	2,326	453	-1,873
Commute within County	3,343		



Table E-2. Means of transportation to work for citizens of the City of Bayfield, WI. 1990 U.S. Census Data.

Mode of Transportation	Number of Citizens Using to Get to Work
Car, truck or van, drove alone	195
Walked	57
Car, truck or van, carpool	50
Bus	3
Ferryboat	2
Bicycle	0
Other means	8
Worked at home	11

Figure E-3. Time spent in travel to work for citizens of the City of Bayfield, WI. 1990 U.S. Census Data.



*Personal and Household Income*

City of Bayfield households earn nearly as much as Bayfield County Households but nearly 35% less than households statewide. Table E-2 shows median household income.

Table E-2. Comparing median household income in 1989 for the City of Bayfield, WI; Bayfield County, WI; the State of Wisconsin; and the United States of America. 1990 U.S. Census Data.

	City of Bayfield	Bayfield County	Wisconsin	U.S.A.
Median Household Income	\$19,250	\$20,666	\$29,442	\$30,056

In 1999, women earned 72 cents for every dollar men earned nationwide.<sup>7</sup> According to 2000 Census data, there is still a wide gap between the earnings of men and the earnings of women, as table E-3 shows. The data shows the gap between the income levels of men



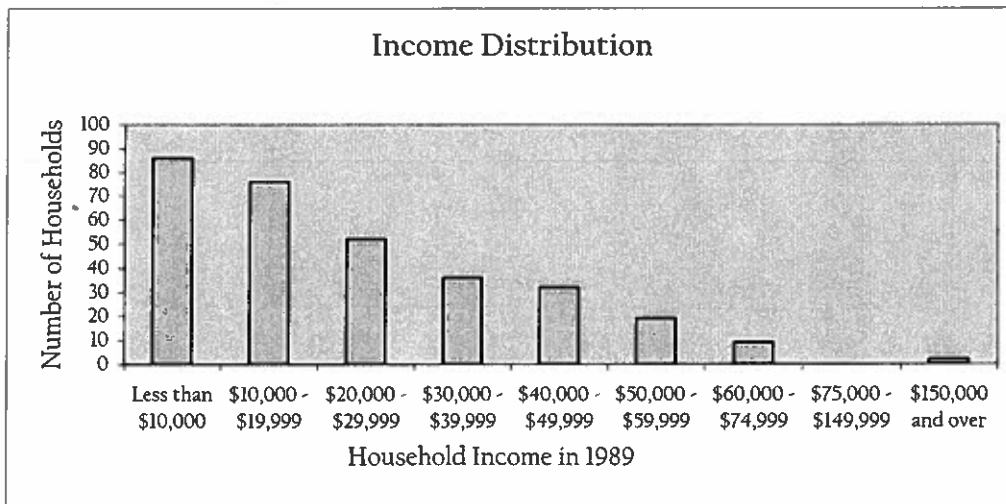
and women is wider in Wisconsin than it is nationwide (nationwide median income for men is \$30,132; for women \$18,996).

Table E-3. Comparing income earnings for men and women in the State of Wisconsin. 2000 U.S. Census Data.

	Women	Men
Median income for part- or full-time workers 16 years and older	\$18,295	\$30,528
Total workers 16 and older making \$100,000 or more	6,478	55,382

The aggregate household income in 1989 for the City of Bayfield was \$7,520,817, according to the 1990 U.S. Census, with the majority of households earning less than \$20,000. Figure E-4 shows the distribution of household income for 1989.

Figure E-4. Distribution of household income in 1989 for the City of Bayfield, WI. 1990 U.S. Census data.



1990 Census data shows the majority of income in Bayfield being generated by wages and salaries (68.5%) with 40% of the households receiving Social Security income.

Table E-3. Types of income for households (out of a total of 312 households) in 1989 within the City of Bayfield, WI. 1990 U.S. Census Data. Note: some households have more than one type of income.

Type of Income	Number of Households
Wage or salary income	214
Non-farm self-employment income	56
Farm self-employment income	2
Interest, dividend, or net rental income	118
Social Security income	126
Public assistance income	18
Retirement income	57
Other type of income	43





### Assessed Value of Real Estate

Another measure of the financial wealth of a community is the assessed value of real estate. The data in Table E-4 indicates that the greatest portion of assessed value is derived from residential real estate (\$19,353,300), which comprises about 60% of total assessed value. Commercial real estate comprises about 27% of the total. [See Tax Classification map and Assessed Property Value map at the end of this element]

Table E-4. Description of land use and value in the City of Bayfield, Wisconsin. Land use data gathered by planning consultants. Assessed value from December 2000. Calculations done by Northwest Regional Planning Commission.

Use	Number of Parcels	Acres	Percent of City	Average Value	Aggregate Value
Single Family Residential	382	94	23.3%	\$96,266.75	\$36,773,900
Multi-Family Residential	10	2	0.5%	\$50,380.00	\$503,800
Commercial	122	31	7.7%	\$118,645.08	\$14,474,700
Utilities and Community Facilities	48	24	5.9%	\$11,341.67	\$544,400
Institutional	15	6	1.5%	\$25,526.67	\$382,900
Open Space/ Vacant	273	239	59.2%	\$21,209.89	\$5,790,300
Parks	22	8	2.0%	\$18,972.73	\$417,400
Overall/total	872	404	100.0%	\$67,531.42	\$58,887,400

### Bayfield's Social Capital

#### Labor Force Characteristics

People are always a community's greatest resource. Following are data describing how the City's labor force compares to the County, State and nation.

#### Education

Bayfield's residents are more educated than the County, State and nation, as 28% hold at least a bachelor's degree compared with 18% in the County and State and 20% in the nation. See Table E-5 for comparative data.



Table E-5. Comparing percentage of educational attainment for persons over 25 for the City of Bayfield, WI; Bayfield County, WI; the State of Wisconsin; and the United States of America. 1990 U.S. Census Data. Figures rounded to nearest whole percent.

	City of Bayfield	Bayfield County	Wisconsin	U.S.A.
Less than 9 <sup>th</sup> grade	6%	10%	10%	10%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma	9%	11%	12%	14%
High school graduate (includes equivalency)	29%	36%	37%	30%
Some college, no degree	19%	17%	17%	19%
Associate degree	8%	8%	7%	6%
Bachelor's degree	18%	12%	12%	13%
Graduate or professional degree	10%	6%	6%	7%

*Employment by Industry*

A significant proportion (26%) of Bayfield City residents work in the field of education; 23% are involved in retail trade, and 20% are in public administration and other professional and related services. Figure E-4 and Table E-6 give data comparing Bayfield to Bayfield County, the State and the country.

Figure E-5. Employment of citizens of the City of Bayfield, WI by major industry categories. Categories travel clockwise in order listed in legend. 1990 U.S. Census Data.

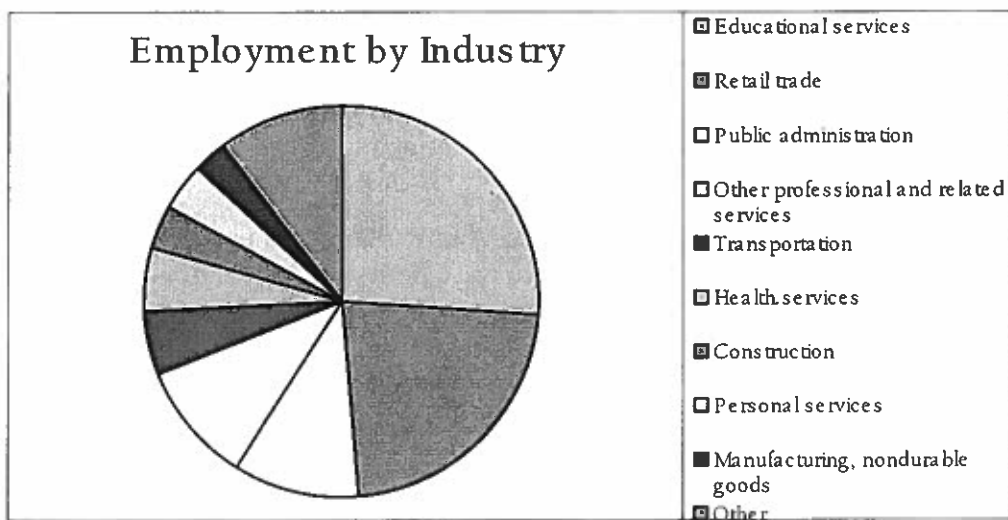


Table E-6. Comparing percentages of persons employed per industry for workers ages 16 and over for the City of Bayfield, WI; Bayfield County, WI; the State of Wisconsin; and the United States of America. 1990 U.S. Census Data. Figures rounded to nearest whole percent.

	City of Bayfield	Bayfield County	Wisconsin	U.S.A.
Agriculture, Forestry and Fisheries	3%	7%	5%	3%
Mining	0%	0%	0%	1%
Construction	4%	7%	5%	6%
Manufacturing, nondurable goods	3%	3%	9%	7%
Manufacturing, durable goods	1%	10%	15%	11%
Transportation	5%	4%	4%	4%
Communication and other public utilities	1%	2%	2%	3%
Wholesale trade	1%	2%	4%	4%
Retail trade	23%	19%	17%	17%
Finance, insurance, and real estate	2%	4%	6%	7%
Business and repair services	1%	2%	4%	5%
Personal services	4%	5%	2%	3%
Entertainment and recreation services	3%	2%	1%	1%
Health services	5%	8%	9%	8%
Educational services	26%	12%	8%	8%
Other professional and related services	10%	6%	6%	7%
Public administration	10%	7%	3%	5%



## Occupation

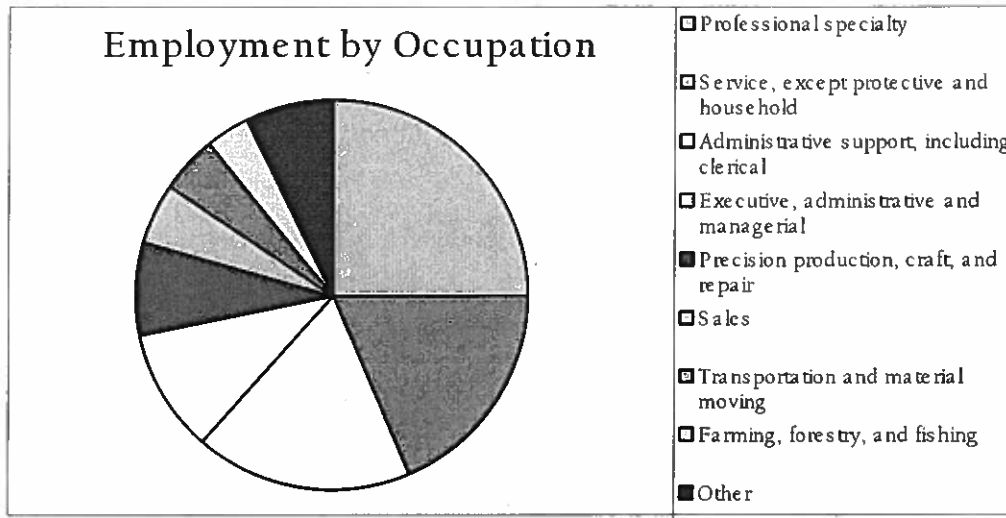
Consistent with the data above, a large percentage of Bayfield's residents are professional specialists (doctors, lawyers, teachers, etc.) as shown below (Table E-7 and Figure E-5). The next largest occupation groups are administrative support and services.

Table E-7. Comparing percentages of persons employed per occupation for workers ages 16 and over for the City of Bayfield, WI; Bayfield County, WI; the State of Wisconsin; and the United States of America. 1990 U.S. Census Data. Figures rounded to nearest whole percent.

Occupation	City of Bayfield	Bayfield County	Wisconsin	U.S.A.
Executive, administrative, and managerial	10%	10%	10%	12%
Professional specialty	25%	15%	13%	14%
Technicians and related support	1%	2%	3%	4%
Sales	5%	9%	11%	12%
Administrative support, including clerical	18%	12%	15%	16%
Private household	0%	1%	0%	0%
Protective services	3%	1%	1%	2%
Service, except protective and household	18%	17%	12%	11%
Farming, forestry, and fishing	4%	8%	4%	2%
Precision production, craft, and repair	8%	12%	12%	11%
Machine operators, assemblers, and inspectors	1%	7%	10%	7%
Transportation and material moving	5%	5%	4%	4%
Handlers, equipment cleaners, helpers, and laborers	2%	4%	4%	4%



Figure E-6. Employment of citizens of the City of Bayfield, WI by major industry categories. Categories travel clockwise in order listed in legend. 1990 U.S. Census Data.



Bayfield residents work primarily for the private sector (49%) but many (33%) work for government. The remaining people are self-employed.

Table E-8. Comparing percentage of employed persons working in public and private sectors for the City of Bayfield, WI; Bayfield County, WI; the State of Wisconsin; and the United States of America. 1990 U.S. Census Data. Figures rounded to nearest whole percent.

	City of Bayfield	Bayfield County	Wisconsin	U.S.A.
Private wage and salary workers	49%	61%	79%	77%
Government workers	33%	23%	13%	15%
Self-employed workers	17%	16%	7%	7%
Unpaid family workers	1%	1%	1%	0%

According to 1990 Census Data, most employed City residents (71.9%) worked full-time, or over 35 hours per week; 21.2% of citizens worked 15 to 34 hours per week and 6.9% worked from 1 to 14 hours per week.

*Employment status*

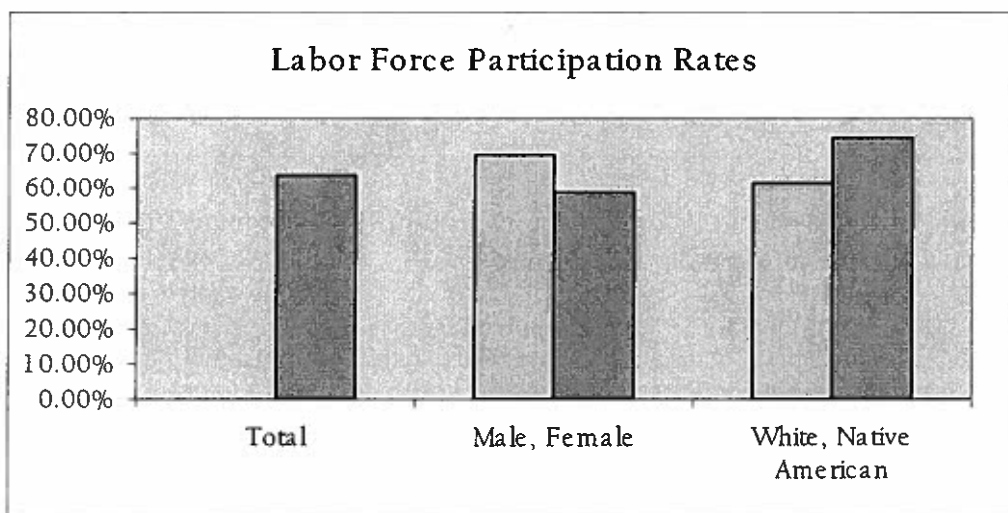
The labor force, by definition, includes those who are either working or looking for work, but does not include individuals who have made a choice not to work: retirees, homemakers, and students; nor does it include institutional residents, military personnel, or discouraged job seekers. The number of residents aged 16 years and over who are in the labor market determines the labor force participation rate. In 1998, the non-institutional population 16 years and over in Bayfield County was 11,570. Of those, 7,450 were actively participating in the labor force, so the labor force participation rate



was 64.4 percent. While that is an increase from 1990, it is below both the state and national participation rates of 74.4 and 67.1 percent, respectively. For the most part, the county labor force participation rate remains low because 36 percent of the population is over the age of 55, an age when people begin to retire.<sup>8</sup>

The labor force participation rate in the City of Bayfield, calculated from 1990 U.S. Census data, is 63.6%. Figure E-7 depicts this percentage along with a comparison of race and sex participation rates.

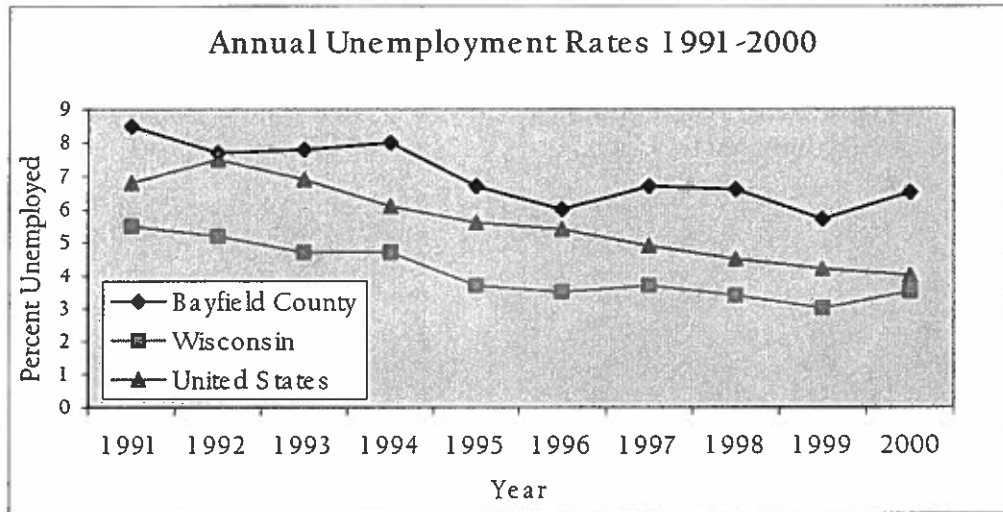
Figure E-7. Labor force participation rates, total and comparing sex and race participation rates for the City of Bayfield, WI. Calculated from 1990 U.S. Census data.



The unemployment rate is a percent of labor force participants who are unemployed and actively looking for work. In 1998, the unemployment rate in Bayfield County was 6.6 percent, compared to the state and national unemployment rates of 3.4 and 4.5 percent, respectively.<sup>9</sup> Figure E-8 illustrates where Bayfield County's unemployment rate falls relative to the State and the nation.



Figure E-8. Comparison of annual average, not seasonally adjusted unemployment rates for Bayfield County, WI; the State of Wisconsin; and the United States of America. County and State data from the Wisconsin Department of Workforce Development. National data from the Bureau of Labor Statistics, U.S. Department of Labor.



In the City of Bayfield, according to 1990 U.S. Census data, the unemployment rate is 9.1%. Table E-9 compares the unemployment rates within certain populations existing in the City of Bayfield: those with work disabilities and those without, males and females, and Whites and Native Americans.

Table E-9. Comparison of unemployment rates within the City of Bayfield, WI. Calculated from 1990 U.S. Census data (number within population who are unemployed divided by total in population participating in labor force).

	Unemployment Rate
Total Unemployment Rate	9.1%
Citizens with work disabilities	19.2%
Citizens without work disabilities	9.1%
Females	6.6%
Males	11.6%
Native Americans	9.0%
Whites	9.2%

*Poverty*

The U.S. Census Bureau uses a set of income thresholds that vary by family size and composition to determine who is poor. This is called the poverty threshold, and those who fall below this threshold are considered to have poverty status. In 1989, 13.6% of the population of the City of Bayfield lived in poverty, according to 1990 U.S. Census Data<sup>10</sup>. Among persons 17 years old and younger, 17.4% had poverty status. The percentage of population who are of working age (18-64 years old) who live in poverty is 11.8%.



Of the people in this population (citizens aged 18-64 who hold poverty status) 80.0% are women (who make up 51.1% of the population aged 18-64) and 40% are Native Americans (who make up just 20.1% of the population aged 18-64). Among retirement-aged folks aged 65 and older, 13.7% hold poverty status; 89.5% of these poverty-stricken community members are women (who make up 68.3% of this age group). Figure E-7 shows that Native Americans have a very high labor force participation rate (74.4%) and Figure E-9 shows that females have a lower unemployment rate than males (6.6% compared to 11.6%); further, Native Americans have a lower unemployment rate than white citizens (9.0% compared to 9.2%).





### THE BEAUTY OF A LOCAL ECONOMY

Discussions about sustainability often emphasize the local economy. A local economy is not:

- a company town
- the bad old days of cowboys and pioneers who abused the land because there was more where that came from
- parochial isolation or rugged individualism

A local economy means

- a diversified economy in which people recognize their interdependence;
- an economy in which very little money or natural resources leave the region, and in which very little material from elsewhere comes in;
- people meeting their needs by manipulating the natural world, yet recognizing that without a healthy ecosystem, their needs can not be met;
- private land ownership tempered by a sense of temporary stewardship and the spirit of community.

The beauty of such an economy is that:

- 1) It is self-regulating.
  - If the people in the region must live with their own waste, they will probably be more careful about what kind of waste they produce.
  - If the people in the region choose to extract natural resources, they will do so because the benefits are worth it to them, not to someone else.
  - If the land cannot support the activity, that will become abundantly clear.
  - 'People are less likely to foul their own nests than they are to foul others'.
- 2) It is self-policing.
  - If the person you patronize mistreats the soil, the water, or his or her employees, you will probably see it or hear about it. You can apply economic or social pressure to the situation.
- 3) It is less wasteful.
  - You don't pay for transportation from distant parts of the globe.
  - There is less need for packaging and advertising.
  - Products can be more durable since people will more likely spend what something is worth.
  - By-products are raw materials for a new businesses.
- 4) It is more fun.
  - Service is no longer a chore, but an act of neighborliness.
  - Other lines between work and play can be blurred – nasty chores can be shared, enjoyable tasks (gardening, music making, childcare) count as work.
- 5) The "books" are easier to keep and are more accurate.
  - Externalities become internalities when one lives downstream and downwind from one's own factory.
  - Intangibles and unquantifiables are easier to factor into decision making equations since they are more immediate. ("Priceless" is not the same as "worthless," except in cost-benefit analysis).
  - Long term investment benefits one's own progeny.
- 6) It is more equitable.
  - You're less likely to exploit your neighbors than distant folk.
  - "It takes a whole village to raise a child."
  - "Value-added" modifications take place within the region of origin, leading to fuller employment, more satisfying work.
- 7) It is more stable.
  - An economy based on meeting real needs with quality goods is more stable than one based on speculation and changing consumer trends.
  - Economic security is planned, not just wished-for. The community is not at the mercy of external economic factors.
- 8) It is more lavish.
  - You don't have to buy junk.
  - If it costs a little more than it used to, you can be sure the extra price goes to a good cause – a neighbor's welfare, full employment, environmental protection, or higher quality products.
  - You don't have to pinch pennies, since whatever you spend, goes into a neighbor's pocket, and can be spent again on what you have to sell.
  - You can "have" more while owning less.
  - You get the best of what your region has to offer, not the worst of elsewhere. (Whitefish and wild rice instead of "dirt-bomb" tomatoes).

- Dorothy Lagerroos, Northland College, March 1995



## Vision

The community's twenty-year vision statement addresses economic development as follows:

*One of the most challenging hurdles to clear years ago was the matter of job creation and a year-round economy. Bayfield did not want to create more jobs at the expense of natural character and beauty of place. It recognized that financial capital could not grow without strict respect for social and natural capital as well. The solution in part was to forge an effort in the region to attract information technology-based businesses by meeting the diverse needs of such enterprises as well as creating a context for businesses to participate in a cooperative approach to essential services and resources, thereby providing relief from high property taxes. Training programs sponsored by the City help educate a local workforce as well as serve as an incentive for residents to remain in the area. Value added agricultural and forest products have emerged as a prominent part of the local economy. Home-based businesses are encouraged in Bayfield, with adequate zoning standards protecting residential neighborhood quality. Bayfield has also become a center for ecotourism, marine science, and the media arts and technology fairs. A major environmental magazine is now headquartered in Bayfield, including its entire editorial and circulation department, and a local, independent newspaper has enhanced community awareness and involvement.*

This vision does not suggest the potential or desire for heavy industry or for other businesses that may have the potential for environmental degradation. Instead, emerging as the most desirable types of businesses to attract and cultivate are clean, information technology enterprises, commercial enterprises that provide everyday goods and services, and small home occupations and "cottage industries".

## Goals, Objectives and Actions

Goal 1: Bayfield enjoys year-round employment, with a mix of businesses that include existing, expanded and new businesses, both within the City and area-wide, recognizing that tourism will continue to be an important part of the local economy. Active leadership and participation of the City is instrumental in influencing economic development activities that develop and promote the flavor of Bayfield's hometown atmosphere.

Objective 1.1: Provide an adequate workforce.

Action 1.1.a: Support the availability of affordable quality housing for people to purchase, lease to own, or rent; such housing shall conform with and enhance Bayfield's historic character.

Action 1.1.b: Establish a regional Education Committee to meet quarterly (at a minimum).

(1) The committee will facilitate communication between government and educational institutions in order to improve all educational services. Quality education will attract families to our workforce.

(2) The committee will be responsible for promoting internships and informing the public about learning opportunities at area facilities such as WITC and Northland College, UW-Superior and other available learning resources.

(a) Promote use of existing facilities such as pool, pavilion and school to their full potential, offering and providing extended learning and training opportunities.



- (b) Provide support for mentoring and entrepreneurial workshops, particularly for young people.

**SALMON CORPS**

*Now in its third year, Salmon Corps provides life skills training to young adults from five reservations (Nez Perce, Shoshone, Umatilla, Warm Springs and Yakima) while restoring valuable salmon habitat throughout the Columbia River Basin. Coordinated by the Earth Conservation Corps, a nonprofit organization in Washington DC, the project receives funding from Americorps, the Department of Energy, and private sources. The young adults receive a living stipend during their one year commitment and, upon completing their service, a college educational award.*

*The youth are trained in restoration practices, and work is completed according to the needs of participating tribes. Work takes place on reservation, private, and public lands encouraging cooperation and collaboration large restoration projects. Restoration techniques blend Western science with traditional tribal wisdom. Working closely with elders of the communities, young adults learn tribal values, language, ethnobotany, and the traditional role of salmon in their culture.*

*- Rebecca Bauen, Bryan Baker, and Kirk Johnson, "Sustainable Community Checklist," Northwest Policy Center, Graduate School of Public Affairs, University of Washington, 1996*

- (3) The committee will be responsible for offering assistance in retraining current workforce for year-round employment, promoting a work ethic, etc.
- (4) The committee will assist with the presentation of customer service seminars by providing locations, planning and other resources, as well as recruiting participants.
- (5) Work with committee to urge promotion of the City as a place with excellent learning facilities and a superb learning environment.

Objective 1.2: Promote Bayfield and the local area as a viable location in which to live, work and purchase goods/services.

Action 1.2.a: Support and promote Bayfield County's economic development plan, particularly home-based, electronic-communications-based businesses.

Action 1.2.b: Promote information technology advancement.

Action 1.2.c: Encourage development of assisted living facilities in Bayfield.

Action 1.2.d: Work with local providers to ensure quality public services (Internet/phone, gas and electric).

Action 1.2.e: Seek year-round community involvement from residents (full-time and seasonal, and those that call Bayfield "home").

Action 1.2.f: Encourage development of businesses that produce local agricultural, forest and fisheries products.

Action 1.2.g: Show support for a local, independent newspaper.

Action 1.2.h: Recruit a major environmental magazine to be headquartered in Bayfield.

Objective 1.3: Recognize and support retention and creation of businesses that meet community needs.

Action 1.3.a: Create a City Economic Development Committee to encourage and develop new businesses and new business strategies.

- (1) Identify Bayfield's distinctive market niche.



- (2) Assist community by identifying needed businesses (daycare, pharmacy, shared office services, etc.).
- (3) Provide information and assistance on business loans (micro-loans).
- (4) Locate and provide information on finances, tax incentives, energy efficiency, and small business loan information.
- (5) Provide direction to our community on the creation of healthy businesses (location, low impact, filling community needs, etc.)
- (6) Give greater attention to the local wintertime economy.
- (7) Advise City on purchase of vacant commercial properties in order to promote and assist desired growth and/or businesses.
- (8) Advise City on establishment of a land bank in order to have control over lands desirable for commercial or industrial development.
- (9) Explore the creation of a community development corporation -- a not-for-profit entity that acts as developer in providing affordable housing and support for start-up businesses.
- (10) Seek Community Development Block Grants for commercial revitalization.
- (11) Advise City on creation of a central TIF (tax increment financing) district or BID (business improvement district) in the downtown to enable development of the business infrastructure and revitalize the commercial streetscape.
- (12) Support Chamber of Commerce marketing of area businesses and activities.
- (13) Create new business incubator services, by providing sites and facilities.
- (14) Recommend policies and procedures that call for new development impact fees that would support schools, day care facilities, and other expanded needs resulting from new development.
- (15) Recommend alternative uses and potential opportunities for the Bayfield Courthouse building.
- (16) Develop programs that encourage business sharing, cooperation, affiliations, inter-city partnerships, shared office resources, etc.
- (17) Identify and promote the need for service-oriented business development opportunities.
- (18) Establish agricultural enterprise as a priority in the City's economic development plan and encourage the production of value-added agricultural and forest products.



**INTERMOUNTAIN WOODNET**

*Intermountain Woodnet is a network of value added forest product businesses in the intermountain region of Idaho, Montana, and eastern Washington. With over 100 members, this network identifies and takes advantage of opportunities for more efficient, more sustainable use of forest materials. Adding value locally helps create work for displaced workers while strengthening and diversifying the local economy. Coordinated activity makes it easier for small firms to overcome problems and take advantage of common opportunities.*

*Intermountain Woodnet helps small and medium sized businesses by providing marketing assistance, research, regional networking, training and education. The network helps coordinate trade shows, identify new markets, and provide services to help small businesses take better advantage of existing markets. A small kiln, when acquired and operated through Intermountain Woodnet, will help members take advantage of a lucrative market for birch while creating revenue for other network services.*

*- Rebecca Bauen, Bryan Baker, and Kirk Johnson, "Sustainable Community Checklist," Northwest Policy Center, Graduate School of Public Affairs, University of Washington, 1996*

**EASTERN OREGON SPECIALTY FOODS COOPERATIVE**

*Small manufacturers of home-grown food products in northeastern Oregon are working together as the Eastern Oregon Specialty Foods Cooperative to reach national markets for their specialty products. Farm families are finding high value food products a viable way to diversify and stabilize family income. A planning committee of producers, identified by the Small Business Development Center, met to discuss ways to take advantage of overlap in their production and marketing activities without raising anti-trust concerns. With funding support from Oregon's Regional Strategies Program, the Cooperative established an office to function as a wholesale and distribution hub.*

*Members have played a central role in defining Cooperative services. They are the staff of the Cooperative and work together to run the office. The Cooperative has found receptive markets in regional and national gourmet food shops. Increased sales volumes raised the problem of scale, since small batches of products were no longer adequate. Cooperative members now have access to a "kitchen incubator" where members can rent an industrial kitchen, product warehousing, and shipping facilities. The Cooperative has also addressed the diversity of member needs; while some companies have needed help moving to mass production, others require assistance in developing new products.*

*- Rebecca Bauen, Bryan Baker, and Kirk Johnson, "Sustainable Community Checklist," Northwest Policy Center, Graduate School of Public Affairs, University of Washington, 1996*

(19) Make the survival of commercial fishing a priority in the City's economic development plan and support the continuation of maritime-related businesses, including boat building and restoration, sailmaking, fishing charters, etc.

(20) Ensure that artists and arts and crafts businesses are a priority in the City's economic development plan, including the creation of an "artists' park" similar to an industrial park model.

(21) Encourage programs that teach networking and sharing of information through group activities, a community bulletin board, web site, etc.

(24) Develop a City internet/information technology center.

Action 1.3.b: Create a City position designed to interface between the City and the citizenry and assist with business planning and strategic development and enhance citizen awareness of City ordinances and policies.

Action 1.3.c: Develop a long-term plan for the City Dock and Marina.

Objective 1.4: Promote economic development that has little or no environmental impact.

Action 1.4.a: Provide opportunities for citizen input through alternative media, i.e. the internet, in order to obtain new ideas on desirable commercial or industrial development.

Action 1.4.b: Review current regulations governing home occupations.



Action 1.4.c: Examine allowed uses in zoning districts and determine the desirability of additional districts.

Action 1.4.d: Assist business owners with development plans in order to ensure that the site plan conforms with the Comprehensive Plan and minimizes possible negative environmental impacts.

Action 1.4.e: Develop an environmental review process to guide decision-making about proposed new development.

Action 1.4.f: Identify areas of City that merit special attention in order to prevent inappropriate uses or impacts.

Action 1.4.g: Develop and use a sustainable development checklist to guide decision-making, modeled after Sustainable Seattle or the Minnesota Department of Environmental Quality checklists.

Objective 1.5: Encourage the Bayfield Chamber of Commerce to work with the business community to find ways of better meeting the needs of the general public.

Action 1.5.a: Promote a customer-friendly, hometown attitude through better customer service.

Action 1.5.b: Promote uniform store hours, additional services such as home delivery, etc. for improved accessibility.

Action 1.5.c: Promote interaction and cooperation between business operators through coordination of services.

Objective 1.6: Address broad spectrum of community issues that relate to strengthening the local economy.

Action 1.6.a: Ensure that adequate infrastructure is in place to support businesses -- utilities, sidewalks, roads, etc.

Action 1.6.b: Ensure that development standards (zoning) guide desirable size, location and adequate parking for all new and expanded commercial and industrial development.

Action 1.6.c: Ensure that all new and expanded commercial and industrial development complies with City's historic preservation standards.

Action 1.6.d: Give support for improved transportation, including ease of access to commuter routes -- highways, air travel, bus, car pooling, ride share, etc.

Action 1.6.e: Develop a more cohesive downtown plan (lights, trees, trash, etc.)

Action 1.6.f: Improve traffic and pedestrian circulation in City.

Action 1.6.g: Create City web site-- easier for public to obtain information.

Action 1.6.h: Continue quarterly newsletter.

Action 1.6.i: Continually review Comprehensive Plan in order to ensure goals and objectives are being implemented and to keep the plan a living and updated document.



Objective 1.7: Seek regional and area wide opportunities to promote new business opportunities.

Action 1.7.a: Participate in lobbying activities to promote region.

Action 1.7.b: Seek assistance in planning and development of region.

Action 1.7.c: Work closely with adjacent communities -- Towns of Bayfield, Russell and LaPointe, and the Red Cliff Band -- in a cooperative manner to increase business and job opportunities.

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<sup>1</sup> William C. Stewart, *Sierra Nevada Wealth Index*, The Sierra Business Council, 1996.

<sup>2</sup> Jay Moynihan, "What is capital? A peculiarly human question.," *A Wider View*, column in the Ashland (WI) Daily Press, January 10, 2001.

<sup>3</sup> *Ibid.*

<sup>4</sup> James Howard Kunstler, *The Geography of Nowhere*, Touchstone, New York, 1993, 303 pp.

<sup>5</sup> Bayfield County Economic Development Diversification Plan; Part of a Three-county Economic Development Strategy, 1999, 40 pp.

<sup>6</sup> "Employment and Wages Covered by Wisconsin's Unemployment Insurance Law." Data furnished by Beverly Gehrke, Regional Labor Market Analyst, Wisconsin Department of Workforce Development.

<sup>7</sup> AFL-CIO Labor Unions. <http://www.aflcio.org/women/equalpay.htm>

<sup>8</sup> Wisconsin Department of Workforce Development. "Bayfield County Workforce Profile". Bureau of Labor Market Information and Customer Services, December 2000.

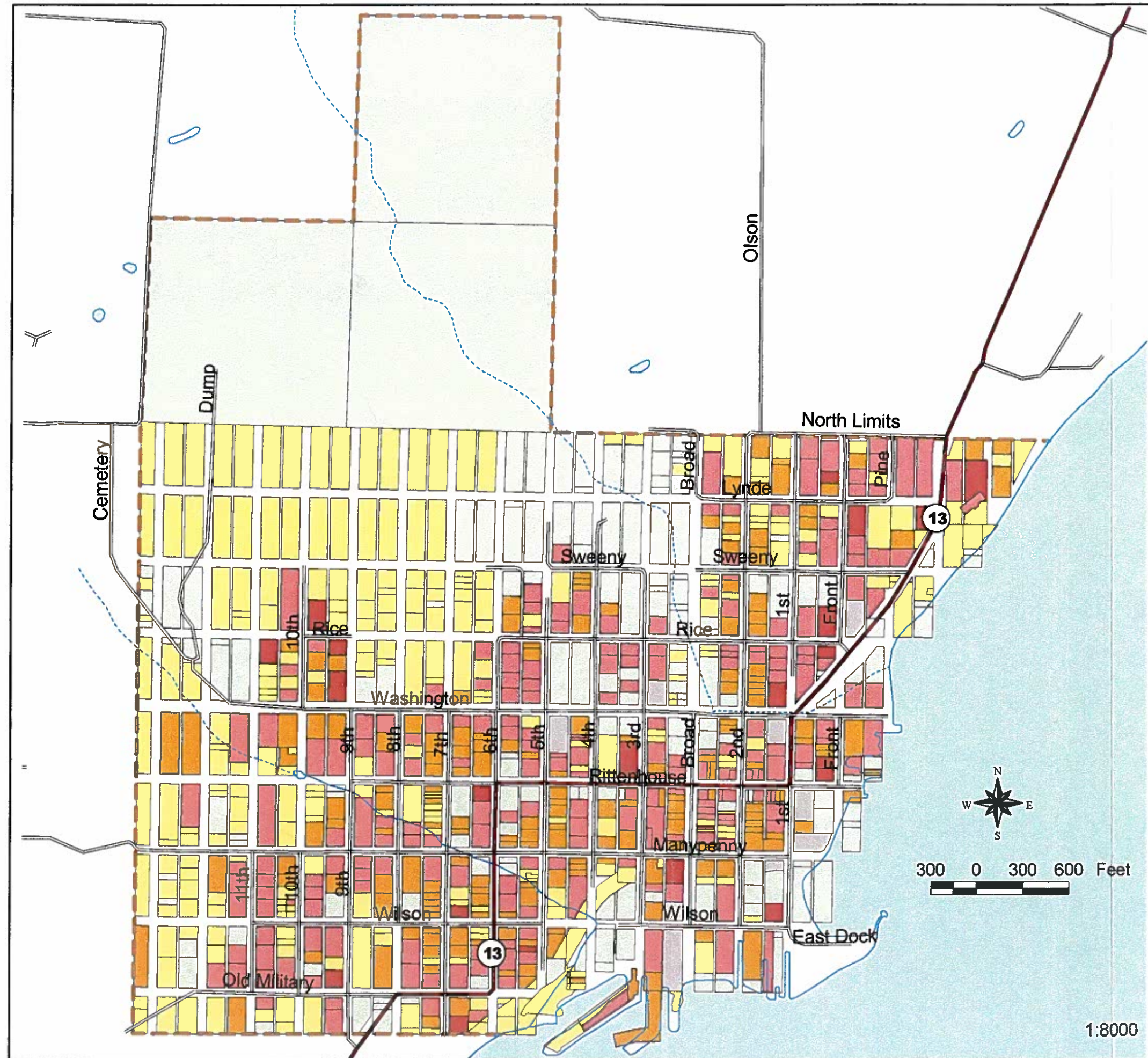
<sup>9</sup> Wisconsin Department of Workforce Development. "Bayfield County Workforce Profile". Bureau of Labor Market Information and Customer Services, December 2000.

<sup>10</sup> All data on poverty calculated from the 1990 U.S. Census.

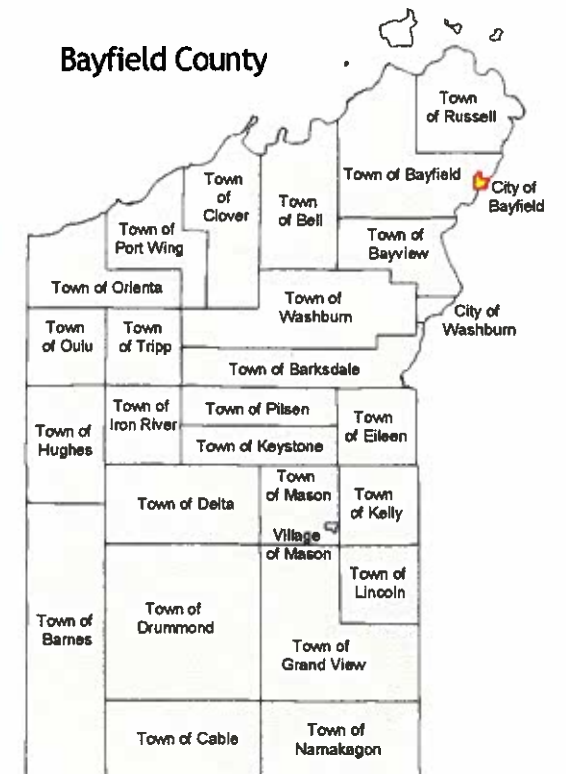


# CITY OF BAYFIELD

## Assessed Property Value



## Bayfield County



December 1, 2001 parcel data courtesy of the Bayfield County Land Information Office. 1:24,000 Hydrography and Municipal Boundaries provided by the Wisconsin Department of Natural Resources. Roadway data from US Census Bureau TIGER/Line files.



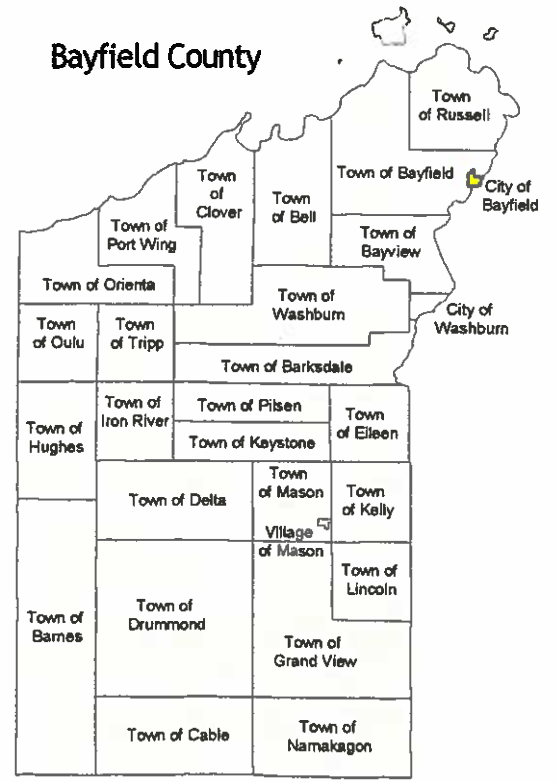
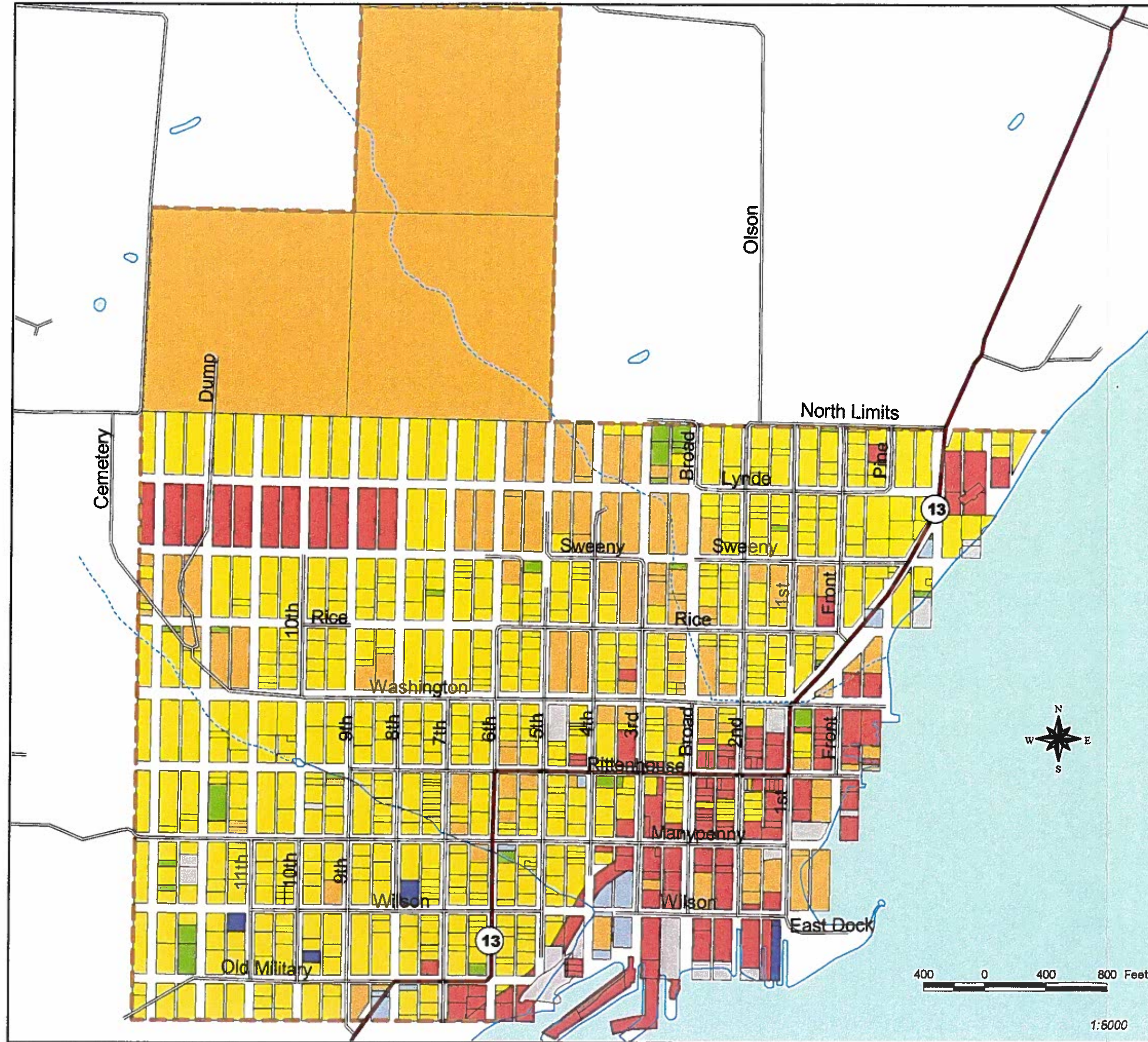
1:8000



# CITY OF BAYFIELD

## Property Tax Classification

- Commercial
- Residential
- Federal
- State
- County
- Other Exempt
- No Data



December 1, 2000 parcel data courtesy of the Bayfield County Land Information Office. 1:24,000 Hydrography and Municipal Boundaries provided by the Wisconsin Department of Natural Resources. Roadway data from US Census Bureau TIGER/Line files.



**Northwest Regional  
Planning Commission**  
*an economic development district*

Bayfield  
County  
Land  
Records  
Department

## INTERGOVERNMENTAL COOPERATION ELEMENT

### Introduction

As communities mature they generally grow in an understanding of how interrelated their concerns are with the concerns of surrounding communities, if not the region, and how interconnected all governmental actions are in a region. Bayfield is linked to a number of governmental agencies including the Towns of Bayfield, Russell, and LaPointe, the Red Cliff Band, Bayfield County, the State of Wisconsin's Department of Natural Resources, the National Park Service, the United States Forest Service, and the United States Soil Conservation Service. These relationships are interdependent, making cooperation essential. The way these entities work together is much like the way members of ecosystems interact and support each other.

### Concerns

Bayfield is concerned about its impact on the surrounding communities as it is concerned about the impact of surrounding communities on its vision for itself. This is especially true, according to community members providing input to this planning process, with regard to the Town of Bayfield and its land use planning development decisions. The areas of conflict are detailed in the Land Use Element.

### Existing Conditions

#### School District

The Bayfield School District serves the City of Bayfield, Red Cliff and the townships of LaPointe, Bayfield, and Russell, covering a geographic area of 250 square miles.

The City of Bayfield Police Department and the School District of Bayfield have entered into a COPS in-school agreement in order to provide a liaison officer in the local school.

#### Fire Department

The City of Bayfield and the Town of Bayfield equally support the Fire Department. The Fire Department also provides mutual aid service to area communities, including Red Cliff, LaPointe, the Town of Bayview, Washburn, and Cornucopia.

#### Ambulance

The Ambulance Commission is supported by both the City and Town of Bayfield. There is also a mutual aid agreement between the Bayfield Ambulance Commission and those of Red Cliff, LaPointe, the Town of Bayview, Washburn and Cornucopia.



### **Recycling**

The City of Bayfield, the Town of Russell and the Town of Bayfield jointly own and operate the B.R.B. Recycling facility, which is located in the Town of Russell.

### **Housing Authority**

The Bayfield County Housing Authority oversees three subsidized/special needs residential facilities in the City of Bayfield: Bayfield Apartments, Rittenhouse Commons, and Seagull Bay.

### **National Park Service**

The historic Courthouse building is currently leased to the General Service Administration and used as the headquarters of the National Park Service for the Apostle Islands National Lakeshore.

### **Other**

Other intergovernmental cooperative efforts and programs include roads, sewer service, economic development, trails, the cemetery, and water quality.

### **Vision**

*Over the years, Bayfield has proactively developed and enhanced its relationship and connections with neighboring jurisdictions and a shared vision now moves them forward as partners in the same watershed.*

## **Goals, Objectives and Actions**

**Goal 1:** The City of Bayfield works proactively and cooperatively with all governmental units in and around the Chequamegon Bay on land use and environmental issues.

**Objective 1.1:** Develop good working relationships with surrounding towns and other governmental entities in resolving land use and environmental issues and planning for the future.

**Action 1.1.a:** Initiate joint planning committees.

**Action 1.1.b:** Utilize local resources, e.g. Department of Natural Resources, Natural Resource Conservation Service, U.S. Forest Service.

**Action 1.1.c:** Work toward intergovernmental agreements with surrounding communities (e.g. state Scenic By-Way program).

**Action 1.1.d:** Plan for and develop a green buffer around the City.

**Action 1.1.e:** Hire a building inspector at either the City or County level.

**Action 1.1.f:** Work together with surrounding townships and Bayfield County to develop compatible land use and zoning regulations.



LANCASTER COUNTY, PA, REJECTS CLUSTER DEVELOPMENT

*"Cluster" development refers to the practice of clustering homes near one another on a property, allowing the surrounding land to remain in permanent open space. As an incentive, some counties provide density bonuses to landowners who agree to cluster homes and place a conservation easement on remaining open space. Clustering can be a useful tool for protecting important habitat and natural resource areas.*

*Although clustering has gained favor among planners as a tool for preserving a region's overall rural character, agricultural interests tend to reject clustering as a tool for protecting the working landscape. Opponents to rural clustering argue that it encourages growth in agricultural zones and creates demand for new urban services, from sewer and water to fire stations and convenience stores. Opponents also believe that clustering invites conflicts between residential and agricultural uses, bringing the same problems for farmers and ranchers as any other kind of urban development.*

*In Lancaster County, Pennsylvania, one of the most important agricultural regions in the nation, the County Planning Commission considered and then decided to drop rural clustering as an approach to protecting farmland. According to Tom Daniels, Executive Director of the Lancaster County Agricultural Preserve Board, who worked with the county to remove rural cluster from consideration, a rural cluster provision would increase sprawl and create conflicts between farm and non-farm neighbors.*

*Instead of adopting rural clustering to protect farmland, the commission rewrote its growth management plan to place a greater emphasis on accommodating growth adjacent to existing villages and restricting development in rural and resource areas. Today the county has established urban growth boundaries to protect farmland. The county has used agricultural zoning on 320,000 acres of land (roughly 54% of the county) and more than 24,000 acres of farmland have been preserved through permanent conservation easements.*

*- Sierra Business Council, Planning for Prosperity: Building Successful Communities in the Sierra Nevada, 1997.*

Action 1.1.g: Adopt and enforce strict design and architectural review regulations for all buildings within the City and protect historic agricultural and commercial architecture (old barns, stables, sheds, apple/berry production buildings, etc.) within the adjacent environs.

Objective 1.2: Work with the Town of Bayfield to ensure that development along Highway 13 approaches to the City that is consistent with Bayfield's historic character.

Action 1.2.a: Minimize strip development, enhance scenic beauty through vegetative screening, and develop architectural standards.

Action 1.2.b: Develop green buffers around the City and green corridors at the City's entrances along Highway 13.

Action 1.2.c: Working cooperatively with the Towns of Bayfield and Russell, discourage strip development along Highway 13 entrances to the City.

Objective 1.3: Limit impact of loud motorized vehicles in and around the City.

Action 1.3.a: Review and enforce noise ordinance.



Action 1.3.b: Review snowmobile and ATV routes, speed limits, signage, hours permitted, and enforcement.

Objective 1.4: Protect natural watercourses and ravines, all of which have their origins outside of the City.

Action 1.4.a: Protect the edge of watercourses and ravines in a way that allows existing uses to remain while requiring that any future development meets appropriate standards.

Action 1.4.b: Develop a policy to regulate development in areas identified as having steep slopes and/or sensitive soils which will require a higher level of review, e.g. hydrologic studies and mitigation strategies.

Action 1.4.c: Adopt development standards that minimize impervious surface.

Action 1.4.d: Map, evaluate and incorporate sensitive soils information into zoning classifications and guidelines for development.

Action 1.4.e: Map and evaluate possible sources of water pollution.

Action 1.4.f: Seek advice on how to deal with areas of springs and seeps, as well as intermittent streams.

Action 1.4.g: Ensure the quality and safety of City water; protect groundwater, aquifers and Lake Superior.

Objective 1.5: Support City, County, State and Federal efforts to reduce point source pollution into Lake Superior and its watershed.

Action 1.5.a: Develop a City/County work group and seek partner agencies such as the Department of Natural Resources to identify regional threats to water quality.

Objective 1.6: Develop a land protection strategy and process for incorporating acquired property.

Action 1.6.a: Accept donated conservation easements.

Action 1.6.b: Set up a program for the purchase and transfer of development rights.

Action 1.6.c: Utilize other land protection strategies (e.g. those outlined by the Land Stewardship Project).

Action 1.6.d: Support tax assessment based on land use, not potential development value.

Action 1.6.e: Develop a land protection strategy that incorporates land acquisition by the City, land banking, donated conservation easements, purchase of development rights (PDR), and transfer of development rights (TDR).

Action 1.6.f: Consult with the Land Stewardship Project, The Trust for Public Land, The Nature Conservancy and any other appropriate organizations on land protection issues.

Action 1.6.g: Work with the Bayfield Regional Conservancy on land protection issues of mutual concern.



Objective 1.7: Work proactively to protect and preserve diverse agricultural use of productive and potentially productive farmland within Bayfield's adjacent environs.

Action 1.7.a: Cooperate with the Town of Bayfield and Bayfield County on land use issues and consult the Town of Bayfield's Land Use Plan and its Farmland Preservation Program.

Action 1.7.b: Discourage non-agricultural development of productive, potentially productive and fallow agricultural land within the adjacent environs.

Action 1.7.c: Discourage mineral and fossil fuel resource development - such as quarries, mining, and oil and gas exploration and drilling - on productive, potentially productive and fallow farmland.

Action 1.7.d: Support tax assessment of agricultural land based on actual land use, not on potential development value.

Action 1.7.a: Encourage and support diverse, environmentally responsible agricultural endeavors in adjoining townships and within the adjacent environs.

Action 1.7.d: Support the development of regional marketing and distribution plans for locally grown and produced agricultural and forest products.

Action 1.7.e: Support tax incentives that would encourage sustained agricultural use within adjoining townships and the adjacent environs.

Goal 2: The City of Bayfield works proactively and cooperatively with all governmental units\* in and around the Chequamegon Bay on economic development issues and economic development planning.

Objective 2.2: Promote Bayfield and the local area as a viable location in which to live, work and purchase goods/services.

Action 2.2.a: Support and promote Bayfield County's economic development plan, particularly home-based, electronic-communications-based businesses.

Action 2.2.b: Work with local providers to ensure quality public services (Internet/phone, gas and electric).

Action 2.2.c: Encourage development of businesses that produce local agricultural, forest and fisheries products.

Action 2.2.d: Support Chamber of Commerce marketing of area businesses and activities.

Action 2.2.e: Develop programs that encourage business sharing, cooperation, affiliations, inter-City partnerships, shared office resources, etc.

Action 2.2.f: Give support for improved transportation, including ease of access to commute routes -- highways, air travel, bus, car pooling, ride share, etc.

Objective 2.3: Seek regional and area wide opportunities to promote new business opportunities.

Action 2.3.a: Participate in lobbying activities to promote region.

Action 2.3.b: Seek assistance in planning and development of region.



Action 2.3.c: Work closely with adjacent communities -- Towns of Bayfield, Russell and LaPointe, and the Red Cliff Band -- in a cooperative manner to increase business and job opportunities.

Goal 3: The City of Bayfield takes a proactive role in joint planning efforts with the towns of Bayfield, Russell and LaPointe as well as the Red Cliff community in coordinating municipal sewer, water, stormwater and other infrastructure development.

Objective 3.1: Identify future infrastructure needs through an analysis of existing development trends.

Action 3.1.a: Schedule periodic Town/City/Regional "planning summits" which include representatives from area communities to identify, discuss and solve infrastructure issues that are inter-jurisdictional.

Objective 3.2: Identify and evaluate and use activities in surrounding areas that have a direct impact on the municipal resources of the City of Bayfield.

Action 3.2.a: Develop partnerships with local agencies (Bayfield County Zoning, Natural Resource Conservation Service, Bayfield Regional Conservancy and relevant City of Bayfield committees and employees) to develop educational materials and model ordinance language for erosion control, site planning and residential development.

Action 3.2.b: Create a City/Town or regional Building Inspector position to ensure that all development is sustainable.

Action 3.2.c: Partner with the Department of Natural Resources, Natural Resource Conservation Service and appropriate county agencies to develop a hydrology/soil study for the areas adjacent to the City and identify areas of concern.

Objective 3.3: Achieve cost efficiency, combined with excellent service delivery through cooperative public service endeavors.

Action 3.3.a: Cooperate with the Town of Bayfield to determine the feasibility of combining City and Town services in order to save money and improve service delivery (e.g. police protection).

Action 3.3.b: Explore cooperative agreements with other units of government in the Chequamegon Bay area to determine the possibilities for cost savings and improved service delivery.

Goal 4: Bayfield maintains a strong partnership with the School District of Bayfield and integrates the district into the long-term planning for the City.

Objective 4.1: Maintain an on-going integration of School District and City committees.

Action 4.1.a: Assign one member of the City Council to serve in an active liaison role between the City of Bayfield and the Bayfield School District.

Objective 4.2: Establish a regional Education Committee



Action 4.2.a: The committee will be responsible for promoting internships and informing the public about learning opportunities at area facilities such as WITC and Northland College, UW-Superior and other available learning resources.

Goal 5: Bayfield works with Bayfield County and the State to ensure a safe, accessible multi-modal transportation system in the region.

Objective 5.1: Identify parcels within and adjacent to the City as areas for potential easement acquisition or land purchase for future trail network development.

Action 5.1.a: Develop a plan for nature trails/ski trails that considers lands along and within the ravines and throughout the City, and provides links with existing trails such as the Brownstone Trail and the proposed Dalrymple Trail. Consult the 2001 120-Acre Plan's recommendations for trail development.

Goal 6: Bayfield works with the region to actively preserve and promote cultural resources of the region.

Objective 6.1: Provide support for youth, senior and inter-cultural community activities.

Action 6.1.a: Develop an Activity Center for young people (perhaps at Holy Family School or the Community Recreation Center).

Action 6.1.b: Develop and support opportunities for youth and senior interaction through arts, cultural and historical appreciation programs

Action 6.1.c: Support a plan to integrate Red Cliff culture and history into the Bayfield community.

Objective 6.2: Increase awareness of local and regional history and culture.

Action 6.2.a: Support area cultural organizations including the Bayfield Heritage Association, Bayfield Maritime Museum, Chequamegon Bay Arts Council, Bay Area Film Society, Big Top Chautauqua, etc.





## LAND USE ELEMENT

### Introduction

Land in the City of Bayfield is used for housing, commercial and industrial enterprises, public facilities, transportation and recreation. The activities and land uses of Bayfield have evolved over the years into an established pattern. It is this pattern, combined with the City's natural setting that gives Bayfield its unique form and character. The natural setting is also a major reason people love living in Bayfield and why so many visitors flock here. It provides habitat for all denizens of Bayfield, human as well as animal.

Generally speaking, protection of habitat is an essential part of land use planning, since quality habitat "is the basis of biological, genetic and functional diversity, the sum of which is the basis of natural wealth and thus economic viability, which in turn equates to long-term community well-being. Habitat is comprised of food, water, shelter and space and the quality of habitat depends on the quality of these four items."<sup>1</sup> Protection of habitat for humans and animals can go hand in hand.

When altering the land to accommodate human necessities and perceived needs, we need not be limited by conventional development practices. Our choices are usually limited only by our lack of knowledge and awareness of innovative and creative alternatives. We have made mistakes, some with greater impact and import than others, some causing permanent, irreversible damage, others with repairable and reversible impacts. Some suggest, however, as did one Community Visioning Workshop participant, that our choices need to "err on the side of protection"<sup>2</sup>

### Concerns / Issues

Land development issues facing Bayfield include:

- Development of Highway 13 entrances to the City in the Town of Bayfield in ways that are consistent with City of Bayfield community preferences for gateway development
- Reconciliation of portions of the Town of Bayfield's Land Use Plan
- Protection of existing natural areas in City while balancing need for future development
- Preservation and expansion of City parks
- Preservation of views of Lake Superior and from Lake Superior
- Providing for appropriate and low-impact means for people to park their autos
- Developing a land use plan that encourages greater social and economic diversity in the community.

A more detailed look at citizen comments offered during the Community Visioning Workshop follows:



Many workshop participants called for preservation of the City's precious green spaces. Community members seem to generally value parks and open spaces as locations for recreational opportunities and quiet refuges within the City as well as for the wild character they lend to the City. Many would like the City to develop even more parks and trails. A specific area drawing significant enthusiasm from residents is Ravine Park, which extends to the north of the City. Citizens would like to see this ravine protected (perhaps through conservancy zoning) in order to preserve the vegetation that prevents erosion as well as preventing development along steep slopes and fragile soils. Desired uses of this park area include recreation and an expanded trail system for hiking, skiing, snowshoeing, and other low impact activities; as an area for "outdoor classroom" experiential learning experiences; and for athletic fields. Many feel the City should also acquire the adjacent 40 acres of ravine land to ensure the protection of the watershed. Other ideas for uses include school facilities, affordable housing, and even wind towers for electrical generation.

#### THINKING SMALL, LIVING LARGE

*Washington's Whidbey Island uses a common area around smaller houses so residents have less area to maintain and more time for leisure activities. . . . 'Instead of getting bigger, the trend is toward smaller, high quality space,' Ross Chapin said. 'A small home of high quality gives the freedom to do things that you want, not including the cost advantage of a smaller house.' . . . 'Any project I do, I look at how it contributes to the surrounding community and how it creates a sense of neighborhood by its own design.' . . . 'The thread through all of it has to do with bringing back a sense of craftsmanship. . . . When you build with care, people tend to put care back into them and they will last longer. Look at the Victorians – they are still there.'*

*- Judy Hammond, Mid-Valley Sunday, July 11, 1999*

Community members also expressed other ideas about land use in Bayfield. Many wish to see Bayfield maintain its "quaint" small town feel, avoiding fast food franchises and "big box" retailers. People also want to prevent commercial strip development at the City's entrances. Residents want to see the waterfront dedicated exclusively to waterfront uses (such as marinas, boating, fishing, and public access to the Lake); to protect and support area agricultural uses; and to allow for the development of affordable housing (including permitting some homes to be built on single lots). Future development in this small town should focus on restoring areas that have been degraded and/or stand idle.

There is also a desire for education about and consistent, fair enforcement of zoning laws. Many suggest that existing laws be reviewed and updated. There are requests for height restrictions on buildings and trees, respect for viewsheds, preservation of trees for the character and shade they provide, and for consistent, well thought out design and building guidelines.



**DESIGN GUIDELINES AT WORK**

*The character of a community is influenced by a range of factors from the scale of buildings and the choice of building materials to the nature of the sidewalks and public spaces. Many towns have adopted design guidelines for structures and public spaces within the community to maintain their own unique character.*

*Design guidelines are rooted in the notion that we can maintain and improve the quality of our communities if we pay close attention to the quality of development – the scale, position and appearance of buildings; the quality of sidewalks, street lighting, benches and landscaping; the width and patterns of our roads; street signage and other aspects of the public realm.*

*In towns across the country, but particularly in New England, major national retailers such as McDonald's, Walgreens, K-Mart and 7-Eleven have met the design specifications of small communities by locating in structures within historic districts, abandoning drive-up windows, redesigning their exteriors, and scaling back their size. In Freeport, Maine, for example, McDonald's hired a local architect familiar with "Maine forms of architecture" to design its new restaurant on Main Street. The project, which was the first to be reviewed under Freeport's new design guidelines for commercial construction, reflects the local architectural style of other buildings in Freeport.*

*Freeport has inspired other communities to adopt design standards that require franchises and other developers to reflect regional architectural traditions when proposing new construction in highly visible locations in their towns.*

*A number of Sierra Nevada communities are using design guidelines to help ensure new development fits in with the existing community. Jamestown, in Tuolumne County, has developed a Design Guide complete with pictures of buildings and architectural features which are acceptable to the community. The Design Guide is not intended to be a strict limitation on the type of development permissible, but to provide a standard for determining whether a proposed development generally conforms to the community's historic architectural standard.*

*In similar vein, the town of Truckee recently adopted a 40,000 square foot maximum for single use commercial development in town. The square foot maximum was adopted as a policy in the town's general plan to ensure that new commercial construction fits with the scale of existing commercial development.*

*- Sierra Business Council, Planning for Prosperity: Building Successful Communities in the Sierra Nevada, 1997.*

Citizens additionally suggested a number of ideas for the use of specific areas of land. As for parking solutions, some thought the DNR property (currently being used as lawn), the old railroad depot (across from the Egg Toss), or the City's gravel pits may be suitable for vehicle parking, while residents are adamant about not using waterfront land (such as the area next to Memorial Park) for parking. Other ideas include combining the police station and the fire station in the same building, securing vacant property downtown for Applefest or other community events, finding a better location for the trailer homes, developing a kayak launch at Broad Street beach, connecting sidewalks up Washington Avenue from the Ferry Dock, and converting the old Catholic School into a technology-related business facility.

In another effort to obtain citizen input, a community survey was conducted early in the process as further described in the Preface. Responses in the survey relevant to land use are organized according to the following structural elements:

- **Corridors:** Corridors provide a connection between different areas or destinations. There are travel corridors (trails and streets) and "green" corridors. Travel corridors link our destinations and activities and make it easier to move around the City using various modes of travel. "Green" corridors, such as the Big Ravine, streams, drainage ways and trails, collectively create a network that links our open lands, natural areas and parks to each other and areas of the City where residents live and work. Green corridors are also important habitat for wildlife



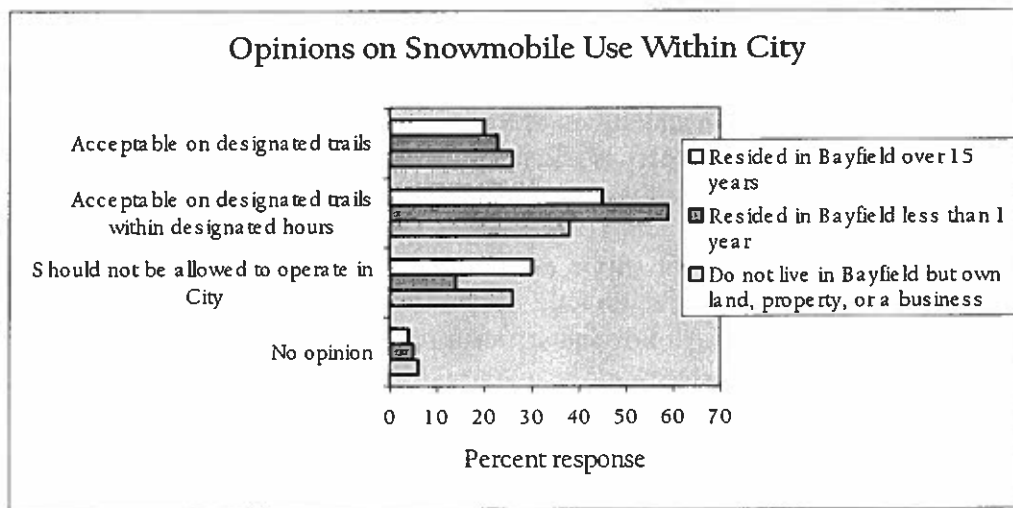
- **Edges:** Edges form the boundaries of the community and are usually best kept intact in order to avoid sprawling development. This allows for more efficient delivery of public facilities and services. Further, edges contribute to conserving environmentally sensitive areas, open space and distinguishing between what is 'city' and what is not.
- **Districts:** Districts are larger areas of activity. The downtown district and the waterfront district are examples.
- **Neighborhoods:** As the dominant and most important areas within our City, neighborhoods will serve as primary building blocks. Neighborhood integrity is generally tied to walkability, connectivity, the extent to which destinations such as schools, parks, shops and civic centers are within walking distance and the extent to which a mix of housing types are provided.

*Corridors and Edges*

Community survey responses relevant to public concerns about corridors were as follows:

- 23% stated that more sidewalks are needed in the City (62% disagreed, 15% were not sure or did not respond).
- 37% responded that snow was not removed in a timely manner from sidewalks (24% said it was, 39% were not sure or did not respond).
- 75% stated that pedestrian safety was only good to fair (46% good, 29% fair).
- 45% did not feel that Hwy. 13 should be re-routed around City (30% thought it should be rerouted so it does not pass directly through downtown, 25% were not sure or did not respond).
- 29% found snowmobile operation unacceptable within City; 65% felt snowmobile use acceptable with certain restrictions (trails only and within designated hours).

Figure L-1. Results to Survey question: "Which statement best describes your feelings about snowmobile use in the City?" divided between a duration of residence demographic. Bayfield Community Survey, February 2001.

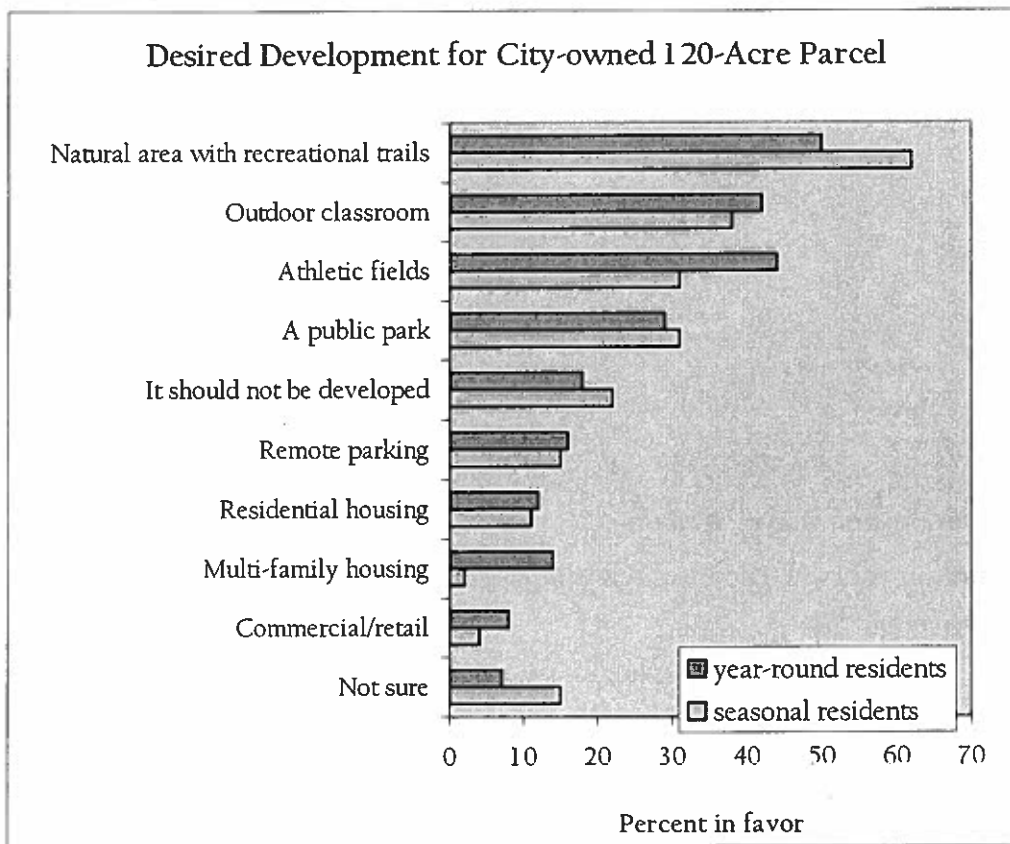


An important survey question related to citizen preference for the use of a major parcel of City-owned land on the City's periphery, which was annexed in 1992. Figure L-2 below illustrates the responses given by year-round and seasonal residents to the following question:

*The City owns 120 acres of land adjacent to the Bayfield School. Part of the land is used for flood protection and the old dumpsite portion is used for a soccer field. From the list below, please select the response(s) which best describe how you feel the land should be used. You may choose more than one response.*

Note that when aggregating responses to this question, over two-thirds responded that the 120-acre parcel (commonly known as Ravine Park) owned by the City should be used for recreational purposes.

Figure L-2. Graph of year-round versus seasonal resident responses to Community Survey regarding types of development desired for 120-acre parcel on the northern boundary of the City of Bayfield, WI. Respondents could choose more than one response. Bayfield Community Survey, February 2001.

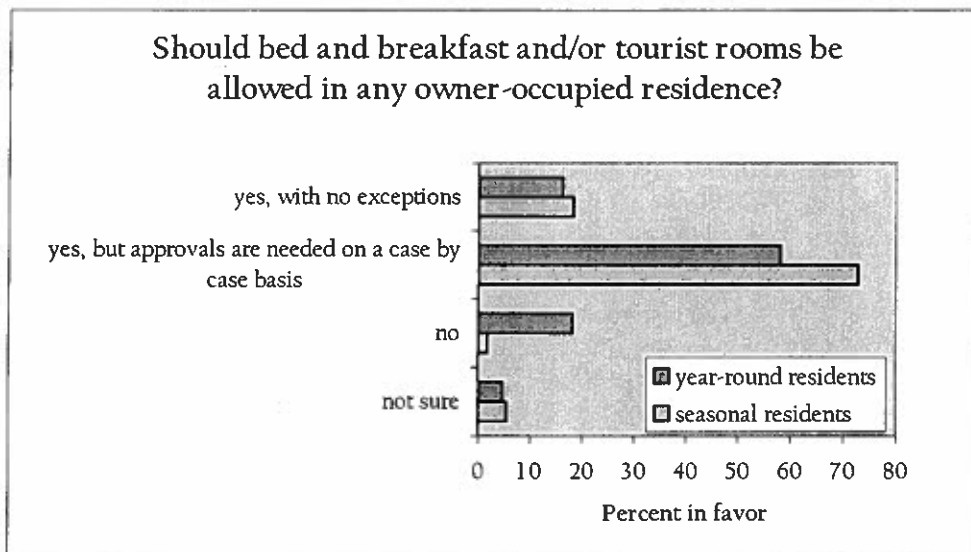


*Districts and Neighborhoods*

Community survey responses relevant to public concerns about districts and neighborhoods were as follows:

- 69% stated that the City should allow home-based businesses in residential neighborhoods with approval on a case-by-case basis; 13% said they should be allowed with no exceptions.
- 64% stated that bed and breakfast establishments and/or tourist rooms should be allowed in any owner-occupied residence with approval on a case-by-case basis; 16% said they should be allowed with no exceptions.

Figure L-3. Results to Survey question: "Should bed and breakfast and/or tourist rooms be allowed in any owner occupied residence?" divided between the seasonal and year-round resident demographic. Bayfield Community Survey, February 2001.



*Additional Relevant Survey Results*

Other community survey responses relevant to public concerns about land use were as follows:

- 61% of all residents feel that there should be landscaping standards for all commercial development (25% disagree; 14% are not sure or did not respond). 78% of seasonal residents supported landscaping standards, compared to 55% of year-round residents.
- 50% of residents feel that the City of Bayfield should require that all types of development in the City follow a historic design standard (32% said no; 18% were not sure or did not respond). 71% of seasonal residents supported historic design standards compared to 42% of year-round residents.
- 63% stated that new building construction should be compatible with the design of adjacent buildings (21% disagreed; 16% were not sure or did not respond). 80%



- of seasonal residents supported compatible design, while 60% of year-round residents felt similarly.
- 22% of respondents felt that current building development standards are too lax (19% feel they are just right; 10% think they are too strict; 49% are not sure or did not respond). 35% of seasonal residents felt that development standards are too lax, compared to 21% of year-round residents. 13% of residents who have lived in Bayfield over 15 years feel that development standards are too strict, and 17% felt they were too lax, contrasted with residents of less than one year, of whom 5% chose “too strict” and 23% chose “too lax”.
  - 40% stated that current enforcement of building development standards is fair to poor (16% stated enforcement is good; 1% stated it is excellent; 43% were not sure or did not respond).
  - 44% of residents do not support height restrictions on trees to preserve the view of Lake Superior (43% do support restrictions; 13% were not sure or did not respond). 55% of seasonal residents support height restrictions on trees, while 36% of year-round residents support these restrictions.
  - 82% of residents support height restrictions on buildings to preserve the view of Lake Superior (9% do not support building restrictions; 9% were not sure or did not respond). 93% of seasonal residents support restrictions on building heights compared to 79% of year-round residents.

## Existing Conditions

### History

#### *Significant Development: 1979-2000*

Following is a list of significant development by type of use occurring since the adoption of the last Comprehensive Plan in 1979.

#### Residential

- Indoor shopping mall across from ferry landing remodeled and four luxury condominiums added on the second story
- A number of large luxury homes on the hillside (including 10<sup>th</sup> street)

#### Commercial

- Historic herring shed, adjacent to ferry landing, restored and remodeled for use as waiting area and storage for boats
- Historic Rittenhouse residence restored and converted to five-star restaurant/bed and breakfast
- Pier Plaza Restaurant razed and rebuilt; Bayfront Inn added
- Associated Bank and Bremer Bank on Broad Street
- Pharmacy building built on Broad Street, now occupied by Ace Hardware
- Railroad roundhouse remodeled to house offices on Manypenny Avenue
- Apostle Islands Realty building (most recently pharmacy) relocated from Broad to Manypenny to house Mary Hulings Rice Foundation offices

#### Community Facilities

- Maritime Museum on 1<sup>st</sup> Street built, used as boat storage during winter
- Bayfield Heritage Association Museum on North Broad Street under construction



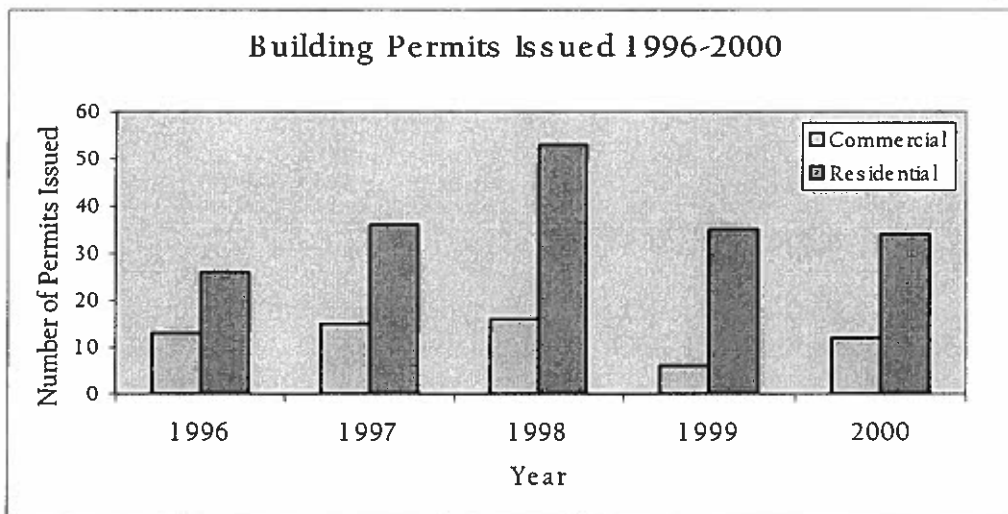
- Public library on North Broad Street remodeled
- City's Pavilion at end of Rittenhouse Avenue on lakeshore restored and remodeled for use as events facility
- Breakwater added to City marina
- Elementary, middle and high school facility on Sweeney Avenue remodeled
- Bayfield Recreational Center on Broad Street

**Gateway Development outside of City**

- Apostle Highlands Golf Course and residential subdivision of 125 lots
- Major outdoor antique/retro/junk commercial operation just north of the City on Highway 13 established
- School bus storage facility on south approach to City on lakeshore expanded

Between 1996 and 2000, a total of 246 building permits were issued for all types of additions, improvements, repairs, remodeling, and new structures. Approximately 62 of these permits were issued for building on commercial properties, and 184 were issued for residential properties. Over this five-year period, permits were issued for about eight new primary structures.

Figure L-4. Number of commercial and residential building permits issued in the City of Bayfield, WI from 1996-2000. Data from City Clerk records.



**Present Land Use**

Like many American towns and cities, the original development pattern was shaped by the local economy. Logging, fishing and recreation, which dominated Bayfield's early days, concentrated development along the lakeshore. Today development is characterized by:

- Dense development in the City's downtown core with an area surrounded by Manypenny Avenue, First Street, Wilson Avenue and Broad Street that lacks a coherent pattern of development





- Residential development that disperses from the City center to the north, west and south and is less dense on the periphery, more dense toward the City center; residential land use patterns in the area of 10<sup>th</sup> St. north of Washington Ave. is somewhat incoherent;
- Shoreline development is a mixture of fisheries, marinas, beaches, a ferry landing, a mobile home park and salvage yards;
- A bus storage facility is located south of the City limits; north of the City limits is the Dalrymple public campground.

The current distribution of land use type in acres as well as assessed value is shown below. [See also Existing Land Use map at the end of this element]

Table L-1. Description of land use and value in the City of Bayfield, Wisconsin. Land use data gathered by planning consultants. Assessed value from December 1, 2000. Calculations done by Northwest Regional Planning Commission.

Use	Number of Parcels	Acres	Percent of City	Average Value	Aggregate Value
Single Family Residential	382	94	23.3%	\$96,266.75	\$36,773,900
Multi-Family Residential	10	2	0.5%	\$50,380.00	\$503,800
Commercial	122	31	7.7%	\$118,645.08	\$14,474,700
Utilities and Community Facilities	48	24	5.9%	\$11,341.67	\$544,400
Institutional	15	6	1.5%	\$25,526.67	\$382,900
Open Space/ Vacant	273	239	59.2%	\$21,209.89	\$5,790,300
Parks	22	8	2.0%	\$18,972.73	\$417,400
Overall/total	872	404	100.0%	\$67,531.42	\$58,887,400

### Land Use Projections

Several potential developments are currently being discussed, but no applications for development permits have been submitted. The potential projects include one major residential subdivision, an assisted living facility and a potential recreational waterfront development. All of these projects - still in the discussion stage - make this planning effort most timely. [See Proposed Land Use map and City of Bayfield Zoning map]



Table L-2. Projected population growth in five-year increments based on population goal of 1000.

Year	Low Growth	Mid Growth	High Growth
2000	611	611	611
2005	699	704	709
2010	787	796	806
2015	875	889	904
2020	963	981	1001

Table L-3. Land use projections based on mid-growth population scenario.

Land Use Classification	Acres Per Capita 2000	Area (acres) 2000	Area (acres) 2005
Single Family Residential	.1522	93	107.88
Multi-Family Residential	.0033	2	2.32
Commercial	.0540	33	38.27
Utilities and Community Facilities	.0393	24	27.83
Institutional	.0098	6	7
Parks	.0147	9	10.43
Open Space/Vacant	.3928	240	278.30

Land Use Classification	Area (acres) 2010	Area (acres) 2015	Area (acres) 2020
Single Family Residential	122.76	137.64	152.52
Multi-Family Residential	2.64	2.93	3.28
Commercial	43.54	48.81	54.08
Utilities and Community Facilities	31.66	35.49	39.32
Institutional	8.00	9.00	10.00
Parks	11.86	13.29	14.72
Open Space/Vacant	316.60	354.9	393.20

### Potential Land Use Conflicts

#### *Town of Bayfield and City of Bayfield*

Town of Bayfield completed a land use plan in 1994 that shows several proposed uses that present a possible conflict with the City of Bayfield's vision for land use in the area over the next 20 years.

Specifically, the Town land use plan shows an area for industrial development just north of the City's northern boundary near Olson Road. The City foresees the possibility of industrial development in terms of a regional industrial park and would favor an area more centrally located for the region.

Further, the Town land use plan<sup>3</sup> shows a commercial development along the west side of Highway 13 north of the City and along both sides of Highway 13 at the southern entrance to the City. In both instances, the City would like to insure that any commercial development done in these areas be accomplished with strict attention to facades, signage and site design so that the resulting development is in keeping with Bayfield's attention to historic and aesthetic detail.



A significant area of concern to Bayfield residents is the 120-acre City-owned parcel at the northwest corner of the City. The community has voiced its interest in preserving this area in its natural state with the exception of using it for recreational trails, athletic fields, an area for outdoor education, and a certain amount of permanently affordable housing. These low-impact uses are intended to respect the fragile nature of the ravine with its steep slopes and riparian vegetation and habitat.

And finally, the City's natural landscape, which is in large part is characterized by moderate to steep slopes, demands that upland development must minimize impervious surfaces and incorporate other means for minimizing run-off which leads to erosion and eventually compromised water quality. While there is currently no conflict between the City and its surroundings in this regard, the City of Bayfield hopes that proposed development in the surrounding townships follows the State Construction Best Management Practices manual to reduce erosion and thereby contribute to the preservation of the area's shared watershed.

### *Extraterritorial Zoning and Plat Review*

Cities have a strong interest in the development that happens around them. According to state law, the City may exercise extraterritorial zoning power and plat review authority in the unincorporated areas located within 1.5 miles of the municipal limits. These provisions are intended to allow the City to influence the development pattern of areas currently outside the corporate limit that have the potential to be annexed to the City in the future. This is accomplished through a cooperative process between the City and its neighbors, and is based on consensus decision-making. The City hopes that the surrounding townships will be partners in the growth of the region and will participate in joint planning whenever possible.

## Vision

A portion of the community's 2020 vision addresses land use as follows:

*With sensitivity toward preserving and enhancing local features and modeling green building standards developed in the late 1900s, Bayfield's progressive Community Planning and Development Department works closely with the Chamber of Commerce in recruiting new business that is consistent with community values.*

*Downtown Bayfield remains a visitor magnet with its quaint and historic character, cohesive design, its human scale development and architectural integrity. Further, Bayfield's downtown provides a wide range of goods and services for residents and visitors alike. Quality inventive, imaginative and original retail establishments are a hallmark of Bayfield, and the absence of national franchises and fast food operations is notable. Locally owned shops, restaurants and inns prevail.*

## Goals, Objectives and Actions

Goal 1: Bayfield maintains a land use plan that reflects current community values and provides for future expansion.

Objective 1.1: Determine what the community wants, needs and values regarding land use issues.



Action 1.1.a: Provide well-advertised public forums on current topics of interest and concern to the community.

Action 1.1.b: Survey community residents periodically on land use issues.

Action 1.1.c: Hold community vision and design workshops to solicit residents' ideas.

Objective 1.2: Develop good working relationships with surrounding towns and other governmental entities.

Action 1.2.a: Initiate joint planning committees.

Action 1.2.b: Utilize local resources, e.g. Department of Natural Resources, Natural Resource Conservation Service, U.S. Forest Service.

Goal 2: Bayfield's land use plan envisions a diverse community which includes people of varied ages, socio-economic class and family composition, race and cultural heritage.

Objective 2.1: Provide a wide range of housing opportunities.

Action 2.1.a: Support compact development patterns with smaller housing units (evaluate required lot sizes; encourage building of duplexes on double lots; encourage garage access off alleys; consider allowing residential development on single lots).

Action 2.1.b: Require new developments (over a certain acreage) to provide a balance of large and small lots and/or houses.

Action 2.1.c: Encourage mixed-use development and redevelopment, combining commercial and residential elements (encourage with favorable property tax treatment).

#### MIXED USE DEVELOPMENT

*Much of what we consider to be unique about small towns is actually embodied in the concept of mixed use zoning. Mixed use zoning simply means allowing and encouraging a variety of activities to coexist within one district, usually a downtown district. A key component of mixed use zoning is mixing residential with commercial uses, as commonly occurs in traditional towns where one building accommodates a combination of ground floor retail and second and third story residential. Mixed use zoning often provides housing at close to zero land cost, helping communities meet the demand for more affordable housing. Mixed use zoning also enhances the economic and social vitality of downtown areas by drawing people into the area throughout the day, increasing public safety. Finally, mixed use zoning reduces auto dependency by making it easier for residents to shop near their homes.*

*Despite its many benefits, mixed use zoning is only now coming back into favor with planners who, for three decades, have promoted the idea that each community function, whether housing, shopping or recreation, should occur in its own distinct location. This single use approach has been responsible for the expanding scale of American towns: acres of houses out there, miles of shopping centers over there, blocks of offices over here. In such towns, daily life tends to decay into a series of car trips between home, school, work, shopping, and recreation.*

*As Randall Arendt points out in his book *Rural By Design*, "The practicability of combining residential, retail and office uses is being rediscovered by a growing number of developers, although such projects are unfortunately uncommon in small towns because of habit, inertia, ignorance, building codes and single use zoning."*

*- Sierra Business Council, *Planning for Prosperity: Building Successful Communities in the Sierra Nevada*, 1997*

Action 2.1.d: Encourage owner-occupied year-round residential development by exploring ways to fund a local housing trust for year-round residences.

Objective 2.2: Provide a variety of economic opportunities.



Action 2.2.a: Accommodate permanent home-based year-round businesses in residential areas (revise and clarify current ordinance).

Action 2.2.b: Encourage development of year-round commercial and retail businesses downtown.

Action 2.2.c: Investigate the feasibility of a Business Improvement District, similar to the City of Superior's.

Action 2.2.d: Provide incentives for appropriate businesses to locate in Bayfield; balance need for development with need to preserve natural, cultural and historical resources.

Action 2.2.e: Encourage infill and redevelopment downtown (e.g. Xcel Energy transformer area, old county garage).

Action 2.2.f: Review zoning code provisions regarding parking downtown, and require review of all parking proposals.

Action 2.2.g: Re-examine uses allowed in zoning districts for appropriateness.

Goal 3: Bayfield's historical character is preserved and enhanced.

Objective 3.1: Enforce and enhance the Historic Preservation Ordinance.

Action 3.1.a: Preserve and support the continuation of historic businesses and their buildings (e.g. fisheries, cooperage).

Action 3.1.b: Review Historic Preservation standards and guidelines every two years.

Action 3.1.c: Establish standards for the addition of modern equipment (e.g. telecommunications structures and equipment to structures in the historic district).

Action 3.1.d: Create guidelines for the Architectural Review Board to ensure that new development maintains the scale of the community.

Action 3.1.e: Ensure that variances are not issued until the appropriate findings are made.

Action 3.1.f: Achieve Distinctive Community status according to standards set by the National Trust for Historic Preservation.

Objective 3.2: Work with the Town of Bayfield to ensure that development along Highway 13 approaches to the City that are consistent with Bayfield's historic character.

Action 3.2.a: Minimize strip development, enhance scenic beauty through vegetative screening and develop architectural standards.

Action 3.2.b: Work toward intergovernmental agreements with surrounding communities (e.g. state Scenic By-Way program).

Objective 3.4: Encourage quality and character of new development that is consistent with the existing built environment.

Action 3.4.a: Do not sacrifice scale and small town atmosphere as City grows to 1000.



Action 3.4.b: Encourage compact development patterns, which preserve open space, are easier and cheaper to service, and more energy efficient.

Action 3.4.c: Require pedestrian-friendly design (e.g. by including sidewalks in all development).

Action 3.4.d: Require application of PUD (Planned Unit Development) provisions for developments of land in excess of a specified acreage.

Action 3.4.e: Encourage development of small residential properties.

(1) Allow multi-family buildings on double lots.

(2) Require a mix of dwelling unit sizes in subdivisions or residential PUD's of five units of greater.

Action 3.4.f: Revise demolition permit requirements to reflect standards of density and character established for both commercial and residential areas of the City.

Action 3.4.g: Develop an environmental review process to be used as part of overall development approval process.

#### ENVIRONMENTAL AND ECONOMIC PROSPERITY

*At minimum we can conclude that shifts in environmental policy, whether intended to extend environmental control or reduce it, have no discernable effect on state economic performance. If environmentalism does have negative economic effects they are so marginal and transient that they are completely lost in the noise of much more powerful domestic and international economic influences. The environmental impact hypothesis, while theoretically intriguing, has no empirical foundation and focuses attention on what is certainly one of the least influential factors affecting the pace of economic growth and development.*

*- Stephen M. Meyer, Environmental and Economic Prosperity: An Update, Department of Political Science, Massachusetts Institute of Technology, 16 February 1993*

Action 3.4.h: Develop guidelines for the location and screening of modern equipment, dumpsters, vending machines etc.

Action 3.4.i: Develop an impact fee program, designed to mitigate as well as pay for the impacts associated with new development, e.g. additional demand for public services and infrastructure.

Objective 3.5: Limit impact of loud motorized vehicles in and around the City.

Action 3.5.a: Review and enforce noise ordinance.

Action 3.5.b: Review snowmobile and ATV routes, speed limits, signage, hours permitted, and enforcement.

Goal 4: Bayfield's unique natural environment is preserved and enhanced.

Objective 4.1: Preserve and expand the City's parks, recreation areas and open space.

Action 4.1.a: Develop a regional recreational trail system; also, link trails within the City to one another.



Action 4.1.b: Preserve the 120-acre area of Ravine Park for environmental, recreational and educational purposes as specified in the Report and Recommendations of the 120-Acre Planning Committee submitted in 2001.

Action 4.1.c: Preserve and expand public access to the Lake Superior shoreline, giving special attention to swimming beaches.

Action 4.1.d: Plan for and develop a green buffer around the City.

Action 4.1.e: Develop garden corners and triangles where possible on City property.

Action 4.1.f: Implement the Outdoor Recreation Plan adopted by the City Council, and update every five years.

Action 4.1.g: Evaluate provisions for protecting open space.

Action 3.1.h: Develop a property maintenance ordinance.

**Objective 4.2: Review and revise the City's tree ordinance.**

Action 4.2.a: Develop guidelines for the creation and preservation of Lake Superior views.

Action 4.2.b: Provide guidelines for development on densely wooded parcels and consider limiting clearing to a certain percentage of trees on a parcel.

Action 4.2.c: Allow for public input on issues concerning trees in public or quasi-public spaces in the City.

Action 4.2.d: Develop regulations for tree planting, trimming and cutting.

Action 4.2.e: Provide a list of appropriate tree species for planting in the City.

Action 4.2.f: Define and catalogue "heritage trees" and provide for their protection.

**Objective 4.3: Protect natural watercourses and ravines.**

Action 4.3.a: Consider conservancy or environmental protection designation for all ravines, streams, and run-off corridors in the City.

Action 4.3.b: Protect the edge of watercourses and ravines in a way that allows existing uses to remain while requiring that any future development meets appropriate standards.

Action 4.3.c: Develop a policy to regulate development in areas identified as having steep slopes and/or sensitive soils which will require a higher level of review, e.g. hydrologic studies and mitigation strategies.

Action 4.3.d: Refine noxious weed ordinance to permit some undergrowth in ravine areas to stabilize soils and preserve habitat.

Action 4.3.e: Adopt development standards that minimize impervious surfaces.

Action 4.3.f: Map and evaluate current storm water system and determine its limitations.



Action 4.3.g: Map and evaluate sensitive soils.

Action 4.3.h: Incorporate sensitive soils information into zoning regulations and guidelines for development.

Action 4.3.i: Map and evaluate possible sources of water pollution.

Action 4.3.j: Seek advice on how to deal with areas of springs and seeps, as well as intermittent streams.

Objective 4.4: Develop a land protection strategy and process for acquiring property.

Action 4.4.a: Accept donated conservation easements where appropriate.

Action 4.4.b: Set up a program for the purchase and transfer of development rights.

Action 4.4.c: Utilize other land protection strategies (e.g. those outlined by the Land Stewardship Project).

Action 4.4.d: Support tax assessment based on land use, not potential development value.

Objective 4.5: Develop guidelines for creating and maintaining views both of the Lake, from the Lake, and of the night sky.

Action 4.5.a: Consider means for preserving open space and solar access.

Action 4.5.b: Consider guidelines for vegetation along the shoreline to address planting, cutting, and deadfalls.

Action 4.5.c: Work cooperatively with adjacent communities to develop guidelines for communications tower placement.

Action 4.5.d: Create an outdoor lighting ordinance that protects the night sky.

**MODEL LIGHTING ORDINANCE FOR CITIES AND TOWNS**

*Good outdoor lighting at night benefits everyone. It increases safety, enhances the Town's nighttime character, and helps provide security. New lighting technologies have produced lights that are extremely powerful, and these types of lights may be improperly installed so that they create problems of excessive glare, light trespass, and higher energy use. Excessive glare can be annoying and may cause safety problems. Light trespass reduces everyone's privacy, and higher energy use results in increased costs for everyone. There is a need for a lighting ordinance that recognizes the benefits of outdoor lighting and provides clear guidelines for its installation so as to help maintain and compliment the Town's character. Appropriately regulated, and properly installed, outdoor lighting will contribute to the safety and welfare of the residents of the Town.*

*- New England Light Pollution Advisory Group, <http://cfa-www.harvard.edu/~graff/nelpag/ordbylaw.html>*

Goal 5: Bayfield's lakeshore remains a major asset, economically and environmentally.

Objective 5.1: Support marine-related development along the shoreline.

Action 5.1.a: Define mechanisms for encouraging local commercial fishing operations.

Action 5.1.b: Develop a waterfront zoning district.





Action 5.1.c: Prohibit the development of any structure taller than existing structures along the lakeshore.

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<sup>1</sup> Jane Silberstein and Chris Maser, *Land Use Planning for Sustainable Development*, CRC Press, Boca Raton, FL, 2000, 203 pages.

<sup>2</sup> Participant-written comment, City of Bayfield Community Visioning Workshop, March 2001.

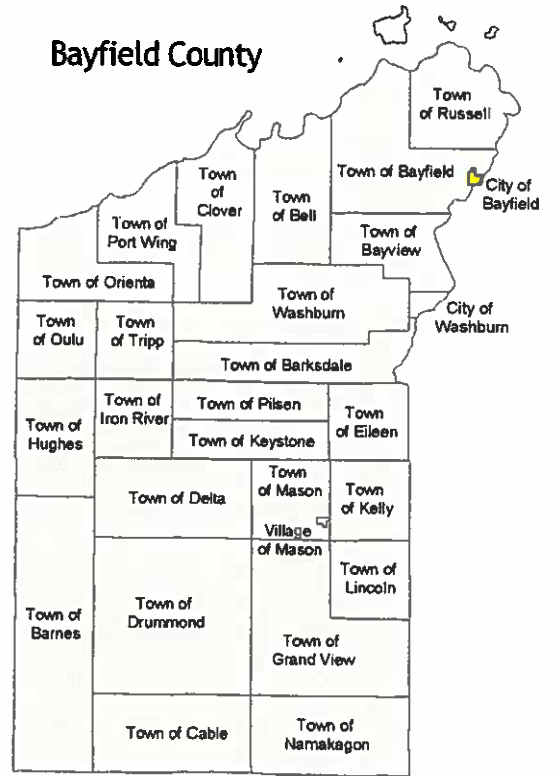
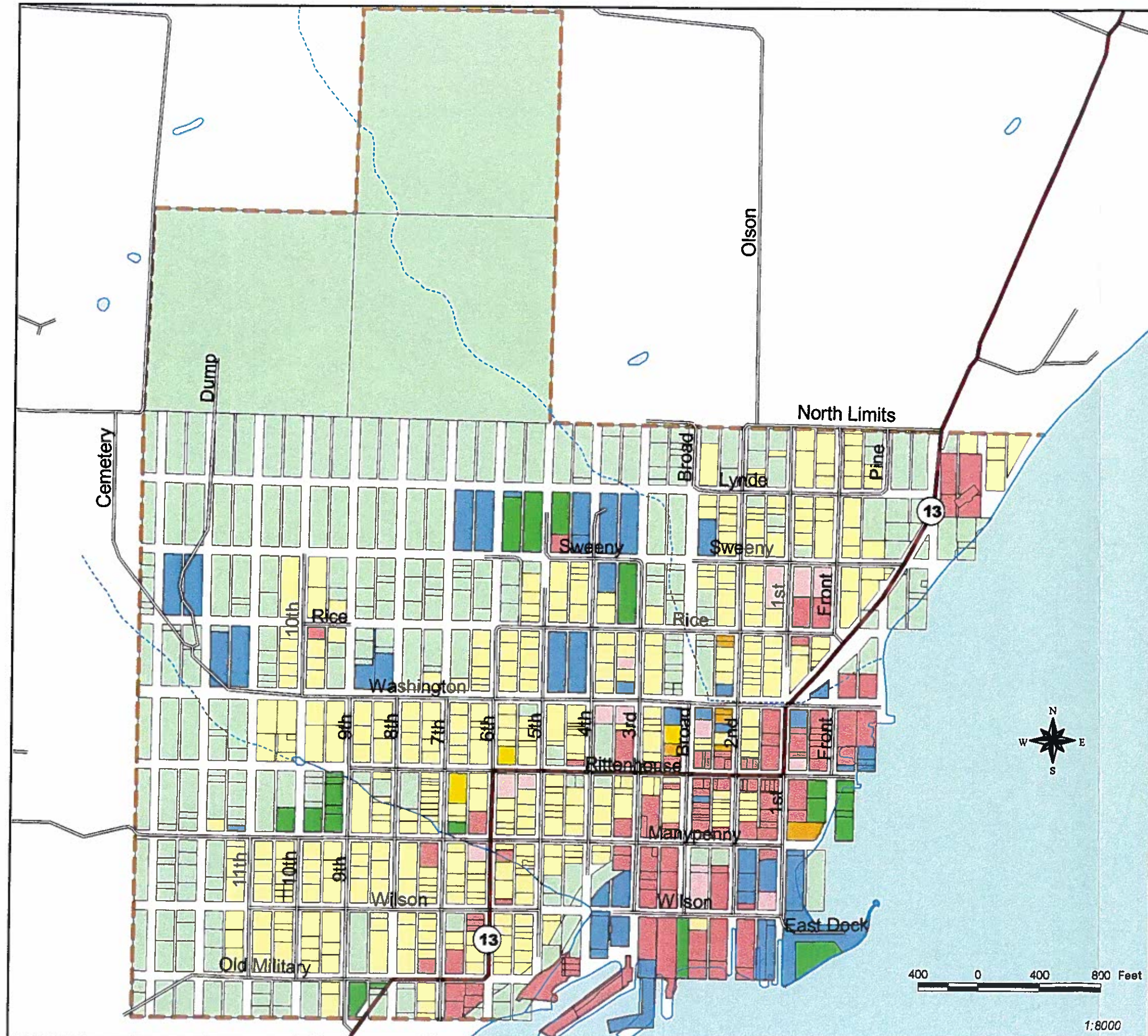
<sup>3</sup> Town of Bayfield Land Use Plan, 1994.



# CITY OF BAYFIELD

## Existing Land Use

- Single Family Residential
- Multi-Unit Residential (Duplex)
- Multi-Unit Residential (3 or more Units)
- Commercial
- Utilities & Community Facilities
- Institutional
- Open Space / Vacant
- Parks



December 1, 2000 parcel data courtesy of the Bayfield County Land Information Office. 1:24,000 Hydrography and Municipal Boundaries provided by the Wisconsin Department of Natural Resources. Roadway data from US Census Bureau TIGER/Line files.

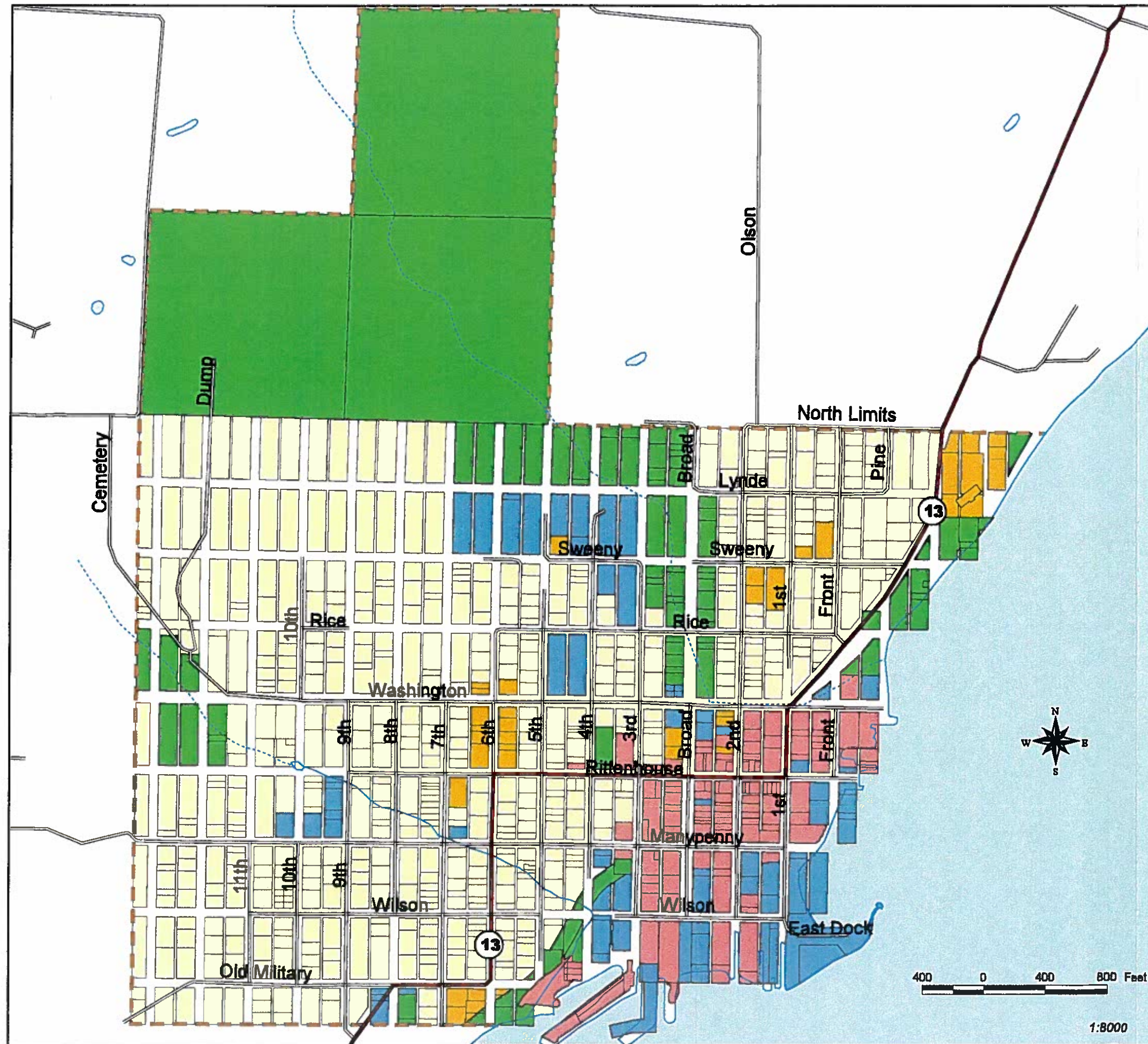
**Northwest Regional Planning Commission**  
an economic development district

**Bayfield County Land Records Department**

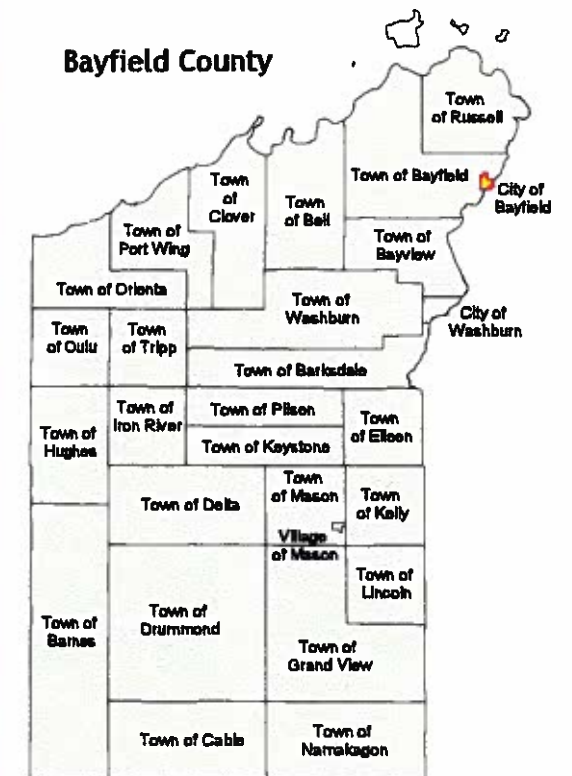
# CITY OF BAYFIELD

## Proposed Land Use

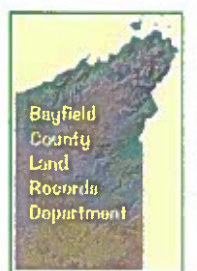
- Proposed for Commercial
- Proposed for Conservancy
- Proposed for Public / Quasi-Public / Utilities
- Proposed for Single Family Residential
- Proposed for Multi-Family Residential



## Bayfield County



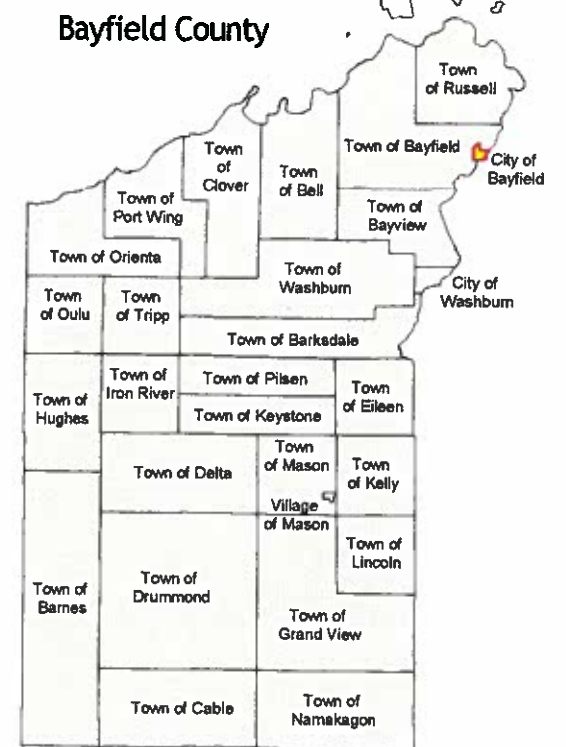
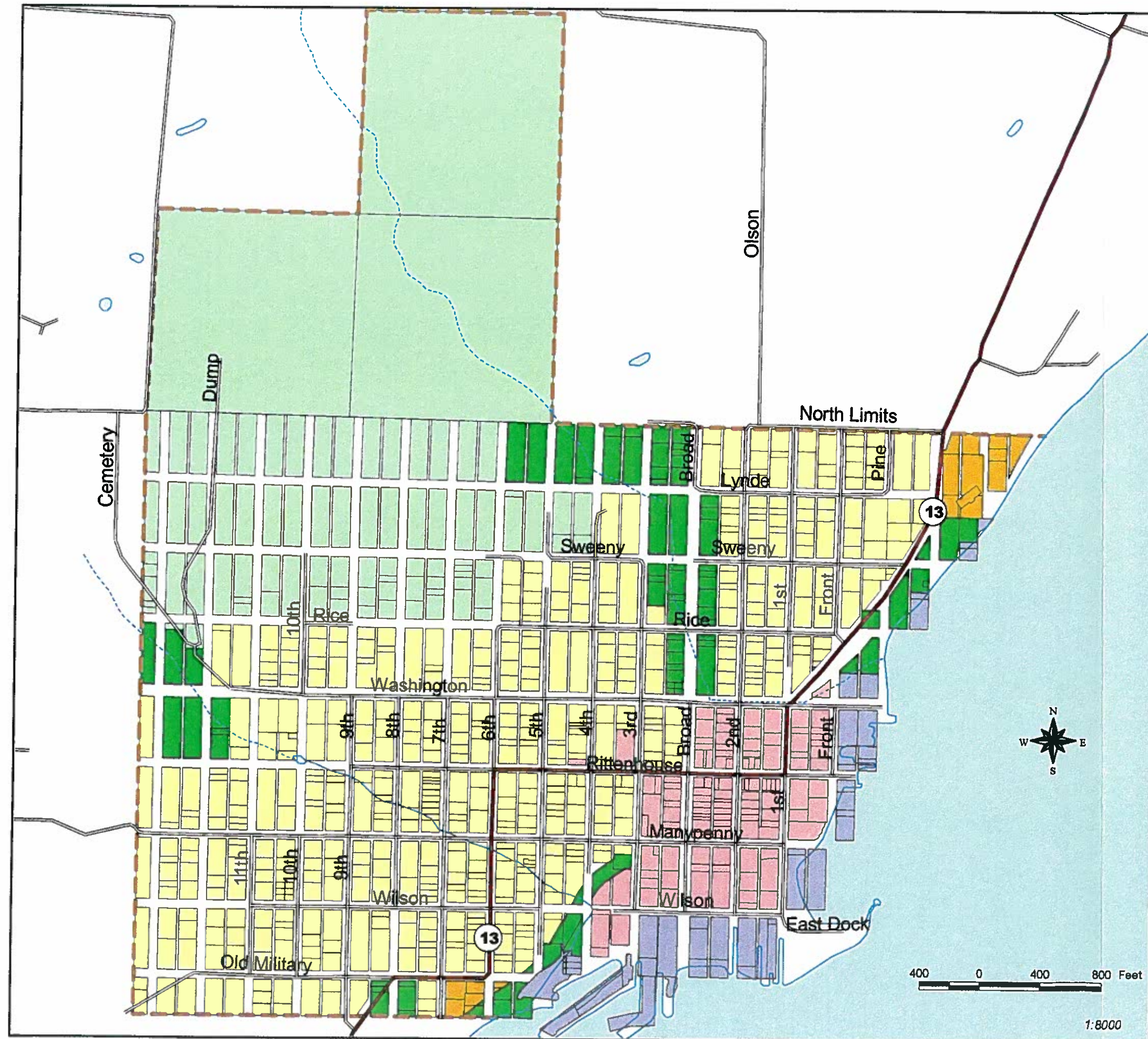
December 1, 2000 parcel data courtesy of the Bayfield County Land Information Office. 1:24,000 Hydrography and Municipal Boundaries provided by the Wisconsin Department of Natural Resources. Roadway data from US Census Bureau TIGER/Line files.



# CITY OF BAYFIELD

## Zoning Districts

- C-1
- R-1
- R-2
- A-1
- FP-1
- W-1



December 1, 2000 parcel data courtesy of the Bayfield County Land Information Office. 1:24,000 Hydrography and Municipal Boundaries provided by the Wisconsin Department of Natural Resources. Roadway data from US Census Bureau TIGER/Line files.

**Northwest Regional Planning Commission**  
an economic development district

**Bayfield County Land Records Department**

## IMPLEMENTATION ELEMENT

### Introduction

A community's land use plan requires implementation with a variety of tools. Some of these tools are regulatory (e.g., zoning, subdivision review), while others are non-regulatory (e.g., acquisition of property, installation of public improvements). Information tools (e.g., monitoring of trends and issues, public education) are also important in achieving community objectives because they help ensure that the plan and its implementation are understood, accepted, and kept current.

Following is a brief description and statement of applicability concerning regulatory, non-regulatory and information tools.

Regulatory Tools	Brief Description	Comprehensive Plan Action
General Zoning	General zoning regulates the use of land, lot size, and the height and bulk of structures. It also provides standards for various types of development and construction activities. General zoning is probably the most commonly employed land use tool.	A series of proposed Zoning Ordinance revisions
Subdivision Regulation	Subdivision regulations allow communities to control the division of land and the quality of development by specifying the subdivider's responsibility for installing on-site facilities (e.g., roads and sidewalks), and by ensuring the availability of public facilities, such as sewers and water, to handle development. Subdivision regulations can also address land suitability, environmental and design issues, and require dedication of park lands or fees in lieu of dedication.	None, subdivision ordinance in place
Official Maps	Official maps show existing and planned public facilities such as streets and parks. They can also show historic districts and waterways. The maps can be used to restrict the issuance of building permits within the limits of the mapped areas. The maps are an effective means to reserve land for future public use.	Proposed zoning map changes
Historic Preservation Ordinance	Historic preservation ordinances are meant to protect historic buildings and districts in communities and enhance the character of the community.	None, historic preservation ordinance in place
Design Review	Design review allows communities to establish their desired future appearance by controlling landscaping, architectural, signage and site design. Communities can maintain or improve valued aspects of community character by defining conditions which contribute, for example, to northwoods, rural, small town or neighborhood character.	A design permit and review process is proposed as a zoning ordinance amendment
Moratoria	A moratorium is used to temporarily limit issuance of permits while new regulations are being developed so that plan objectives are not undermined.	None
Non-regulatory Tools	Brief Description	Comprehensive Plan Action
Land Purchases	Communities can purchase all rights to needed land or partial interests in land (e.g., easements).	Proposed as an action item



Eminent Domain	Eminent domain (or condemnation) allows government to take private property for public purposes, even if the owner does not consent, but the government must compensate the property owner for their loss.	None
Conservation Easements	Conservation easements are legally binding agreements made voluntarily between a landowner and a land trust or local community in which permanent limits are placed on a property's use and development.	Proposed as an action item
Purchase of Development Rights (PDR)	Under PDR program, a community buys the development rights to land it wants to permanently protect. PDR programs are used to preserve agricultural lands, open space, scenic vistas, and important natural resources.	Proposed as an action item
Capital Improvement Program (CIP)	CIPs help a community plan for the timing and location of capital improvements (facilities such as sewers and water, parks and schools). CIPs ensure proper local budgeting for capital improvements. The location of capital improvements has a major impact on development patterns.	Update prepared as part of this planning process
Impact Fees	These are financial contributions imposed on new development to pay for capital improvements as well as other needed services for the development.	Proposed as an action item
Land Trusts	Land trusts are private non-profit organizations established to protect land and water resources. Generally, they are community-based organizations established by conservation minded citizens.	Proposed as an action item
Information Tools	Brief Description	Comprehensive Plan Action
Monitoring of Trends and Issues	Self-explanatory	Periodic community visioning workshops and input sessions are proposed
Public Education	Self-explanatory	A new position similar to a public information officer is proposed as well as other land use and economic development-related information and education programs.

Two hundred and forty actions are proposed to achieve the goals of this plan. They are organized below by year in which action should be initiated. The first set of actions initiated in 2001 are marked "PENDING", meaning that the action is incorporated into the proposed zoning ordinance revisions which will be addressed by the City Council separately from the Comprehensive Plan.



The key below defines abbreviations used in the *Element* column in the table that follows:

ACN	Agricultural, Natural and Cultural Resources element
ED	Economic Development element
H	Housing element
LU	Land Use element
T	Transportation element
UCF	Utilities and Community Facilities element

The key below defines abbreviations used in the *Entity Responsible* column in the table that follows:

AC	Ambulance Commission
ADM	Administration
ARB	Architectural Review Board
CC	City Council
CTC	Courthouse Committee
DNR	Wisconsin Department of Natural Resources
EDC	Economic Development Committee
EDC(D)	-Downtown Subcommittee
EDC(H)	-Housing Subcommittee
FPC	Fire Protection Committee
HC	Harbor Commission
LB	Library Board
PC	Plan Commission
PHSC	Public Health and Safety Committee
PKC	Parking Committee
PRC	Parks and Recreation Committee
PVC	Pavilion Committee
PWC	Public Works Committee
PWC(U)	-Utilities Subcommittee
RC	Recycling Committee
REC	Regional Education Committee
TB	Tree Board

PENDING Implies that action is incorporated into proposed zoning ordinance revisions.



Action	CP Element	Entity Responsible	Initiate by	Estimated Costs	Deadline, if any
Restrict development in environmentally sensitive areas such as wetlands, ravines and floodplains.	ACN	PENDING	2001		
Control development of existing densely wooded parcels, guided by City development standards	ACN	PENDING	2001		
Develop and implement best management practices (BMPs) and/or ordinances for the protection of ground and surface water and air.	ACN	PENDING	2001		
Designate open spaces to be protected from development.	ACN	PENDING	2001		
Prohibit quarries, gravel pits, oil and gas exploration/drilling and other invasive mineral development.	ACN	PENDING	2001		
Preserve, expand and enhance public access (including swimming beaches) to the Lake Superior shoreline by way of new Waterfront District regulations.	ACN	PENDING	2001		
Review, revise and adopt zoning and design regulations and continue to monitor these regulations to preserve Bayfield's village atmosphere and aesthetic appearance.	ACN	PENDING	2001		
Require setbacks, vegetative screening and architectural standards on all new development.	ACN	PENDING	2001		
Adopt and enforce strict design and architectural review regulations for all buildings within the City and protect historic agricultural and commercial architecture (old barns, stables, sheds, apple/berry production buildings, etc.) within the adjacent environs.	ACN	PENDING	2001		
Support tax assessment of agricultural land based on actual land use, not on potential development value.	ACN	PENDING	2001		
Preserve 120-acre parcel (Ravine Park) in a natural state for recreational and educational use as recommended in the 2001 120-Acre Plan.	ACN	PENDING	2001		
Review current regulations governing home occupations.	ED	PENDING	2001		
Examine allowed uses in zoning districts and determine the desirability of additional districts.	ED	PENDING	2001		
Ensure that development standards (zoning) guide desirable size, location and adequate parking for all new and expanded commercial and industrial development.	ED	PENDING	2001		
Evaluate required lot sizes.	H	PENDING	2001		
Create zoning ordinance provisions to protect green space.	H	PENDING	2001		
Continue requirement that residential Tourist Homes be owner-occupied.	H	PENDING	2001		
Revise home occupation regulations to ensure that healthy and safe neighborhood conditions are preserved and promoted.	H	PENDING	2001		
Create a Community Land Trust—a mechanism designed to provide for affordable housing.	H	PENDING	2001		
Create minimum/maximum square footage standards for residential structures.	H	PENDING	2001		
Develop a policy that ensures that all landscaping plans protect viewsheds.	H	PENDING	2001		
Accommodate permanent home-based year-round businesses in residential areas (revise and clarify current ordinance).	LU	PENDING	2001		
Establish standards for the addition of modern equipment (e.g. telecommunications structures and equipment) to structures in the historic district.	LU	PENDING	2001		
Create guidelines for the Architectural Review Board to ensure that new development maintains the scale of the community.	LU	PENDING	2001		
Require application of PUD (Planned Unit Development) provisions for developments of land in excess of a specified acreage.	LU	PENDING	2001		
Encourage development of small residential properties.	LU	PENDING	2001		
Develop guidelines for the location and screening of modern equipment, dumpsters, vending machines etc.	LU	PENDING	2001		
Evaluate provisions for protecting open space.	LU	PENDING	2001		



Action	CP Element	Entity Responsible	Initiate by	Estimated Costs	Deadline, if any
Consider conservancy or environmental protection designation for all ravines, streams, and run-off corridors in the City	LU	PENDING	2001		
Protect the edge of watercourses and ravines in a way that allows existing uses to remain while requiring that any future development meets appropriate standards.	LU	PENDING	2001		
Develop a policy to regulate development in areas identified as having steep slopes and/or sensitive soils which will require a higher level of review, e.g. hydrologic studies and mitigation strategies.	LU	PENDING	2001		
Seek advice on how to deal with areas of springs and seeps, as well as intermittent streams.	LU	PENDING	2001		
Consider means for preserving open space and solar access.	LU	PENDING	2001		
Develop a waterfront zoning district	LU	PENDING	2001		
Prohibit the development of any structure taller than existing structures along the lakeshore.	LU	PENDING	2001		
Map and evaluate sensitive soils.	LU	PENDING	2001		
Preserve the 120-acre area of Ravine Park for environmental, recreational and educational purposes as specified in the Report and Recommendations of the 120-Acre Planning Committee submitted in 2001.	LU	PENDING	2001		
Adopt development standards that minimize impervious surfaces.	LU	PENDING	2001		
Consider guidelines for vegetation along the shoreline to address planting, cutting, and deadfalls.	LU	PENDING	2001		
Develop guidelines for the creation and preservation of Lake Superior views.	LU	PENDING	2001		
Incorporate sensitive soils information into zoning regulations and guidelines for development.	LU	PENDING	2001		
Map and evaluate current storm water system and determine its limitations.	LU	PENDING	2001		
Develop a long-range street improvement and expansion plan.	T	PENDING	2001		
Encourage (and require where appropriate) designs and landscaping that promote the retention of natural vegetation (to control erosion and runoff) for all new development both within and beyond the City of Bayfield.	UCF	PENDING	2001		
Provide opportunities for citizen input through alternative media, i.e. the internet, in order to obtain new ideas on desirable commercial or industrial development.	ED	ADM	2002		ONGOING
Create City web site- easier for public to obtain information.	ED	ADM	2002	\$1,000	2003
Continue quarterly newsletter.	ED	ADM	2002	\$2300/yr.	2003
Develop a winter newsletter from the City and/or a community page on the City's website to inform seasonal residents of developments, etc.	H	ADM	2002		2002
Maintain the City's Historic District aesthetic guidelines when determining the placement and integration of satellite dishes and other communications equipment in the City	UCF	ARB	2002		ONGOING
Establish a regional Education Committee to meet quarterly (at a minimum)	ED	CC	2002		2002
Create a City Economic Development Committee to encourage and develop new businesses and new business strategies.	ED	CC	2002		2002
Accept donated conservation easements where appropriate.	LU	CC	2002		ONGOING
Assign oversight of Pavilion to specific Pavilion Management Committee.	UCF	CC	2002		2002
Assign one member of the City Council to serve in an active liaison role between the City of Bayfield and the Bayfield School District.	UCF	CC	2002		2002
Request that the Bayfield School District assign a member of its staff to serve as liaison to the City of Bayfield.	UCF	CC	2002		2002
If possible, keep average increases in real estate taxes and other public service fees at or below annual cost of living increases (as measured by the Consumer Price Index).	UCF	CC	2002		ONGOING
Seek out inefficiencies and waste in all public services.	UCF	CC	2002		ONGOING

Action	CP Element	Entity Responsible	Initiate by	Estimated Costs	Deadline, if any
Cooperate with the Town of Bayfield to determine the feasibility of combining City and Town services in order to save money and improve service delivery (e.g. police protection)	UCF	CC	2002		ONGOING
Explore cooperative agreements with other units of government in the Chequamegon Bay area to determine the possibilities for cost savings and improved service delivery.	UCF	CC	2002		ONGOING
Where possible, use local products and services so public expenditures have positive impact on local economy.	UCF	CC	2002		ONGOING
Prevent pollution of Lake Superior along City waterfront through strict enforcement of clean water and air regulations.	ACN	CC/DNR	2002		ONGOING
Review snowmobile and ATV routes, speed limits, signage, hours permitted, and enforcement.	LU	CC/PHSC	2002		2002
Support tax incentives that would encourage sustained agricultural use within adjoining townships and the adjacent environs.	ACN	EDC	2002		ONGOING
Encourage non-polluting business and industry within the City.	ACN	EDC	2002		ONGOING
Establish agricultural enterprise as a priority in the City's economic development plan and encourage the production of value-added agricultural and forest products.	ACN	EDC	2002		ONGOING
Encourage local businesses to feature locally grown and produced agricultural and forest products.	ACN	EDC	2002		ONGOING
Support the development of regional marketing and distribution plans for locally grown and produced agricultural and forest products.	ACN	EDC	2002		ONGOING
Make the survival of commercial fishing a priority in the City's economic development plan and support the continuation of maritime-related businesses, including boat building and restoration, sailmaking, fishing charters, etc.	ACN	EDC	2002		ONGOING
Ensure that artists and arts and crafts businesses are a priority in the City's economic development plan.	ACN	EDC	2002		ONGOING
Support and promote Bayfield County's economic development plan, particularly home-based, electronic-communications-based businesses.	ED	EDC	2002		ONGOING
Promote information technology advancement.	ED	EDC	2002		ONGOING
Encourage development of assisted living facilities in Bayfield.	ED	EDC	2002		ONGOING
Work with local providers to ensure quality public services (Internet/phone, gas and electric).	ED	EDC	2002		ONGOING
Seek year-round community involvement from residents (full-time and seasonal, and those that call Bayfield "home").	ED	EDC	2002		ONGOING
Encourage development of businesses that produce local agricultural, forest and fisheries products.	ED	EDC	2002		ONGOING
Show support for a local, independent newspaper.	ED	EDC	2002		ONGOING
Recruit a major environmental magazine to be headquartered in Bayfield.	ED	EDC	2002		2008
Participate in lobbying activities to promote region.	ED	EDC	2002		ONGOING
Work closely with adjacent communities - Towns of Bayfield, Russell and LaPointe, and the Red Cliff Band - in a cooperative manner to increase business and job opportunities.	ED	EDC	2002		ONGOING
Promote the Bayfield County Economic Development Plan, particularly the Lone Eagle/High Flyer concept - home-based, electronic communications-based businesses.	H	EDC	2002		ONGOING
Provide incentives for appropriate businesses to locate in Bayfield.	LU	EDC	2002		2004
Create an "artists' park" similar to an industrial park model.		EDC	2002		2010
Balance need for development with need to preserve natural, cultural and historical resources.		EDC	2002		ONGOING
Promote a customer-friendly, hometown attitude through better customer service.	ED	EDC(D)	2002		ONGOING

Action	CP Element	Entity Responsible	Initiate by	Estimated Costs	Deadline, if any
Promote uniform store hours, additional services such as home delivery, etc for improved accessibility.	ED	EDC(D)	2002		2002
Promote interaction and cooperation between business operators through coordination of services.	ED	EDC(D)	2002		ONGOING
Support the availability of affordable quality housing for people to purchase, lease to own, or rent, such housing shall conform with and enhance Bayfield's historic character.	ED	EDC(H)	2002		ONGOING
Work to change existing State of Wisconsin laws that pertain to primary residence property tax credit.	H	EDC(H)	2002		ONGOING
Provide loan information and assistance on home maintenance programs.	H	EDC(H)	2002		ONGOING
Educate property owners, residents and developers on the need for a year-round housing stock	H	EDC(H)	2002		ONGOING
Provide historic structure tax credit information	H	EDC(H)	2002		2002
Develop a voluntary program whereby developers are encouraged to construct or make financial contributions toward permanently affordable housing.	H	EDC(H)	2002		2004
Encourage the development of an independent-living and assisted-living facility.	H	EDC(H)	2002		ONGOING
Seek sponsors and funds to support the development of permanently affordable housing for renters and potential home owners.	H	EDC(H)	2002		ONGOING
Develop an impact fee program that will support permanently affordable housing.	H	EDC(H)	2002		2004
Develop personal contacts with each new homeowner within first year of purchase, through an organized welcome committee.	H	EDC(H)	2002		ONGOING
Encourage owner-occupied year-round residential development by exploring ways to fund a local housing trust for year-round residences.	LU	EDC(H)	2002		2004
Deline mechanisms for encouraging local commercial fishing operations.	LU	EDC/HC	2002		2002
Seek assistance in planning and development of region.	ED	EDC/PC	2002		ONGOING
Annually evaluate the quality of services provided by the police, fire and emergency medical service in order to assure the community of a prompt and efficient response to emergencies.	UCF	FPC/AC	2002		ONGOING
Develop an on-going partnership between the City's Harbor Commission and private parties to develop marine access recommendations and solutions.	T	HC	2002		2003
Review the marinas' environmental policy agreements and assure continuous compliance with Wisconsin DNR rules governing operations of boat marinas on the Great Lakes.	UCF	HC	2002		ONGOING
Coordinate with local businesses, the DNR and related agencies to provide for the orderly and safe collection of oil from ice racing events, boats and local industries to reduce and eliminate discharge into Lake Superior.	UCF	HC/PHSC	2002		2002
Assure that the marinas' or individual's work practices do not result in the release of materials into the air or water which can be considered a public health hazard, such as fiberglass grinding dust, painting, etc.	UCF	HC/PHSC	2002		2002
Provide careful stewardship of the Bayfield Carnegie Library to ensure that it is maintained as a valuable community resource.	UCF	LB	2002		ONGOING
Develop green buffers around the City and green corridors at the City's entrances along Highway 13.	ACN	PC	2002		ONGOING
Develop a community landscape education program; encourage and support landscaping that uses native plants and doesn't require pesticides.	ACN	PC	2002		2005
Encourage new development to adhere to green development standards.	ACN	PC	2002		ONGOING
Where development is appropriate, encourage cluster design to maximize preservation of open space, agricultural and forest land.	ACN	PC	2002		ONGOING
Work together with surrounding townships and Bayfield County to develop compatible land use and zoning regulations.	ACN	PC	2002		ONGOING
Work cooperatively with the Towns of Bayfield and Russell, to discourage strip development along Highway 13 entrances to the City.	ACN	PC	2002		ONGOING

Action	CP Element	Entity Responsible	Initiate by	Estimated Costs	Deadline, if any
Consult with the Land Stewardship Project, The Trust for Public Land, The Nature Conservancy and any other appropriate organizations on land protection issues.	ACN	PC	2002		ONGOING
Work with the Bayfield Regional Conservancy on land protection issues of mutual concern.	ACN	PC	2002		ONGOING
Cooperate with the Town of Bayfield and Bayfield County on land use issues and consult the Town of Bayfield's Land Use Plan and its Farmland Preservation Program.	ACN	PC	2002		ONGOING
Discourage non-agricultural development of productive, potentially productive and fallow agricultural land within the adjacent environs.	ACN	PC	2002		ONGOING
Discourage mineral and fossil fuel resource development - such as quarries, mining, and oil and gas exploration and drilling - on productive, potentially productive and fallow farmland.	ACN	PC	2002		ONGOING
Encourage and support diverse, environmentally responsible agricultural endeavors in adjoining townships and within the adjacent environs.	ACN	PC	2002		ONGOING
Identify all important historical, cultural and archaeological sites within the City limits. Develop specific design review standards for preservation, restoration and renovation of such buildings and sites.	ACN	PC	2002		2002
Assist business owners with development plans in order to ensure that the site plan conforms with the Comprehensive Plan and minimizes possible negative environmental impacts.	ED	PC	2002		ONGOING
Ensure that all new and expanded commercial and industrial development complies with City's historic preservation standards.	ED	PC	2002		ONGOING
Continually review comprehensive plan in order to ensure goals and objectives are being implemented and to keep the plan a living and updated document.	ED	PC	2002		ONGOING
Encourage apartments on upper levels of commercial buildings.	H	PC	2002		ONGOING
Develop an incentive program to encourage development of buildable lots.	H	PC	2002		2004
Develop standards and guidelines for Architectural Review Board to use when reviewing development proposals.	H	PC	2002		2002
Maintain integrity of the Historic Preservation Ordinance by adding historic preservation design guidelines as well as developing policies to govern consistently.	H	PC	2002	?	2002
Create a property maintenance ordinance that allows for effective control of dilapidated structures, junked properties and noxious weeds.	H	PC	2002		2002
Achieve Distinctive Community status according to standards set by the National Trust for Historic Preservation.	LU	PC	2002		2003
Revise demolition permit requirements to reflect standards of density and character established for both commercial and residential areas of the City.	LU	PC	2002		2003
Utilize local resources, e.g. Department of Natural Resources, Natural Resource Conservation Service, U.S. Forest Service.	LU	PC	2002		ONGOING
Support compact development patterns with smaller housing units (evaluate required lot sizes; encourage building of duplexes on double lots; encourage garage access off alleys; consider allowing residential development on single lots).	LU	PC	2002		ONGOING
Require new developments (over a certain acreage) to provide a balance of large and small lots and/or houses.	LU	PC	2002		ONGOING
Encourage mixed-use development and redevelopment, combining commercial and residential elements (encourage with favorable property tax treatment).	LU	PC	2002		ONGOING
Encourage development of year-round commercial and retail businesses downtown.	LU	PC	2002		ONGOING
Encourage infill and redevelopment downtown (e.g. Xcel Energy transformer area, old county garage).	LU	PC	2002		ONGOING
Re-examine uses allowed in zoning districts for appropriateness.	LU	PC	2002		ONGOING

Action	CP Element	Entity Responsible	Initiate by	Estimated Costs	Deadline, if any
Review Historic Preservation standards and guidelines every two years.	LU	PC	2002		ONGOING
Ensure that variances are not issued until the appropriate findings are made.	LU	PC	2002		ONGOING
Minimize strip development, enhance scenic beauty through vegetative screening and develop architectural standards.	LU	PC	2002		ONGOING
Work toward intergovernmental agreements with surrounding communities (e.g. state Scenic By-Way program).	LU	PC	2002		ONGOING
Do not sacrifice scale and small town atmosphere as City grows to 1000.	LU	PC	2002		ONGOING
Encourage compact development patterns, which preserve open space, are easier and cheaper to service, and more energy efficient.	LU	PC	2002		ONGOING
Require pedestrian-friendly design (e.g. by including sidewalks in all development).	LU	PC	2002		ONGOING
Preserve and expand public access to the Lake Superior shoreline, giving special attention to swimming beaches.	LU	PC	2002		ONGOING
Plan for and develop a green buffer around the City.	LU	PC	2002		2005
Develop a property maintenance ordinance.	LU	PC	2002		2002
Provide guidelines for development on densely wooded parcels and consider limiting clearing to a certain percentage of trees on a parcel.	LU	PC	2002		2004
Utilize land protection strategies (e.g. those outlined by the Land Stewardship Project).	LU	PC	2002		ONGOING
Work cooperatively with adjacent communities to develop guidelines for communications tower placement.	LU	PC	2002		ONGOING
Create an outdoor lighting ordinance that protects the night sky.	LU	PC	2002		2002
Preserve and support the continuation of historic businesses and their buildings (e.g. fisheries, cooperage).	LU	PC/EDC	2002		ONGOING
Investigate the potential for a "charter fishing" center to centralize these businesses and to heighten their identity as part of the economic and cultural landscape of the City.	T	PC/EDC	2002		2006
Develop a long-term plan for the City Dock and Marina.	ED	PC/HC	2002	\$20,000*	2003
Develop a long-range harbor plan that addresses the City's existing strengths and weaknesses and desired direction for its harbor and lakefront resources.	T	PC/HC	2002	\$20,000*	2003
Review zoning code provisions regarding parking downtown, and require review of all parking proposals.	LU	PC/PKC	2002		2003
Implement the Outdoor Recreation Plan adopted by the City Council, and update every five years.	LU	PC/PRC	2002		ONGOING
Schedule periodic Town/City/Regional "planning summits" which include representatives from area communities to identify, discuss and solve infrastructure issues that are inter-jurisdictional.	UCF	PC/PWC	2002		2004
Educate City residents and visitors on the proper use and disposal of auto and marine oil residues, pesticides, paint and rust waste and other substances harmful to City water and natural resources.	ACN	PHSC	2002		ONGOING
Ensure that all City policies are environmentally friendly.	H	PHSC	2002		ONGOING
Review and enforce noise ordinance.	LU	PHSC	2002	\$1,500	2003
Refine noxious weed ordinance to permit some undergrowth in ravine areas to stabilize soils and preserve habitat.	LU	PHSC	2002		2003
Evaluate the local demand for a program that provides transportation assistance services.	T	PHSC	2002	?	2003
Establish a mercury reduction program in the City.	UCF	PHSC	2002	(state funded)	2003
Prepare a Disaster Plan for the City.	UCF	PHSC	2002	\$5,000	2002
Develop a policy to prevent discharge of soap, oil, pesticides, herbicides, paints or other hazardous material into Lake Superior.	UCF	PHSC	2002		2002
Maintain an inventory of parking capacity (public and private) within the City.	T	PKC	2002		ONGOING
Identify a site for a City of Bayfield Community Parking Facility that provides parking, plus a range of amenities such as public restrooms, public notice board/kiosk, shuttle service, tourist information, etc.	T	PKC	2002	?	2005

Action	CP Element	Entity Responsible	Initiate by	Estimated Costs	Deadline, if any
Develop pro-active partnerships between the business community and the City to identify and make use of under-utilized sites or sites committed to other uses that have parking potential.	T	PKC	2002		2002
Identify potential sites and techniques for parking and short-term storage of boat trailers.	T	PKC	2002		2002
Develop a City of Bayfield Community Parking Facility that provides parking, plus a range of amenities such as public restrooms, public notice board/kiosk, shuttle service, tourist information, etc.		PKC	2002		2010
Develop programs for all residents, especially youth and senior citizens that inspire appreciation for the arts, culture and history.	ACN	PRC	2002		ONGOING
Work with the Red Cliff Tribe to develop a plan to integrate Ojibwe culture and history into the Bayfield community.	ACN	PRC	2002		ONGOING
Support area cultural organizations including the Bayfield Heritage Association, Bayfield Maritime Museum, Chequamegon Bay Arts Council, Bay Area Film Society, Big Top Chautauqua, etc.	ACN	PRC	2002		ONGOING
Develop and support opportunities for youth and senior interaction through arts, cultural and historical appreciation programs.	ACN	PRC	2002		ONGOING
Support a plan to integrate Red Cliff culture and history into the Bayfield community.	ACN	PRC	2002		ONGOING
Identify parcels within and adjacent to the City as areas for potential easement acquisition or land purchase for future trail network development.	T	PRC	2002		ONGOING
Develop a bicycle transportation plan.	T	PRC	2002	?	2006
Ensure City's Outdoor Recreation Plan is implemented and annually updated.	UCF	PRC	2002	✖	ONGOING
Develop and support opportunities for youth and senior interaction through arts, cultural and historical appreciation programs.	UCF	PRC	2002		ONGOING
Support a plan to integrate Red Cliff culture and history into the Bayfield community.	UCF	PRC	2002		ONGOING
Identify and maintain a route for snowmobiles and ATVs within the City from November 1 until April 1.	T	PW/PRC	2002		2002
Designate an ATV/snowmobile route that includes important services to visitors, e.g. food, fuel and lodging.	T	PW/PRC	2002		2002
Provide clear markings and signs to make the ATV/snowmobile route easy to follow, keeping traffic in the commercial district and out of residential areas.	T	PW/PRC	2002		2002
Establish and enforce hours of ATV/snowmobile use and speed limits for vehicles using the route to promote public safety and quiet neighborhoods.	T	PW/PRC	2002		2002
Clarify areas where off-road motorized vehicles are not permitted within the City by posting signs in appropriate locations.	T	PW/PRC	2002		2003
Ensure that adequate infrastructure is in place to support businesses – utilities, sidewalks, roads, etc.	ED	PWC	2002		ONGOING
Improve traffic and pedestrian circulation in City.	ED	PWC	2002	?	ONGOING
Develop a sidewalk plan.	H	PWC	2002	?	2002
Enhance infrastructure to increase building site potential.	H	PWC	2002	?	ONGOING
Continue road improvement program.	H	PWC	2002		ONGOING
Identify and prioritize sites of concern and traffic hazard areas and develop a list of recommendations, budget and timeline for them to be addressed.	T	PWC	2002		2003
Identify vehicular traffic routes that might be impacted by residential and commercial development and expansion.	T	PWC	2002		ONGOING
Evaluate City orientation signs for appropriate location, design, number, and message/content.	T	PWC	2002		2005
Identify official Wisconsin Department of Transportation signs in the City that need to be improved and contact/petition the department for the necessary changes (example: Sixth St. & Rittenhouse "Right Turn No Stop" is not presently marked; needs to have an official black/white DOT sign).	T	PWC	2002		2002
Inventory street signs for adequacy and design.	T	PWC	2002		2002

Action	CP Element	Entity Responsible	Initiate by	Estimated Costs	Deadline, if any
Develop and maintain an on-going sidewalk plan, budget and timeline for the maintenance and development of the City's sidewalk system.	T	PWC	2002		2002
Identify sites of concern, areas in need of repair, and gaps in the connectivity of the City's existing sidewalk network.	T	PWC	2002		2002
Develop and maintain a plan to ensure winter pedestrian access to walkways, including a review of the existing sidewalk cleaning ordinance.	T	PWC	2002		2002
Identify and correct sites of pedestrian hazards, poorly marked crossings, sites of poor motorist/pedestrian visibility.	T	PWC	2002		2003
Provide special signs in streets at marked pedestrian crossings.	T	PWC	2002		ONGOING
Add pedestrian crosswalks where appropriate, and signs warning motorists of crosswalks ahead.	T	PWC	2002	?	ONGOING
Form utilities subcommittee of Public Works Committee.	UCF	PWC	2002		2002
Take advantage of opportunities to purchase reduced electrical rates when Wisconsin electrical generation industry is deregulated in the future.	UCF	PWC(U)	2002	?	ONGOING
Encourage and promote the use of alternative and renewable energy sources such as fuel cell technology, wind power, etc.	UCF	PWC(U)	2002		ONGOING
Give support for improved transportation, including ease of access to commuter routes -- highways, air travel, bus, car pooling, ride share, etc.	ED	PWC/CC	2002		ONGOING
Assure that the community is served by adequate waste disposal and recycling facilities and that a recycling goal is set annually.	UCF	RC	2002		ONGOING
Review the potential for the eventual consolidation of regional high schools while retaining the local elementary schools within each community.	UCF	REC	2002		2004
Protect forested land in the City.	ACN	TB	2002		ONGOING
Allow for public input on issues concerning trees in public or quasi-public spaces in the City.	LU	TB	2002		ONGOING
Develop regulations for tree planting, trimming and cutting.	LU	TB	2002		2002
Provide a list of appropriate tree species for planting in the City.	LU	TB	2002		2002
Define and catalogue 'heritage trees' and provide for their protection.	LU	TB	2002		2002
Provide well-advertised public forums on current topics of interest and concern to the community.	LU	ADM	2003		ONGOING
Create a City position designed to interface between the City and the citizenry and assist with business planning and strategic development and enhance citizen awareness of City ordinances and policies.	ED	CC	2003	\$35,000/yr.	2005
Develop an environmental review process to be used as part of overall development approval process.	LU	CC	2003		2003
Create a City/Town or regional Building Inspector position to ensure that <u>all</u> development is sustainable.	UCF	CC	2003	\$35,000/yr.	2003
Develop a City/County work group and seek partner agencies such as the Department of Natural Resources to identify regional threats to water quality.	UCF	CC	2003		2003
Investigate the feasibility of a Business Improvement District, similar to the City of Superior's.	LU	EDC	2003		2004
Review capacity, dredging requirements and access to existing marine facilities to identify areas that need attention.	T	HC	2003		ONGOING
Develop a land protection strategy that incorporates land acquisition by the City, land banking, donated conservation easements, purchase of development rights (PDR), and transfer of development rights (TDR).	ACN	PC	2003		2003
Conduct and maintain a historic building survey.	ACN	PC	2003	\$20,000	2003
Develop an environmental review process to guide decision-making about proposed new development.	ED	PC	2003	?	2003
Identify areas of City that merit special attention in order to prevent inappropriate uses or impacts.	ED	PC	2003		ONGOING

Action	CP Element	Entity Responsible	Initiate by	Estimated Costs	Deadline, if any
Develop and use a sustainable development checklist to guide decision-making, modeled after Sustainable Seattle or the Minnesota Department of Environmental Quality checklists.	ED	PC	2003	?	2003
Survey community residents periodically on land use issues.	LU	PC	2003	\$600/survey	ONGOING
Hold community vision and design workshops to solicit residents' ideas.	LU	PC	2003	?	ONGOING
Develop an impact fee program, designed to mitigate as well as pay for the impacts associated with new development, e.g. additional demand for public services and infrastructure.	LU	PC	2003		2004
Set up a program for the purchase and transfer of development rights.	LU	PC	2003		2003
Develop a plan for potential uses of old County Courthouse, should National Park Service decide to relocate.	UCF	PC	2003		2003
Review the adequacy of the building and the appropriateness of the location of City government offices.	UCF	PC	2003		2003
Develop partnerships with local agencies (Bayfield County Zoning, Natural Resource Conservation Service, Bayfield Regional Conservancy and relevant City of Bayfield committees and employees) to develop educational materials and model ordinance language for erosion control and site planning for all development.	UCF	PC	2003		2004
Identify and designate areas containing threatened or endangered species.	ACN	PC/DNR	2003	?	ONGOING
Map and evaluate possible sources of water pollution.	LU	PC/DNR	2003	?	2003
Develop a more cohesive downtown plan (lights, trees, trash, etc.)	ED	PC/EDC(D)	2003	\$20,000	2005
Develop a walking trail to Dalrymple Campground	ACN	PC/PRC	2003	?	2004
Develop a plan for nature trails/ski trails that considers lands along and within the ravines and throughout the City, and provides links with existing trails such as the Brownstone Trail and the proposed Dalrymple Trail. Consult the 2001 120-Acre Plan's recommendations for trail development.	ACN	PC/PRC	2003	?	2005
Develop a plan for preservation and expansion of City parks, garden corners and triangles.	ACN	PRC	2003	?	2003
Develop garden corners and triangles where possible on City property.	LU	PRC	2003	?	ONGOING
Partner with the Department of Natural Resources, Natural Resource Conservation Service and appropriate county agencies to develop a hydrology/soil study for the areas adjacent to the City and identify areas of concern.	UCF	PWC	2003		2005
Work cooperatively with the Towns of Bayfield and Russell to control and reduce stormwater run-off.	UCF	PWC	2003		ONGOING
Meet with the City's utility companies (electric power, cable, telephone, gas, etc.) to do a cost feasibility study for placing all utilities underground.	UCF	PWC(U)	2003		2006
Identify appropriate sites for relocation of electric utility transformers from behind City Hall, taking into account possible higher demand in the future.	UCF	PWC(U)	2003		2006
Initiate joint planning committees.	LU	CC	2004		ONGOING
Develop an Activity Center for young people (perhaps at Holy Family School or the Community Recreation Center)	ACN	PC/PRC	2004	?	2010
Develop a regional recreational trail system; also, link trails within the City to one another.	LU	PC/PRC	2004	?	ONGOING
Study the feasibility of adding a City Community Planning and Development Department	ED	CC	2005		2006



### **Integration of Plan and Consistency Between Elements**

The implementation plan relies heavily on City commissions and committees to complete the work. The work of these bodies will be interactive and complementary, thereby integrating elements of the Plan and ensuring their consistency.

### **Monitoring Progress**

The City Plan Commission will be responsible for monitoring progress in achieving the goals, objectives and actions of the Comprehensive Plan. This can be done in a more or less continuous manner, since their work is guided by the Plan's policies and programs.

### **Schedule and Process for Updating Comprehensive Plan**

The City will revisit the Comprehensive Plan every five years in order to keep current and relevant.



## APPENDIX

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- List of Participants in Planning Process
- Community Survey Results
- *City of Bayfield Visions* Newsletters

## KEY PERSON INTERVIEWS

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Fifteen (15) Bayfield City and area residents were interviewed during February and March, 2001. Interviewees were asked to state their concerns, issues that they would like to see addressed in the planning process and barriers to success in achieving needed change.

Don Albrecht  
Laverne Basina  
Beta Damberg  
Bill Bussey  
Bud Caspar  
Al Chechik  
George DeFoe  
Rick Erickson

Marcie Gephart  
Clifford Hadland  
Harvey Hadland  
John Post  
Carol DeMars  
Mary Rice  
Alan Waite

## COMMUNITY VISIONING WORKSHOP MARCH 2-3, 2001 BAYFIELD PAVILION

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The following people (107) signed the guest register at the 2-day visioning workshop designed to obtain input in the areas of land use, transportation, utilities and community facilities, housing, agricultural, cultural and natural resources and economic development. [note: some of the names represent our "best guess" since not all signatures were entirely legible]

Don Albrecht  
Jennifer Albrecht  
Lois Albrecht  
Andy Algire  
Karen Algire  
Bill Andersen  
Randy Anderson  
Larry Balber  
Lonna Baldwin  
June Bavlinka  
Janet Bewley  
William "Bud" Bodin  
Shirley Bodin  
Gene Brevold  
Kim Bro  
Charles Bronte  
James "Charlie" Brown  
Eric Carlson  
Julie Casper  
Vivian Clark  
Bill Cronon  
Hilary Cronon  
Beta Damberg  
Paul DeMars  
Jessica Dexter  
Bob Elkins  
Mary Elkins  
Andy Falconer-Brown

Tim Faust  
Bill Ferraro  
Nan Fey  
Ed Flitz  
Shirley Flitz  
Ed Freer  
Patricia Finch  
Herb Frank  
Roxanne Frizzell  
Tom Frizzell  
Larry Gansluckner  
Mike Gardner  
Nancy Gardner  
Jail Gephart  
Gena Gephart  
Marcie Gephart  
Ted Gephart  
Heidi Goehring  
Kitty Hartnett  
Mary Hepner  
Virginia Hirsch  
Billie Hoopman  
John Houlihan  
Ricky Houlihan  
Roger Hultman  
Phil Johnson  
Yvonne Kelly  
Brian Kerr

Denise Koch  
Steve Krueger  
Susan Larsen  
Ross Lind  
John Maloney  
Larry MacDonald  
Jeff Maas  
John McFaul  
Barbara Meredith  
Heidi Nelson  
Roslyn Nelson  
Bruce Nicolle  
Trisha Oeltjenbruns  
Ruth Oppedahl  
Sandy Paavola  
Jamie Paterson  
Beverly Pearson  
Nancy Pearson  
Phil Peterson  
Sheree Peterson  
Judith Peyton  
Joan Porter  
Jim Radtke  
Mike Radtke  
Shawn Radtke  
Jim Ramsdell  
Jacob Geisler  
Hannah Rennicke

Jill Rennie  
Katelyn Rennie  
Judith Robnik  
Spencer Robnik  
Gary Russell  
Jannelle Ryan  
David Saetre  
Nancy Sandstrom  
Steve Sandstrom

Sherry Sarkkinen  
Lori Schneider  
Donna Schultz  
Jane Silberstein  
Cathy Smith  
Phil Soucheray  
Krishna Sperstad  
Chris Stern  
Lee Stern

Shannon Swanstrom  
Dwayne Szot  
Dick Tippet  
Mary Tippet  
Heidi Van Dunk  
Bill Wheeler  
Leslie Worthington

NEIGHBORHOOD INPUT SESSIONS  
SEPTEMBER 20 AND 25, 2001  
BAYFIELD PAVILION AND BAYFIELD LIBRARY

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The following people (34) signed the guest register at the 2 public input sessions designed to obtain input on draft goals, objectives and actions. [note: some of the names represent our "best guess" since not all signatures were entirely legible]

Don Albrecht  
Lois Albrecht  
Shirley Anderson  
Jack Beagan  
Bud Bodin  
Nancy Bussey  
Kristin Connell  
Shiela Coyle  
Brandon Cunningham  
Lucille Eckels  
Elizabeth Emery

Nan Fey  
Ed Flitz  
Robert Hansen  
Mary Hepner  
Billie Hoopman  
Bev Jensch  
Dee Johnson  
Greg Kinney  
Hal Liphart  
Bill Lynch  
Larry MacDonald

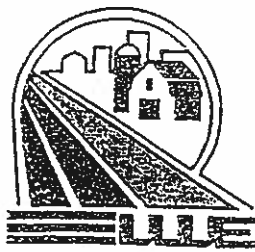
Barb Meredith  
John Neal  
Dan Nourse  
Art Ode  
Trisha Oeltjenbruns  
Carole Qualle  
Gene Qualle  
Mike Radtke  
Phil Soucheray  
A.J. Van Beest  
Teresa Weber

PEOPLE SUBMITTING WRITTEN CORRESPONDENCE

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The following people (10) sent letters or emails providing input into the plan.

Kathy Bergner  
Greg Bergner  
Kristin Connell  
Shiela Coyle  
Deanna Eckels  
Nan Fey  
Dorothy Hackbarth  
Jocelyn Jacobs  
Dennis and Penny Kalmon  
Howard Larsen  
Mark Musolf



# AGRICULTURAL RESOURCE CENTER

University of Wisconsin-River Falls, 410 S. 3rd Street, River Falls, WI 54022-5001  
 (715) 425-0640 • FAX (715) 425-4479

UNIVERSITY OF WISCONSIN EXTENSION • COOPERATIVE EXTENSION

## BAYFIELD COMMUNITY OPINION SURVEY

This summary completed February 22, 2001.

All data based on 262 completed surveys.

This survey is intended for residents and/or property owners of the City of Bayfield who are 18 years of age or older.

1. How important are the following to "YOUR" quality of life in Bayfield? Your selection choices for each item are Very Important (VI), Somewhat Important (SI), Not Important (NI), Not Sure (NS), and No Response (NR). Please circle the one response for each item that most closely matches how you feel about the topic.

	VI	SI	NI	NS	NR
a. trees and vegetation-----	73%	19%	6%	0%	2%
b. waterways-----	70%	20%	6%	2%	2%
c. shorelines-----	81%	13%	4%	0%	2%
d. Lake Superior-----	92%	4%	2%	1%	1%
e. clean air-----	92%	5%	1%	1%	1%
f. open space-----	69%	23%	7%	0%	1%
g. wildlife-----	64%	23%	11%	1%	1%
h. safety-----	78%	19%	2%	0%	1%
i. view of the lake-----	66%	25%	8%	0%	1%

2. How would you rate the quality of services provided by each of the following? Your rating choices are Excellent (E), Good (G), Fair (F), Poor (P), Not Sure (NS), and No Response.

	E	G	F	P	NS	NR
a. the fire department -----	44%	27%	2%	1%	21%	5%
b. the police department -----	28%	36%	13%	6%	13%	4%
c. the public library -----	49%	30%	6%	1%	11%	3%
d. services in city hall -----	37%	40%	9%	2%	8%	4%
e. emergency medical services -----	37%	26%	7%	3%	22%	5%
f. snow removal -----	37%	35%	11%	4%	8%	5%
g. the water and sewer department ---	25%	43%	11%	5%	10%	6%
h. the parks in the City -----	26%	48%	16%	3%	4%	3%
i. the pavilion -----	34%	38%	9%	8%	7%	4%

3. For any item that you indicated as poor, in #2, please provide your reason for doing so. Please see attached at the end of this summary.

4. Regarding the following items, please circle the one response for each item that most closely matches your feelings about the topic. Selections are: Yes (Y), No (N), Not Sure (NS) and No Response (NR)

	Y	N	NS	NR
a. are more sidewalks needed in the City-----	23%	62%	13%	2%
b. is snow normally cleared from the sidewalks in a rapid manner -----	24%	37%	34%	5%
c. is more lighting of intersections needed-----	10%	72%	15%	3%
c. during the summer tourist season is vehicle traffic a problem-----	49%	42%	8%	1%
d. during the non-tourist season is vehicle traffic a problem-----	3%	91%	3%	3%
e. should highway 13 be re-routed around downtown Bayfield-----	30%	45%	24%	1%
g. are more public facilities needed for community events-----	22%	51%	24%	3%

5. How would you rate pedestrian safety in Bayfield during the summer tourist season?

- 12% excellent
- 46% good
- 29% fair
- 8% poor
- 3% not sure
- 2% no response

6. How would you rate pedestrian safety in Bayfield during the rest of the year?

- 32% excellent
- 50% good
- 10% fair
- 3% poor
- 3% not sure
- 3% no response

7. Is there a need for more parking areas within the City of Bayfield?

- 51% yes
- 30% no
- 18% not sure
- 1% no response

8. With regards to parking in the City of Bayfield, should there be? Please check all that apply. More than one response per person was possible.

- 22% no more parking areas
- 10% a parking ramp
- 12% more on-street parking
- 39% for summers only, outlying parking with shuttle service
- 36% more parking lots

9. Are more designated areas for launching boats, kayaks, etc. needed in the City of Bayfield?

- 22% yes
- 50% no
- 26% not sure
- 2% no response

10. Which statement best describes your feelings about snowmobile use in the City? Please choose only one.

- 25% snowmobile use is acceptable as long as they stay on designated trails
- 40% snowmobile use is acceptable if they stay on designated trails and within designated hours
- 29% snowmobiles should not be allowed to operate in the City
- 5% don't have an opinion
- 1% no response

11. Should the City put all overhead wires underground?

- 47% yes
- 23% no
- 29% not sure
- 1% no response

12. Should there be landscaping standards for all commercial development?

- 61% yes
- 25% no
- 13% not sure
- 1% no response

13. Should the City of Bayfield require that all types of development in the City follow a historic design standard?

- 50% yes
- 32% no
- 15% not sure
- 3% no response



14. Should new building construction be compatible with the design of adjacent buildings?

- 63% yes
- 21% no
- 15% not sure
- 1% no response

15. Are the current building development standards?????

- 10% too strict
- 22% too lax
- 19% just right
- 47% not sure
- 2% no response

16. How would you rate the current enforcement of building development standards?

- 1% excellent
- 16% good
- 21% fair
- 19% poor
- 39% not sure
- 4% no response

17. Would you support height restrictions on trees and buildings in order to preserve the view of Lake Superior? Please answer for each.

- a. trees ----- 43% yes 44% no 12% not sure 1% no response
- b. buildings ---- 82% yes 9% no 6% not sure 3% no response

18. Which of the following methods should be used to create more affordable housing?  
You can check more than one response.

- 13% none, Bayfield does not need more affordable housing
- 20% incentives for housing developers
- 44% low cost loans for homebuyers
- 25% subsidies for home purchases
- 16% rent subsidies
- 26% not sure

19. Should the City take a leadership role in providing more affordable housing?  
45% yes 29% no 22% not sure 4% no response

20. Should the City of Bayfield allow home based businesses in any residential neighborhood?

- 13% yes with no exceptions
- 69% yes, but approvals are needed on a case by case basis
- 10% no
- 6% not sure
- 2% no response

21. Should bed and breakfast and/or tourist rooms be allowed in any owner-occupied residence?

16% yes with no exceptions

64% yes, but approvals are needed on a case by case basis

14% no

4% not sure

2% no response

22. Would you like most businesses in Bayfield to be open year-round?

51% yes 23% no 22% not sure 4% no response

23. Does Bayfield need more economic development and job opportunities? Please answer for each.

a. economic development 5% yes 58% no 18% not sure 19% no response

b. job opportunities 65% yes 12% no 19% not sure 4% no response

24. What one type of business or service does Bayfield need which it currently does not have? See comments at the end of this summary.

25. Is there a need for the schools in the City of Bayfield to consolidate with other school districts?

39% yes 20% no 35% not sure 6% no response

26. If schools were to consolidate which of the following should consolidate. You can check more than one school.

18% none, I do not want consolidation

12% elementary school

28% middle school

46% senior high school

29% not sure

27. The City owns 120 acres of land adjacent to the Bayfield School. Part of the land is used for flood protection and the old dump site portion is used for a soccer field. From the list below please select the response(s) which best describe how you feel the land should be used. You can choose more than one response.

20% it should not be developed

13% residential housing

12% multi-family housing

7% commercial/retail development

16% remote parking for downtown events

51% natural area with recreational trails

40% outdoor classroom for environmental education

38% athletic fields

30% a public park

10% not sure

28. Why did you choose to live in Bayfield? See comments at the end of this summary.

### DEMOGRAPHIC INFORMATION

The following questions will be used only for statistical purposes. You do not have to answer any question you are not comfortable with.

29. Gender: 42% male 49% female 9% no response

30. Are you married?  
60% yes 31% no 9% no response

31. What is your age range?  
0% 18 to 24 29% 45 to 54 8% 75 or older  
4% 25 to 34 28% 55 to 64  
11% 35 to 44 13% 65 to 74

32. Do you own or rent the place where you live in Bayfield?  
78% own  
5% rent  
12% not applicable, do not live in Bayfield  
5% no response

33. How long have you lived in Bayfield? \*\*The high number of no responses are due to the fact that the survey that was prepared and mailed out did not contain a category for 1 to 5 years.

8% less than 1 year  
\*\* 1 to 5 years  
19% 6 to 10 years  
13% 11 to 15 years  
9% 16 to 20 years  
9% 21 to 30 years  
18% over 30 years  
\*\*24% no response

34. Regarding living in the city of Bayfield, which of the following best describes you?  
57% I live in Bayfield year round  
21% I consider myself a seasonal resident of Bayfield  
20% I do not live in Bayfield, but own land, or property, or a business in Bayfield  
2% no response

35. Are you employed, unemployed, or retired?  
62% employed 2% unemployed 32% retired 9% no response

36. What is your highest level of education?

- 1% less than high school
- 7% high school diploma
- 18% some college/technical/trade schooling
- 7% two year technical/college/trade school degree
- 29% bachelors degree
- 33% advanced college or professional degree
- 5% no response

37. What is your approximate annual family income?

- 5% under \$15,000
- 7% \$15,001 to \$ 25,000
- 7% \$25,001 to \$ 35,000
- 20% \$35,001 to \$ 50,000
- 13% \$50,001 to \$ 75,000
- 8% \$75,001 to \$100,000
- 17% over \$100,000
- 23% no response

THAT ENDS THE SURVEY. THANK YOU FOR YOUR TIME.



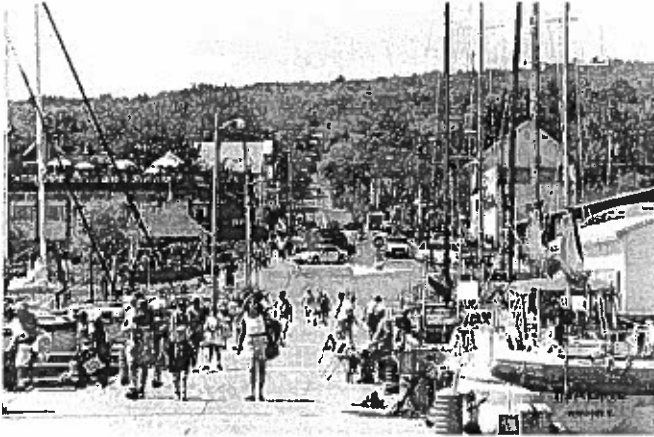
# CITY OF BAYFIELD

## *Visions*

*Making participation easier by creating an informed community.*

December, 2000

Issue 1



## City Of Bayfield Launches Comprehensive Planning Process

The project is underway! Bayfield is taking a proactive stance in shaping the character of this lakeshore town as we transition into the twenty-first century. The Comprehensive Planning process began in October and will update the 1979 plan to set the tone for the next twenty years.

The selection of the task force for this project has taken place and activities are in full swing. The announcement of the Comprehensive Plan process that ran in the Ashland Daily Press in September elicited responses from a group of diverse community members. From applications submitted, the City selected seventeen qualified citizens to serve as spokespersons for the community and leaders of the planning process.

Every other week at City Hall, the Task Force convenes under the facilitation of Jane Silberstein of Northland College to move forward in the planning process. During the five meetings that have occurred so far, Task Force members have identified issues to be addressed in the community, prepared individual vision statements, designed a community survey, and reflected on the effectiveness of the 1979 Plan.

### Comprehensive Planning Task Force:

The dedicated community members that contribute their time and energy to this project are listed below. They would be happy to discuss the plan or community visioning with you.

Joanna Barningham, Citizen  
Janet Bewley, Director, Mary H. Rice Foundation  
William Bodin, Retired Commercial Fisherman  
Brandon Cunningham, La Pointe Town Administrator  
Dan Curran, Architect, City of Superior Bldg. Inspector,  
Lawrence Ferrill, Retired Engineer  
Robert Hansen, Dist. 1 Councilor; Owner, Winfield Inn  
John Hanson, Filmmaker  
Billie Hoopman, City Clerk / Zoning Administrator  
Rick Lehto, Apostle Islands Marina Employee  
Larry MacDonald, Mayor; Owner, Apostle Island Outfitters & Cooper Hill House  
Tom McMullin, Mental Health Specialist—MMC  
Chris Meyer, Mgr. Flamingo's Up North Inc.  
Heidi Nelson, Mgr. Flamingo's Up North Inc.  
Patricia Oeltjenbruns, Owner Isaac Wing B&B  
Neil Schultz, General Contractor

### MARK YOUR CALENDAR!

*Community Visioning Workshop*  
Friday, March 2 and Saturday, March 3  
9:00 - 5:00 Open House at the Bayfield Pavilion



## What is a Comprehensive Plan? Opportunities for Bayfield

A comprehensive plan is a community's vision for its future. It serves as a policy statement made by a local government to help guide anticipated growth to meet the goals of the community. A comprehensive plan goes beyond a traditional land use plan by looking broadly at the many elements that shape a community. Where a land use plan maps out the desired physical development of an area, a comprehensive plan takes social and economic goals in to account as well. This "big picture" approach gives the plan for a city such as Bayfield the guidance to help cultivate the community its citizens desire. The State of Wisconsin, under progressive new legislation called Smartgrowth, has developed guidelines for comprehensive planning in its local communities. This legislation does not take away from local governmental control; rather, it empowers small communities such as Bayfield by identifying the many elements that shape a community and asking that the citizens put foresight into their decision-making processes in these areas. Cities, towns, and counties in Wisconsin must have comprehensive plans that are consistent with their land use actions by 2010.

---

*If you don't know where you're going,  
you probably will end up somewhere else.*  
-Laurence J. Peter

## Community Visioning Workshop

Warm up a winter weekend – come get involved in an exciting, eclectic, multi-media community gathering at the Bayfield Pavilion on Friday and Saturday, March 2-3, from 9 a.m. to 5 p.m. each day. You will find numerous ways to draw, write or tell your vision for Bayfield in the next twenty years, so it can be incorporated into the community's vision. The atmosphere will emphasize a "sense of place" for Bayfield, complete with food, music, and images of the community, past and present. You will be able to express your visual preference for your city by comparing images. Design experts will be on hand if you desire help putting your ideas to paper. It is important that children have opportunities to identify with their surroundings, so we will have activities for youth to contribute their ideas and perspectives to the planning process.

This is the biggest and most enjoyable opportunity community members will have to give input to the Comprehensive Plan. The workshop is open-house style, so we invite you to stop in anytime and share your thoughts – they're very important to creating a successful community plan!

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## Heads Up! Community Survey on its Way

Very soon, a survey will appear in your mailbox – please take ten minutes or so to complete it! This is another important way that your opinions will be taken into consideration for the overall Comprehensive Plan. The Task Force has developed a series of questions for the community, and have sent the survey to the UW-River Falls Survey Research Center to be reviewed to ensure clarity and lack of bias.

The survey will consist of questions such as:

- What should be done with the 120 acre parcel of land owned by the City?
- Should Highway 13 be rerouted around downtown Bayfield?

Let the Task Force know what you think – get those surveys in on time!



## *Blueprint for Bayfield*

Perspectives from Past Provide Guidance for Future

In Bayfield, as in any town, we are building upon the work of the past. One key element that helped steer the City's development in the late 20<sup>th</sup> century was the development of the *Blueprint for Bayfield* in 1969. Funded by a Higher Education Act grant, the "Design Study for Preserving and Enhancing the Scenic Quality of a Great Lakes Community" was conducted by a group of landscape architecture students and faculty from the University of Wisconsin - Madison.

"One of the major objectives of this 'Blueprint for Bayfield' is to show how the unique Bayfield character can be maintained and enhanced as the city changes to meet new demands." The greatest challenge the designers anticipated was how Bayfield would accommodate an ever-increasing number of tourists without destroying its "Bayfieldness" with "cheap-looking standardized development".

The team developed a number of ideas to address this challenge - some that have been implemented, some that have become outdated, and some that are still quite viable. But most importantly, they captured the spirit of the history and people of Bayfield and named ways that spirit is expressed (or not expressed) in the existing design of the city. Their observations and recommendations have acted as a springboard for planning and civic actions for the past thirty years, and are certainly relevant information in today's planning process.

If you would like to peruse a copy of the *Blueprint for Bayfield*, there are copies located at the Bayfield Library or you can call us at 682.1489 to request a photocopy of this book.

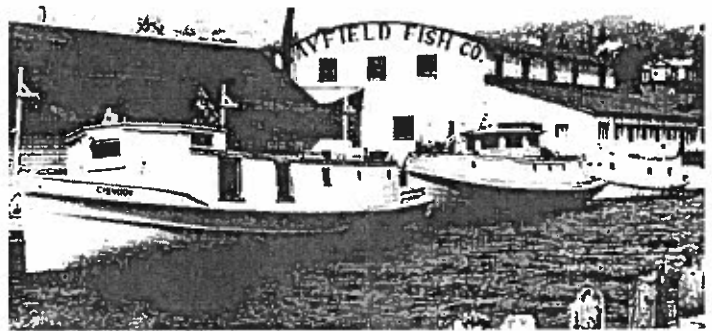
## How is Bayfield Doing? How Well Did the Current Plan Work?

The last comprehensive plan for Bayfield was created in 1979. One of the questions we ask ourselves when we begin a new planning cycle is: "how well did the current plan work?" From that point we can find a foundation for our next stated vision for the future.

The Task Force has responded to a survey of 94 goals and objectives from the 1979 plan. Each member considered the objectives and decided how well each has been implemented on a scale from 1 to 5.

Brian Amones, a graduating student at Northland College designed the survey so the results were electronically tallied and are easily paired with the policy objective from the 1979 Plan. The results clearly show areas that have not been implemented, which helps the Task Force zero in on issues that need to be revisited. Some of the objectives will be identified as issues that need to be addressed today, and some will be deemed no longer appropriate for Bayfield.

The good news is that most of the objectives have been implemented, and this survey has proven to be a good way to measure Bayfield's progress over the past twenty years!



*A vision is like a lighthouse,  
which illuminates rather than limits,  
giving direction rather than destination.*

*- James J. Mapes, Foresight First*

PLANNING TASK FORCE

City of Bayfield  
Comprehensive Planning Task Force  
City Hall  
Bayfield, WI 54814

## City Adopts Public Participation Plan

The City of Bayfield's Comprehensive Planning process is an opportunity for you, as a citizen, to shape the future of your community. To ensure that your voice is heard, we have developed a Public Participation Plan to give community members as many opportunities as possible to participate in the planning. After all this is *your* community, and you care about where it's headed! We want this to be a process that is enjoyable and that allows people to come together and make decisions that will keep Bayfield the Best Little Town in the Midwest!



The Public Participation Plan includes:

- Quarterly Newsletter
- Community Interviews
- Community Visioning Workshop
- Community Survey
- Media Updates
- Neighborhood Meetings

This newsletter comes to you from the City of Bayfield Comprehensive Planning Task Force. Photos courtesy of Scott Simonson, operator of a Bayfield, Wisconsin Homepage:  
[http://ourworld.compuserve.com/homepages/sSimonson\\_2](http://ourworld.compuserve.com/homepages/sSimonson_2)  
And also the Bayfield Chamber of Commerce website: <http://www.bayfield.org>



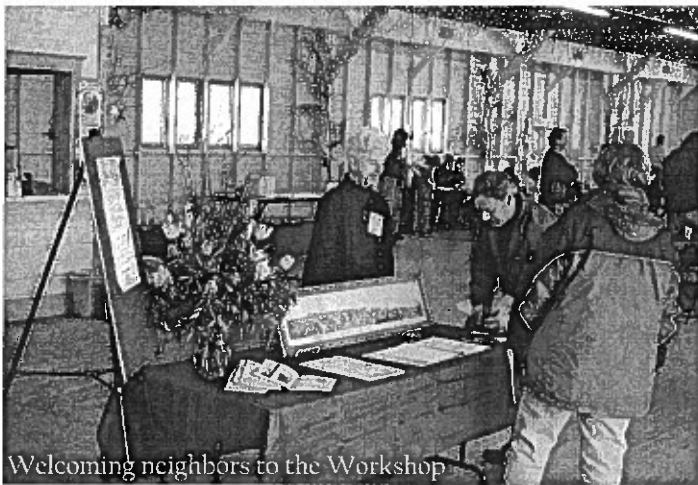


# CITY OF BAYFIELD *Visions*

*Making participation easier by creating an informed community.*

April 2001

Issue 2



Welcoming neighbors to the Workshop

## Community Visioning Workshop A gathering of folks who care about Bayfield

The Pavilion was an exciting place to be on March 2nd and 3rd, when over one hundred members of the Bayfield community gathered to think creatively about Bayfield's future. People dropped in for cookies and coffee, learned a little about Bayfield, and thought a lot about housing, transportation, economic development, natural and cultural resources, utilities and community facilities and land use. Folks were invited to mark up various maps as they looked at them with Jeff Maas of Northwest Regional Planning Commission, talk about design with Ed Freer of SmithGroup JJR, draw pictures of what they'd like to see, and sit back awhile to chat with neighbors. Youth even had their own area to color, collage, play, and be interviewed.

People were eager to tell how much they loved Bayfield and why. People frequently mentioned Lake Superior, Bayfield's quiet small town character, rich history, and opportunities to interact with the natural world. Community members also shared many creative ideas for making Bayfield an even better place to live. All of the input received has been compiled and is being used by the Task Force subcommittees to create the draft comprehensive plan, coming soon to a neighborhood meeting near you!

## The Results Are In! Bayfield Community Opinion Survey

We had an amazing 50% return rate on the surveys that were sent out in early January! The Comprehensive Planning Task Force worked very hard to refine the survey questions, with the help of the Survey Research Center at UW-River Falls. Questions were designed to assist the Task Force in dealing with defined issue areas. The survey response is therefore quite helpful in painting a clearer picture of Bayfield's community opinions and values.

The results of this survey indicate a general desire to improve the quality of life for all community members. Some important issues were raised which will be addressed by the Task Force in developing a draft plan. Your opportunity to review solutions to the issues you have raised will come during neighborhood meetings this summer. Thank you to all who participated! (A copy of the survey results can be obtained by calling 682-1394.)

### COMING SOON!

#### *Neighborhood Meetings*

*To Discuss the Draft Comprehensive Plan*

*Dates and locations to be announced*

## Task Force on Task: Time for Subcommittee Work

Survey responses have been tallied, community comments have been compiled, data has been gathered—now it is time for the Task Force to begin writing drafts for each of the SmartGrowth elements of the plan. Each subcommittee will be meeting several times during the months of April and May to pull together the ideas that YOU have offered regarding housing, transportation, economic development, Utilities and Community Facilities.

That doesn't mean that your opportunity to participate in the Comprehensive Planning process has passed! Attend a subcommittee meeting, contact a Task Force member, call Jane Silberstein at 682-1489 with input, or attend a neighborhood meeting this summer to review the draft plan. Get involved! This is your community!



Sharing ideas at the Workshop

## Community Vision

On the opposite page you will find a copy of the Draft Vision Statement for the City of Bayfield's Comprehensive Planning process. This vision was created by the members of the Task Force to help shape the Comprehensive Plan. It is meant to paint a picture of what citizens would like Bayfield to be like in the year 2020.

It is called a "draft" vision because it needs to be reviewed by the greater community. A few people commented on it at the Community Visioning Workshop, but the more input we have the stronger the vision will be. Your comments or questions can be directed to Jessica Dexter (682-1394) or Jane Silberstein (682.1489).

*"The future belongs to those who believe  
in the beauty of their dreams."  
- Eleanor Roosevelt.*

### SUBCOMMITTEE MEETING TIMES:

#### Housing Committee

Will meet at 8 a.m. in City Hall on:

- Friday, April 13
- Tuesday, April 24
- Tuesday, May 8
- Tuesday, May 21

#### Transportation/Utilities and Community Facilities Committee

Will meet at 9 a.m. in City Hall on:

- Friday, April 13
- Tuesday, April 24
- Tuesday, May 8
- Monday, May 21

#### Land Use Committee

Will meet at 7:30 a.m. at the Egg Toss on:

- Monday, April 9

Will meet at 7:30 a.m. at the City Library on:

- Monday, April 23
- Monday, May 7
- Monday, May 21

#### Agricultural, Natural and Cultural Resources Committee

We will meet at Flamingos Up North office at 3 p.m. on:

- Wednesday, April 11
- Wednesday, April 25
- Wednesday, May 9
- Wednesday, May 23

#### Economic Development Committee

We will meet at 7:30 a.m. at the Egg Toss on:

- Monday, April 16
- Monday, April 30
- Monday, May 14
- Tuesday, May 29

*"Remember that Bayfield is a desirable place -  
for businesses to be as well as tourists -  
attract businesses but insist that they comply with  
standards that maintain the character of Bayfield -  
we are in the driver's seat on this issue!"  
- Nan Fey*

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## City of Bayfield Draft Vision Statement: 2020

In 1997, Bayfield was dubbed “the best little town in the Midwest.” This publicity drew the attention of many, and the popularity of Bayfield as a tourist destination soared. Now, in the year 2020, folks look back and congratulate themselves on attending to the problems and opportunities that accompanied this increased popularity and on expanding previous planning efforts to create a vision of its future as well as widespread public support for fulfilling that vision.

Visitors continue to flock to Bayfield to experience its abundant natural beauty, recreational opportunities, small town friendliness, quiet charm and human scale development. Bayfield remains remarkable for its work in historic, cultural and natural resource preservation and protection and has recovered some qualities that appeared to be disappearing as tourism skyrocketed in the 1990s. Bayfield is now a place where residents can earn a living and have basic consumer needs met locally. Bayfield also is widely acclaimed for its initiatives in the areas of affordable housing and low impact economic development. These features have drawn visitors to the area interested in reclaiming their own communities and retaining or improving quality of life.

The population increase in Bayfield over the past twenty years has produced a more diverse population. There is now a healthy mix of age, ethnic and income groups. This diversity has given greater stability to community and resulted from Bayfield’s ability to re-emerge as a place for families where jobs, housing, schools, public services and social and recreational needs continue to improve.

A key feature of Bayfield’s progressive view of healthy community has been its housing programs. A Sustainable Homes Project allowed families to remain and local residents to afford quality homes. While property values continue to be higher than the surrounding area, there are now programs to assist people with average income to purchase a home. Special needs have also been factored into housing programs, especially the needs of the elderly. Assisted living facilities allow resident elders to remain in the community as they age as well as draw retirees and their families to the area. The majority of the homes in Bayfield are owner-occupied and new development is directed toward both permanent and seasonal residents.

With Bayfield’s burgeoning popularity in the late 1990s came traffic issues, especially during the summer months. Safety issues as well as parking surfaced as key areas for resolution. Today, traffic congestion is managed downtown due to adequate parking, some of it remote with shuttle service, as well as the pedestrian emphasis on downtown design, including highly visible crosswalks, wide and safe pedestrian ways and improved, aesthetically pleasing signage.

One of the most challenging hurdles to clear years ago was the matter of job creation and a year-round economy. Bayfield did not want to create more jobs at the expense of natural character and beauty of place. It recognized that financial capital could not grow without strict respect for social and natural capital as well. The solution in part was to forge an effort in the region to attract information technology-based businesses by meeting the diverse needs of such enterprises as well as creating a context for businesses to participate in a cooperative approach to essential services and resources, thereby providing relief from high property taxes. Training programs sponsored by the City help educate a local workforce as well serve as an incentive for residents to remain in the area. Home-based businesses are encouraged in Bayfield, with adequate zoning standards protecting residential neighborhood quality. Bayfield has also become a center for ecotourism, marine science, and the media arts and technology fairs. A major environmental magazine is now headquartered in Bayfield, including its entire editorial and circulation department.

With sensitivity toward preserving and enhancing local features and modeling green building standards developed in the late 1990s, Bayfield’s aggressive Department of Community Development works closely with the Chamber of Commerce, seeking national and international corporate entities to locate additional conference and training facilities adjacent to the privately held corporate retreat center overlooking the lake. A multi-purpose sports facility jointly underwritten and managed by private corporate sponsors has created long-term year around employment for local youth and management staff.

Downtown Bayfield remains a visitor magnet with its quaint and historic character, cohesive design, its human scale development and architectural integrity. Further, Bayfield’s downtown provides a wide range of goods and services for residents and visitors alike. Quality inventive, imaginative and original retail establishments are a hallmark of Bayfield. Notable also is the absence of national franchises and fast food operations. Locally owned shops, restaurants and inns prevail. City Hall is centrally located in a restored, refurbished older structure, a testament to the City’s interest in and allegiance to the preservation and restoration of existing usable structures. Bayfield’s downtown area also provides broad access to the waterfront, where people can travel in either direction on a lakefront trail which links with the historic Brownstone Trail. The Bayfield marina, also located in the downtown area, boasts \_\_ slips and provides much of the long term parking off-site, thus freeing up more of the waterfront for pedestrian and non-vehicular use.

The Bayfield public school system offers an excellent education for elementary, middle school and high school aged youngsters and also reaches out to other members of the community. Bayfield High has become a facility for housing adult education, seminars, conferences and other learning opportunities. The public school system has also partnered with the city’s internet/information technology center in order that children can become technologically aware and educated at an early age, thus preparing them for college and career and enabling them to remain in Bayfield if they choose. Additionally, Bayfield secondary students now attend a regional secondary school that brings together an ethnically and economically diverse student population.

Supporting and furthering the overall design continuity and integrity of Bayfield are carefully-thought out design standards, development standards, a zoning ordinance and an ongoing planning process that maintains consistency between the community vision and the policies and laws that support implementation of the vision.

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City of Bayfield  
Comprehensive Planning Task Force  
City Hall  
Bayfield, WI 54814

## Comprehensive Planning Task Force:

The dedicated community members that contribute their time and energy to this project are listed below. They would be happy to discuss the plan or community visioning with you.

**Joanna Barningham**, Citizen  
**Janet Bewley**, Director, Mary H. Rice Foundation  
**William Bodin**, Retired Commercial Fisherman  
**Brandon Cunningham**, Exec. Dir. Chequamegon Group  
**Dan Curran**, Architect, City of Superior Bldg. Inspector,  
**Lawrence Ferrill**, Retired Engineer  
**Robert Hansen**, Dist. 1 Councilor; Owner, Winfield Inn  
**John Hanson**, Filmmaker  
**Billie Hoopman**, City Clerk / Zoning Administrator  
**Rick Lehto**, Apostle Islands Marina Employee  
**Larry MacDonald**, Mayor; Owner, Apostle Island Outfitters & Cooper Hill House  
**Tom McMullin**, Dir., Behavioral Health Services—MMC  
**Chris Meyer**, Mgr. Flamingo's Up North Inc.  
**Heidi Nelson**, Mgr. Flamingo's Up North Inc.  
**Patricia Oeltjenbruns**, Owner Isaac Wing B&B  
**Neil Schultz**, General Contractor  
**Alan Waite**, Small Business Owner

This newsletter comes to you from the City of Bayfield Comprehensive Planning Task Force. We are trying our hardest to include everyone in the Comprehensive Planning process, so if you have ideas about Bayfield, such as what you'd like to preserve or improve, direct them to our consultant Jane Silberstein:

By email at [jsilberstein@northland.edu](mailto:jsilberstein@northland.edu)

By phone at 682.1489

Or by post at 1411 Ellis Ave., Ashland, WI 54806



Community Visioning Workshop at the Pavilion



# CITY OF BAYFIELD

## *Visions*

*Making participation easier by creating an informed community.*

August 2001

Issue 3

## We Want Your Input!

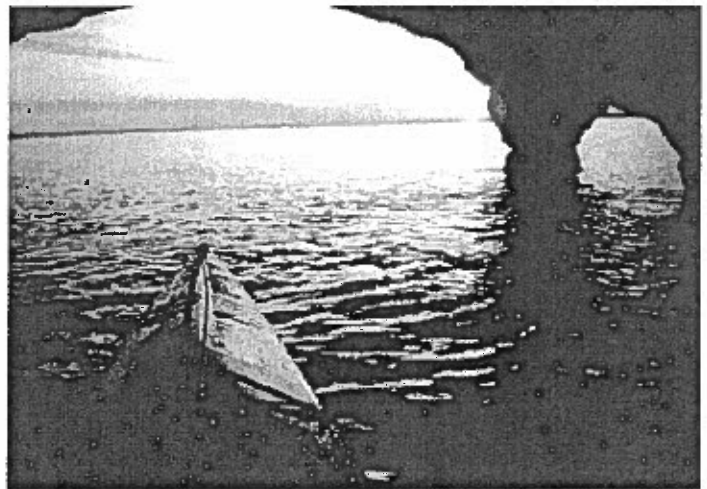
### Task Force Drafts Goals and Objectives For Community Review

Bayfield's dreams are one step closer to becoming reality! Over the course of the summer, task force members have been working hard to shape specific goals, objectives and actions for the Comprehensive Plan from all the valuable ideas and concerns offered by community members in the Community Survey and the Community Visioning Workshop. Now it is time to check back in with the community—what do you think of these goals, objectives and actions?

If you shared comments in the survey or the workshop, you can see how well your views are represented. If you haven't yet participated in this process, now is your chance to help us improve what we've done so far. We want your input!

This entire newsletter is devoted to presenting the goals and objectives to the community. Copies of the whole 28-page document which include proposed actions are available at the Bayfield Library and at City Hall. Your comments, questions or suggestions regarding these goals, objectives and actions will be welcomed at either of two neighborhood meetings. The first is at the Pavilion on Thursday, September 20th and the second is at the Bayfield Library on Tuesday, September 25th. Both meetings are from 6:30 to 8:30 p.m.

Questions? Direct them to Billie Hoopman at City Hall (779.5712). If you are unable to attend either of the neighborhood meetings and would like to submit your comments, call Jane Silberstein at 682.1489.



## MARK YOUR CALENDAR!

### *Neighborhood Meetings*

*6:30 p.m. - 8:30 p.m.*

*Thursday, September 20 at the Bayfield Pavilion*

*Tuesday, September 25 at the Bayfield Library*

## Goals and Objectives Inside:

- Housing
- Transportation
- Economic Development
- Utilities and Community Facilities
- Agricultural, Cultural and Natural Resources
- Land Use

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# Goals and Objectives

## HOUSING ELEMENT

Goal 1: Bayfield has a variety of housing opportunities that support a diverse year round population of 1000 residents.

- Objective 1.1: Maintain and improve year-round housing stock.
- Objective 1.2: Provide development of additional year-round housing units.
- Objective 1.3: Improve City zoning standards in order to maintain a high standard of living.
- Objective 1.4: Increase the supply of housing that is affordable to low, moderate, and middle-income households and employees of local businesses.
- Objective 1.5: Encourage year-round owner occupancy of a percentage of the housing stock.
- Objective 1.6: Provide a coordination of City services to enhance the quality of living.
- Objective 1.7: Incorporate owners of second homes into the community as participants in efforts to promote quality of life in Bayfield.

## TRANSPORTATION ELEMENT

Goal 1: Bayfield works with Bayfield County, the State and surrounding jurisdictions to ensure a safe, accessible multi-modal transportation system in the region as well as ensuring and promoting a well-planned, safe and well-maintained transportation network within the City of Bayfield that provides a range of transportation options for residents and visitors.

- Objective 1.1: Work to maintain the highest level of safety for all transportation systems in the City.
- Objective 1.2: Develop, implement and maintain a high-quality system of signage and orientation markers that are both informative and compatible with the aesthetics and character of the community.

Goal 2: Bayfield ensures the development and maintenance of parking and related facilities within the city that accommodate the varying seasonal demands and fits within the city's aesthetic concerns and capacity.

- Objective 2.1: Maintain an inventory of parking capacity (public and private) within the city
- Objective 2.2: Identify a site for and develop a City of Bayfield Community Parking Facility that provides parking, plus a range of amenities such as public restrooms, public notice board/kiosk, shuttle service, tourist information, etc.
- Objective 2.3: Develop pro-active partnerships between the business community and the city to identify and make use of under-utilized sites or sites committed to other uses that have parking potential.
- Objective 2.4: Identify potential sites and techniques for parking and short-term storage of boat trailers.

Goal 3: Bayfield accommodates and encourages non-motorized transportation options (pedestrian, cycling, etc.) throughout the city.

- Objective 3.1: Identify parcels within and adjacent to the city as areas for potential easement acquisition or land purchase for future trail network development.
- Objective 3.2: Develop a bike route plan.
- Objective 3.3: Identify sites of concern, areas in need of repair, and gaps in the connectivity of the City's existing sidewalk network.

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- Objective 3.4: Identify and correct sites of pedestrian hazards, poorly marked crossings, sites of poor motorist/pedestrian visibility.

Goal 4: Bayfield ensures and maintains safe, effective and compatible marine access for visitors and residents from the City of Bayfield.

- Objective 4.1: Work pro-actively with private sector partners for long-term solutions for marine access issues.

Goal 5: Bayfield provides access to its services and amenities for motorized off-road vehicles during the winter months.

- Objective 5.1: Identify and maintain a route for snowmobiles and ATVs within the city from November 1 until April 1.

## ECONOMIC DEVELOPMENT ELEMENT

Goal 1: Year-round employment in Bayfield, with a mix of businesses that include existing, expanded and new businesses, both within the City and area wide, recognizing that tourism will continue to be an important part of the local economy. Active leadership and participation of the City is instrumental in influencing Economic Development activities that develop and promote the flavor of Bayfield's hometown atmosphere.

- Objective 1.1: Provide an adequate workforce.
- Objective 1.2: Promote Bayfield and our local area as a viable location in which to live, work from and purchase goods/services.
- Objective 1.3: Recognize and support retention and creation of businesses that meet community needs.
- Objective 1.4: Promote economic development that has little or no environmental impact.
- Objective 1.5: Promote and encourage the Bayfield business community to work together to better meet the needs of the general public.
- Objective 1.6: Address broad spectrum of community issues that relate to strengthening the local economy.
- Objective 1.7: Seek regional and area wide opportunities to promote new business opportunities.

## UTILITIES & COMMUNITY FACILITIES ELEMENT

Goal 1: City of Bayfield and Bayfield County continue to work cooperatively to provide health, safety and security services for all residents and visitors.

Goal 2: The City of Bayfield works cooperatively with utility providers to ensure that a wide range of high-quality communication and energy services remain available.

- Objective 2.1: Form ad hoc committee or sub-committee to determine cost/benefit of placing all City utilities underground for the aesthetic improvement of the City. Studies should consider new construction separately from existing.
- Objective 2.2: Identify appropriate sites for additional utility capacity development and encourage Xcel Energy to re-locate its transformer to these areas from its present location behind City Hall.
- Objective 2.3: Take advantage of opportunities to purchase reduced electrical rates when Wis-

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consin electrical generation industry is deregulated in the future.

- Objective 2.4: Encourage and promote the use of alternative and renewable energy sources such as fuel cell technology, wind power, etc.
- Objective 2.5: Work pro-actively to accommodate the changing needs of communication infrastructure in the City for advanced telecommunications and high-speed internet for home and business use.

Goal 3: The City of Bayfield takes a pro-active role in joint planning efforts with the towns of Bayfield and Russell, and the Red Cliff community in coordinating municipal sewer, water, stormwater and other infrastructure development.

- Objective 3.1: Identify future infrastructure needs through an analysis of existing trends.
- Objective 3.2: Identify and evaluate and use activities in surrounding areas that have a direct impact on the municipal resources of the City of Bayfield.

Goal 4: Bayfield promotes the efficient use and maintenance of existing infrastructure resources.

- Objective 4.1: Identify and assess of the City's existing infrastructure which could be used more efficiently and establish a timeline/budget for improved use.

Goal 5: Bayfield maintains the safety, abundance and quality of the City's water supply and water resources.

- Objective 5.1: Support city, local, county, state and federal efforts to reduce point source pollution into Lake Superior and its watershed.
- Objective 5.2: Provide education and facility alternatives to existing practices that negatively impact the city's water quality.

Goal 6: Bayfield maintains a strong partnership with the School District of Bayfield and integrates the district into the long-term planning for the City.

- Objective 6.1: Maintain an on-going integration of School District and City committees.
- Objective 6.2: Review the potential for the eventual consolidation of regional high schools while retaining the local elementary schools within each community.

## AGRICULTURAL, CULTURAL AND NATURAL RESOURCES ELEMENT

Goal 1: Bayfield's natural areas and resources – land, water, air and living– are preserved, protected, conserved, restored, enhanced and maintained for future generations.

- Objective 1.1: Protect the ravines and run-off corridors within the City to prevent floods, erosion and forestry destruction, and preserve and protect the City's floodplain.
- Objective 1.2: Ensure the quality and safety of City water; protect groundwater, aquifers and Lake Superior.
- Objective 1.3: Preserve and protect natural areas, parks, forest and wildlife within the City.
- Objective 1.4: Preserve, maintain and develop walking trails within the City, especially along the shores of Lake Superior.
- Objective 1.5: Ensure that all new development is as environmentally friendly as possible.

Goal 2: The unique rural character of Bayfield and its surrounding landscape is preserved and protected.

- Objective 2.1: Minimize scattered development and conflicting land uses.
- Objective 2.2: Support land protection and conservation.



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Goal 3: Diverse agricultural use of productive and potentially productive farmland within Bayfield's adjacent environs is preserved and protected.

- Objective 3.1: Preserve and protect productive and fallow farmland within adjacent environs.
- Objective 3.2: Ensure the continuation and expansion of a diverse local agricultural economy.

Goal 4: Community cultural resources, including those of historical and archaeological importance, are preserved and protected.

- Objective 4.1: Preserve the City's Historic District and the historic structures within it.
- Objective 4.2: Preserve the architectural character and unique "look" of Bayfield.
- Objective 4.3: Make cultural resources an integral part of the City's economic development plan.
- Objective 4.4: Increase awareness of local and regional history and culture.

## LAND USE ELEMENT

Goal 1: Bayfield maintains a land use plan that reflects current community values and provides for future expansion.

- Objective 1.1: Determine what the community wants, needs and values regarding land use issues.
- Objective 1.2: Develop good working relationships with surrounding towns and other governmental entities.

Goal 2: Bayfield's land use plan envisions a diverse community which includes people of varied ages, socio-economic class and family composition, race and cultural heritage.

- Objective 2.1: Provide a wide range of housing opportunities.
- Objective 2.2: Provide a variety of economic opportunities.
- Objective 2.3: Provide support for youth, senior and inter-cultural community activities.

Goal 3: Bayfield's historical character is preserved and enhanced.

- Objective 3.1: Enforce and enhance the Historic Preservation Ordinance.
- Objective 3.2: Encourage development along Highway 13 approaches to the City that are consistent with Bayfield's historic character.
- Objective 3.3: Develop a land protection strategy and process for incorporating property acquired.
- Objective 3.4: Encourage new development in the City to meet standards for quality and character that are consistent with the existing built environment.
- Objective 3.5: Limit impact of loud motorized vehicles in and around the City.

Goal 4: Bayfield's unique natural environment is preserved and enhanced.

- Objective 4.1: Preserve and expand the City's parks and recreation areas.
- Objective 4.2: Review and revise the City's tree ordinance.
- Objective 4.3: Protect natural watercourses and ravines.
- Objective 4.4: Develop a land protection strategy and process for incorporating acquired property.
- Objective 4.5: Develop guidelines for creating and maintaining views both of the lake and from the lake.

Goal 5: Bayfield's lakeshore remains a major asset, economically and environmentally.

- Objective 5.1: Support marine-related development along the shoreline.

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City of Bayfield  
Comprehensive Planning Task Force  
City Hall  
Bayfield, WI 54814

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**Dan Curran**, Architect, City of Superior Bldg. Inspector,  
**Lawrence Ferrill**, Retired Engineer  
**Robert Hansen**, Dist. 1 Councilor; Owner, Winfield Inn  
**John Hanson**, Filmmaker  
**Billie Hoopman**, City Clerk / Zoning Administrator  
**Larry MacDonald**, Mayor; Owner, Apostle Island Outfitters & Cooper Hill House  
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