TOWN OF NAMAKAGON

LAND USE PLAN

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Prepared by:

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TOWN OF NAMAKAGON
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INTRODUCTION

In 1999, a citizen land use committee was directed by the Town Board to guide the Town of Namakagon land use planning process. The committee consisted of a cross section of property owners, both lakeshore and non-shoreland, along with local business operators. The land use planning committee has spent the past 18 months developing goal statements that have been used to develop land use recommendations for the future of the Town of Namakagon.

As part of the public input process, a survey was sent to all property owners in the town to help identify issues and opportunities facing the Town of Namakagon's future.

The Town of Namakagon is located in southern Bayfield County and abuts Sawyer County to the south and Ashland County to the east (Figure 1, page 2).

The town is comprised of two civil townships or 6 miles by 12 miles in size. The majority of the town lies within the boundary of the Chequamegon National Forest and is characteristic of northern Wisconsin's lake and forest region.

Surface water resources in the town are abundant with many named lakes and unnamed small lakes most of which are located in the Chequamegon National Forest. Lakes with the town have a tradition of providing quality resort and guest cabin facilities of which many still remain as important contributors to the town's economy.

The demand for lakefront property and lake access has caused increased development pressure on lakes throughout the town, threatening lakes with overcrowding and the problems associated with overuse.

At the same time, the demand for off-lake development particularly residential housing has increased and has begun to change the character of the rural landscape within the town.

The questions of maintaining "northwoods" character, maintaining and improving surface water quality of lakes and providing economic sustainability to meet community needs were identified as major issues facing the Town of Namakagon.

The land use plan will provide town officials with a guide for reviewing subdivision plats, certified survey maps, rezoning requests, and other land use proposals. In addition to the public sector, the plan will also benefit the private sector by providing a level of assurance as to having a town plan.

The plan is intended to address the land use issues facing the town and is not intended to serve as a comprehensive general plan for the town. It does not specifically address issues such as housing needs, capital improvements programming or protective services. It is also important to remember that this plan is advisory in nature and will be incorporated into a comprehensive plan for the town by 2010 to satisfy "Smart Growth" legislation in Wisconsin. The recommendation of this plan will also be incorporated into the Bayfield County Land Use Plan that will be completed in 2002.

Figure 1

Bayfield County

CHAPTER 1

DEMOGRAPHICS

DEMOGRAPHICS

HISTORICAL POPULATION & POPULATION PROJECTIONS

Historical population. Since 1950, the Town of Namakagon has had a variable population. The town sustained a decline to 1960; however, population grew through the next decade with the town reporting a population of 224 in the 1970 Census. For the period between 1970 and 1980, the town's population increased by 27.7 percent, reporting 286 inhabitants in the 1980 Census. This growth is substantially more than the 16.1 percent overall increase experienced by Bayfield County for the same period. The town's population declined again slightly by 1990 and then grew to 285 by the 2000 Census.

Population projections. In the table below, population projections for the Town of Namakagon—generated by Northwest Regional Planning Commission (NWRPC)—are displayed through 2020. NWRPC projections indicate a modest continued increase in the population. It should be noted that both the Wisconsin Department of Administration and NWRPC population figures are *mathematical calculations only* and by no means establish the town's population for the coming years. Projections are generated based on existing data and past trends in an attempt to foresee coming trends and *do not establish the population figures.*

Table 1: Historic Population and Population Projections, 1950-2020

	1950	1960	1970	1980	1990	2000	2005	2010	2015	2020
US Census	205	125	224	286	276	285	---	---	---	---
NWRPC	---	---	---	---	---	---	312	325	338	351

	1950	1960	1970	1980	1990	2000	2005	2010	2015	2020
Bayfield Co.	13,760	11,910	11,683	13,822	14,008	15,013	15,174	15,472	15,769	16,067

US Census Bureau (1950 –2000), NWRPC Projections (2005-2020)

Population projection summary. Since 1980, the town has maintained a relatively stable population. The Census 2000 reveals a population of 285 permanent year-around residents and projections indicate a continued rise to 351 permanent residents by the year 2020. This rise may be best attributed to the conversion of former seasonal homes into permanent residences by retirees and by individuals and families seeking a rural or lakefront setting in which to reside.

SEASONAL/NON-PERMANENT RESIDENT POPULATION TRENDS & ESTIMATES

Seasonal/Non-permanent residents. The Town of Namakagon is well known for its role as a "residential-recreational" and a "seasonal retreat" community with its miles of lakeshore dotted with a variety of summer homes and cabins as testament to this role. However, the federal Census does ***not*** record individuals in accordance with their summer residency, only their permanent residency. Seasonal and non-permanent residents do however have an important impact on the town in paying property taxes, contributing to the local economy, and demanding

town services ranging from road maintenance, police and fire protection to garbage collection and recycling services.

In an effort to mathematically determine the existing and potential number of seasonal residents in the Town of Namakagon, the figures in the following table were generated based upon the following variables: An index of residents per occupied housing units was calculated 1980, 1990 and 2000. *The assumption is made that the density of inhabitants per occupied housing unit can also be applied to seasonal housing units* The figures found in the following table are therefore *estimated calculations only,* and it can be stated with some certainty that seasonal populations are *potentially higher* than the numbers listed below.

Table 2: Seasonal Resident Estimates, 1980-2020

	1980	1990	2000	2005	2010	2015	2020
Town of Namakagon	651	775	731	779	799	819	839

Source: NWRPC estimates based on an average of person per housing unit

DEMOGRAPHIC & AGE TRENDS

Summary of demographic changes: 1980 to 1990. The federal Census indicated a *net loss* of ten inhabitants in the Town of Namakagon from 1980 to 1990. Despite this modest decline, not all age groups within the town exhibited a uniform loss. From 1980 to 1990, three population groups demonstrated a *net gain.* These groups include residents under age 5, residents aged 45 to 74, and residents aged 85 and older. The net gain of residents under age 5 can be attributed simply to more infants being born to resident families and/or more families with children under age 5 moving into the town. The growth of the 45 to 75 age group can be attributed to the overall aging of the existing population in the town, the growth in retirement age individuals moving to Namakagon, and the conversion of seasonal residences into permanent residences by incoming retirees. The slight net growth of residents aged 85 and older can be attributed primarily to the aging of existing residents.

From 1980 to 1990, the Town of Namakagon exhibited a ***net loss*** in residents aged 5 to 44 and residents aged 75 to 84. The overall net loss of residents aged 5 to 44 can best be attributed to the loss of working age individuals, working families, high school graduates moving to other areas with more opportunities for education and employment. The slight net loss in residents aged 75 to 84 can be attributed either to death or to transition from one age cohort to another of the existing population.

Summary of demographic changes: 1990 to 2000. *(Waiting for Census 2000 data)*

Should the identified trends persist through the coming years, the town will be losing an important portion of its working age population. Table 3 indicates these changes in age categories at ten-year age cohort intervals. Table 4 indicates the overall demographic changes from 1980-2000.

Table 3: Age categories: 1980, 1990 and 2000

	Age category									
	< 5	5-14	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85+
1980	10	20	33	36	33	31	44	47	25	2
1990	13	20	14	19	22	32	54	57	23	4
2000	7	19	6	17	33	40	71	55	27	10

Table 4: Demographic Change: 1980-1990 and 1990-2000

Age category	Net Change in Absolute Numbers: 1980-1990	Percent Change: 1980-1990	Net Change in Absolute Numbers: 1990-2000	Percent Change: 1990-2000
85 and over	**+2**	**+100.0%**	+6	*+150.0*
75 to 84	*-2*	*-8.0%*	+4	*+17.4*
65 to 74	**+10**	**+21.2%**	-2	*-3.5*
55 to 64	**+10**	**+22.7%**	+17	*+31.5*
45 to 54	**+1**	**+3.2%**	+12	*+25.0*
35 to 44	*-11*	*-33.3%*	+11	*+50.0*
25 to 34	*-17*	*-47.2%*	-2	*-10.5*
15 to 24	*-19*	*-57.6%*	-8	*-57.1*
5 to 14	0	0.0%	-1	*-5.0*
Under 5	**+3**	**+30.0%**	-6	*-46.2*
Selected age categories:				
All inhabitants over 75	0	0.0%	+10	*+37.0*
All inhabitants over 65	**+10**	**+13.5%**	+8	*+9.5*
All inhabitants under 24	*-22*	*-25.4%*	-15	*-31.9*
All inhabitants under 14	**+3**	**+10.0%**	-7	*-21.2*

Source: Calculated from US Census Bureau data, 1980 & 1990

CHAPTER 2

HOUSING CONDITIONS AND TRENDS

HOUSING CONDITIONS AND TRENDS

HOUSING PROJECTIONS

From 1980 to 1990, the Town of Namakagon added a total of 92 housing units but from 1990 to 2000 declined by 96 housing units that occurred in seasonal and vacant units.

Table 5: Housing Projections, 1980-2020

	1980[1]	1990[1]	2000[1]	2005[3]	2010[3]	2015[3]	2020[3]
Total Housing Units	536	628	532	581	583	585	587
Occupied Housing Units	128	132	149	152	157	162	167
Seasonal & Vacant Housing Units	408	496	383	429	426	423	420
Percent of Total Housing Units Classified as Seasonal/Vacant	*76.1%*	*78.9%*	*71.9%*	*73.8%*	*73.0%*	*72.3%*	*71.6%*

US Census Bureau (1980-2000), NWRPC Projections (2005-2020)

Note: Seasonal & Vacant Housing Units include the following housing types: Summer residences and cabins, seasonal help lodging, hunting cabins, vacant units, abandoned housing units and dilapidated/uninhabitable housing units.

Developable land area. A prime concern in the Town of Namakagon—independent of the projected housing figures—is ***the availability of developable land for new housing units***. The Town of Namakagon currently has over 70 percent of its land area in public ownership (primarily in the Chequamegon National Forest) that precludes its development for residential use. Additionally, nearly all of the desirable lakeshore lots are presently developed to full capacity. This leaves the remaining areas of the town (areas of wooded seclusion; areas with a view of a field, wetland, or other panoramic view; and second-tier or "back-lot" sites) for new development. Another trend that has been identified in the Town of Namakagon is the purchase of a parcel containing an older cottage or summer cabin, which is then demolished and replaced with a contemporary structure.

AGE OF HOUSING STOCK AND HOUSING CHARACTERISTICS

Age of housing stock. The 1990 Census indicates that just over one-half (55.1%) of all housing units in the Town of Namakagon were constructed between 1940 and 1980. Table 6 indicates a detailed breakdown of the age characteristics of Namakagon's existing housing stock.

Table 6: Age of Housing Stock

Date of construction	Number of housing units	Percent of total housing units
Constructed in 1939 or earlier	154	24.6%
Constructed between 1940 and 1980	346	55.1%
Constructed between 1980 and 1990	128	20.3%
Total	**628**	**100.0%**

Source: U.S. Census 1990

Number of bedrooms, plumbing and kitchen facilities, water and sewer access. The 1990 Census indicates the majority of the housing units in the town (74.8%) have either two or three bedrooms. The following tables list the breakdown of number of bedrooms per housing unit and other miscellaneous housing characteristics of Town of Namakagon housing stock from the 1990 Census.

Table 7: Number of Bedrooms and Miscellaneous Housing Characteristics

Number of Bedrooms	Number of housing units	Percent of total housing units
None to 1	122	19.4%
2 to 3	470	74.8%
4 or more	36	5.8%
Total	**628**	**100.0%**
Miscellaneous Housing Characteristics		
Lack complete plumbing facilities	41	6.6%
Access to public or private water system	6	1.0%
Access to public sewer system	8	1.3%
Lack complete kitchen facilities	30	4.8%
Mobile home, trailer, other	154	24.5%

Source: U.S. Census 1990

Heating. The 1990 Census indicates the majority of the *occupied* housing units in the town utilize bottle, tank, or LP gas as their primary source of heating fuel. The following table indicates a detailed list of the types of heating fuel in use by the *occupied* housing units in the Town of Namakagon.

Table 8: House Heating Fuel of Occupied Housing Units

Primary Heat	Number of housing units	Percent of *occupied* housing units
Bottled/tank/LP gas	78	59.3%
Wood, other, none	37	28.0%
Fuel oil, kerosene	9	7.1 %
Electricity	5	3.2%
Utility gas	3	2.4%
Total	**132**	**100.0%**

Source: U.S. Census 1990

Renter occupied housing units. The 1990 Census identifies 19 rental units in the Town of Namakagon with a median gross rent of $283 per month for these rental units.

Town of Namakagon Community Planning Survey results concerning issues related to housing. In the Community Planning Survey conducted by the Town of Namakagon in 1999, survey respondents overwhelmingly indicated that single-family homes are the most desired type of housing in the town. Additionally, over one-half of survey respondents indicated a need for

the adoption of building construction standards; and nearly three-fourths of respondents are in favor of adopting a policy for future subdivision development. Tables 9 and 10 indicate the responses to the various housing-related questions in the Town of Namakagon Community Planning Survey.

Table 9: Community Planning Survey – Type of Future Housing Question

As the Town of Namakagon continues to develop, what kind of housing development would you like to see encouraged by the town government?	
Housing Type	**Percent of Survey Respondents**
Single-family homes	81.4%
Seasonal / recreational homes	46.0%
Elderly housing	27.3%
Condominiums	12.5%
Seasonal help lodging	11.6%
Two-family units / duplexes	9.0%
Apartments	5.5%
Subdivision	2.3%
Mobile home parks	2.3%

Source: Town of Namakagon Community Planning Survey Results

(Note: Survey respondents were asked to check all that apply resulting in a cumulative percentage greater than 100.0%)

Table 10: Community Planning Survey – Housing Questions and Responses

Survey Question:	**Yes**	**No**	**No response**
Is there a need for the Town of Namakagon to adopt standards for new building construction?	**54.0%**	37.9%	8.0%
Should the Town of Namakagon adopt a policy for future subdivision development?	**72.7%**	24.1%	3.2%
Should the Town of Namakagon limit the size and/or number of mobile home parks that can be constructed within the community?	**90.7%**	7.4%	1.9%
Do you favor the Town of Namakagon adopting design standards for mobile and manufactured homes? (Full question appears in Appendix C)	**84.6%**	12.9%	2.6%
Would you be in favor of restricting the number of condo units, duplexes and apartments to help control density?	**86.5%**	11.6%	1.9%

Source: Town of Namakagon Community Planning Survey Results

Housing summary. All present data and trend indicators reveal the following about housing the Town of Namakagon:

- The town's housing units are predominantly used as seasonal / non-permanent / recreational dwellings;
- The residents and property owners in the Town of Namakagon wish the town to remain as it presently is, i.e. limiting and controlling excessive new housing developments;
- Of permanent residents, single-family homes are the predominant housing type;
- There is a lack or perceived lack of low- to moderate-income housing, seasonal help lodging and rental units available in the Town of Namakagon;
- There will be a rising need for elderly care / assisted living quarters or a related facility in the future in or near the Town of Namakagon.

CHAPTER 3

TRANSPORTATION SUMMARY

TRANSPORTATION SUMMARY

INTRODUCTION

Vehicular (automotive) travel is the predominant mode of residents of the Town of Namakagon and throughout Bayfield County. Scheduled air service is not available from Bayfield County's municipal and other airfields and the conversion of railroads throughout the county and region preclude the redevelopment of passenger rail service.

ROADWAY CHARACTERISTICS

The Town of Namakagon's roadway network is comprised of 84.44 miles of highways and town roads. Roads within the town are classified by their functional use that indicates the type and amount of traffic they are intended to carry. The table below indicates the function classification of Namakagon's roadway network.

Table 11: Functional Classification of Roadways within the Town of Namakagon

Road type	Total Miles	Percent of total roadway network
Principal arterials	0.00 miles	0.00%
Major collectors (state highways)	0.00 miles	0.00%
Major collectors (CTH's "D" & "M")	17.70 miles	20.96%
Municipal (town) collectors	15.69 miles	18.58%
Municipal (town) local roads	51.05 miles	60.46%
Total	**84.44 miles**	**100.00%**

Source: Wisconsin Department of Transportation, District 8

In the Town of Namakagon, County Trunk Highways "D" & "M" are categorized as "major collectors". These two roadway corridors serve as the primary road routes into, out of, and through the town. The National Forest Service presence in the town has led to the designation of many town roads as National Forest Service "forest roads" which provide access into the Chequamegon National Forest. These forest roads carry a three-digit identifier as well as carrying the local town road name. The National Forest Service is responsible for maintenance of these roads; however, the town is occasionally called upon for routine maintenance activities such as grading. Upkeep and maintenance of culverts, drainage, and major roadway improvements are the responsibility of the National Forest Service.

Increased traffic volume. The table on the following page and the accompanying graphs in Figure 2 indicate the rate of traffic increase and the sites of Wisconsin Department of Transportation average daily traffic recording in and around the Town of Namakagon. As is indicated on the graphs, sites along US 63 and CTH "M" have demonstrated the most dramatic increase in average daily traffic in southern Bayfield County in the past 30 years.

The increase in traffic throughout southern Bayfield County can be attributed to two main factors. First, in the past 30 years, the residents of Namakagon and neighboring towns are

simply making more car trips for shopping, commuting to work, and for recreation. Second is the steady rise in summer homes and vacation homes and increased tourism trade. Individuals and families with seasonal homes and recreational homes are predominantly from out of the area or from out-of-state and therefore increase the incoming and out-going traffic load.

Table 12: Average Daily Traffic for Southern Bayfield County Major Roadways: 1966-1997

	1966	1969	1974	1977	1980	1983	1986	1990	1994	1997
Site 1:	970	850	1500	1500*	1950**	1560	1990+	1990+	2240	3800++
Site 2:	650	770	1480	1770	1930	2320	2100	2320	3300	3000
Site 3:	560^	780^	1990	1140	1170	1540	1600	1790	1790^^	2000
Site 4:	570	540	910	1250	1160	1230	1450	1450	1900	1700
Site 5:	600	420	1140	1330	1400	1430	1780	1540	2300	2300##
Site 6:	95	220	200	410	360	500	400	460	590	530
Site 7:	210	245	480	720	400	610	570	330	660	560
Site 8:	NA	1525	2020	2520	3290	4070	2710	2710#	2800	2800
Site 9:	465	865	1300	2540	2370	2640	1620	1620#	2800	2200
Site 10:	175	385	490	700	750	730	330	550	1100	730
Site 11:	115	310	340	530	370	440	370	400	690	430
Site 12:	125	290	300	250	460	370	340	370	380	380##
Site 13:	465	310	350	800	450	590	660	640	840	530
Site 14:	155	265	440	460	510	290	350	420	750	510
Site 15:	110	190	200	200	170	190	200	220	220^^	170
Site 16:	175	260	320	320	270	360	310	640	360	410

Table 13: Change in Average Daily Traffic for Southern Bayfield County Major Roadways: 1966-1997

	Net Increase in Average Daily Traffic 1966-1997	Percent Change in Average Daily Traffic 1966-1997
Site 1:	2830	+291.7%
Site 2:	2350	+361.5%
Site 3:	1440	+257.1%
Site 4:	1130	+198.2%
Site 5:	1700	+283.3%
Site 6:	435	+457.8%
Site 7:	350	+166.6%
Site 8:	1275	+83.6%
Site 9:	1735	+373.1%
Site 10:	555	+317.1%
Site 11:	315	+273.9%
Site 12:	255	+204.0%
Site 13:	65	+13.9%
Site 14:	355	+229.0%
Site 15:	60	+54.5%
Site 16:	235	+134.3%

Source: Wisconsin Highway Traffic, Division of Planning & Budget, Wisconsin Department of Transportation, District 8

Site 1: US 63 just south of of Seely, 3 miles south of the Bayfield-Sawyer Co. boundary
Site 2: US 63 2 ½ miles north of Bayfield-Sawyer Co. boundary
Site 3: US 63 5 miles north of Cable
Site 4: US 63 just west of the jct. with CTH "D", just west of Grand View
Site 5: US 63 just north of the jct. with CTH "E"
Site 6: CTH "N" just east of STH 27, (Barnes Twp.)
Site 7: CTH "N" just west of jct. with US 63 just west of Drummond
Site 8: CTH "M" Pine Street, just east of jct. with US 63 and west of jct. with First Street in downtown Cable
Site 9: CTH "M" 1 mile east of jct. with US 63 just east of Cable
Site 10: CTH "M" 10 ½ miles east of Cable, just west of jct. with CTH "D" in Namakagon Twp.
Site 11: CTH "M" 1 mile east of jct. with CTH "D" in Namakagon Twp.
Site 12: CTH "M" just west of jct. with Ashland CTH "GG" in Clam Lake, just east across the Bayfield-Ashland Co. boundary
Site 13: CTH "D" just south of jct. with US 63, just south of Grand View
Site 14: CTH "D" just north of jct. with CTH "M", in Namakagon Twp.
Site 15: CTH "A" just north of jct. with CTH "N", on Drummond-Barnes boundary
Site 16: CTH "E" just east of jct. with US 63, where the towns of Grand View, Lincoln, Mason and Kelly converge

**1974 ADT / **1979 ADT / +1985 ADT / ^^1990 ADT reading / # 1990 ADT / ##1994 ADT / ++1995 ADT*
^1966 & 1969 ADT readings were taken appx. 3 miles south of the ADT reading site for 1974 through 1997

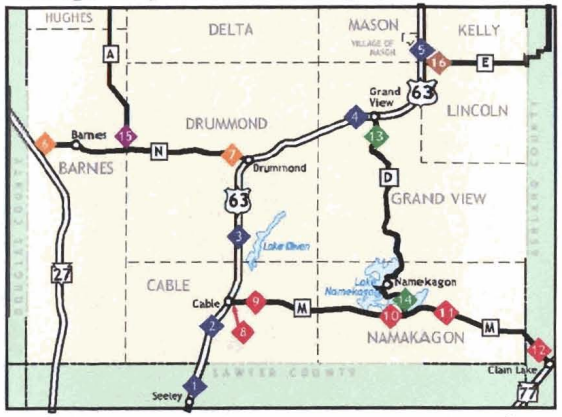
Roadway improvements. Improvements to the local roadway system are crucial for maintaining an adequate and safe transport system. The table listed below indicates scheduled road improvements in and near the Town of Namakagon through 2003.

Table 14: Selected Scheduled Roadway Improvements in and near the Town of Namakagon, 2000 to 2003

Year	Sponsor	Road	Location	Mileage	Type of Improvement
2001	Wisconsin DOT	CTH "D"	Pioneer Rd. to N Diamond Lake Rd.	N/A	Reconstruction/resurfacing
2001	Wisconsin DOT	CTH "N"	CTH "A" to US 63	N/A	Reconstruction/resurfacing
2002	Wisconsin DOT	US 63	Drummond to Grand View	10.15 mi.	Reconstruction/resurfacing
2003	Wisconsin DOT	US 63	Grand View north to STH 118	8.63 mi.	Reconstruction/resurfacing
2003	Wisconsin DOT	---------	Long Lake Bridge (Grand View)	N/A	Bridge repair/replacement
2003	Wisconsin DOT	US 63	Namakagon bridge (2 mi N of county line)	N/A	Bridge repair/replacement

Source: Wisconsin Department of Transportation, District 8

Average Daily Traffic Recording Sites: 1966-1997



U.S. Highway 63
- Site 1
- Site 2
- Site 3
- Site 4
- Site 5

County Highway N
- Site 6
- Site 7

County Highway M
- Site 8
- Site 9
- Site 10
- Site 11
- Site 12

County Highway D
- Site 13
- Site 14

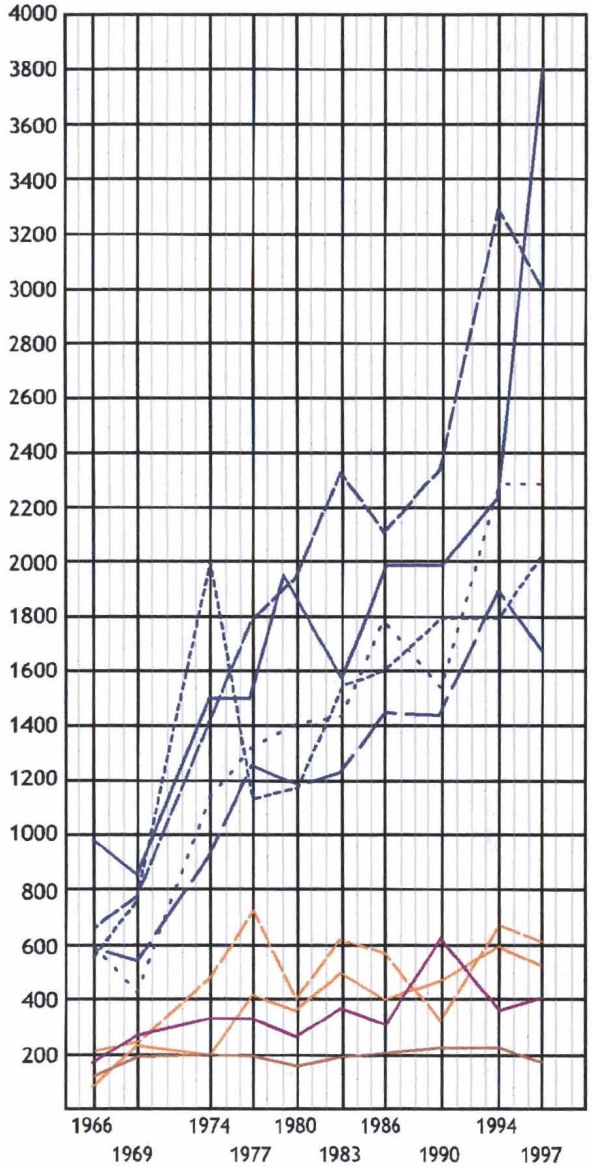
County Highway A
- Site 15

County Highway E
- Site 16

Source: Wisconsin Department of Transportation

jmMAAS 98 / 2000

Traffic Counts



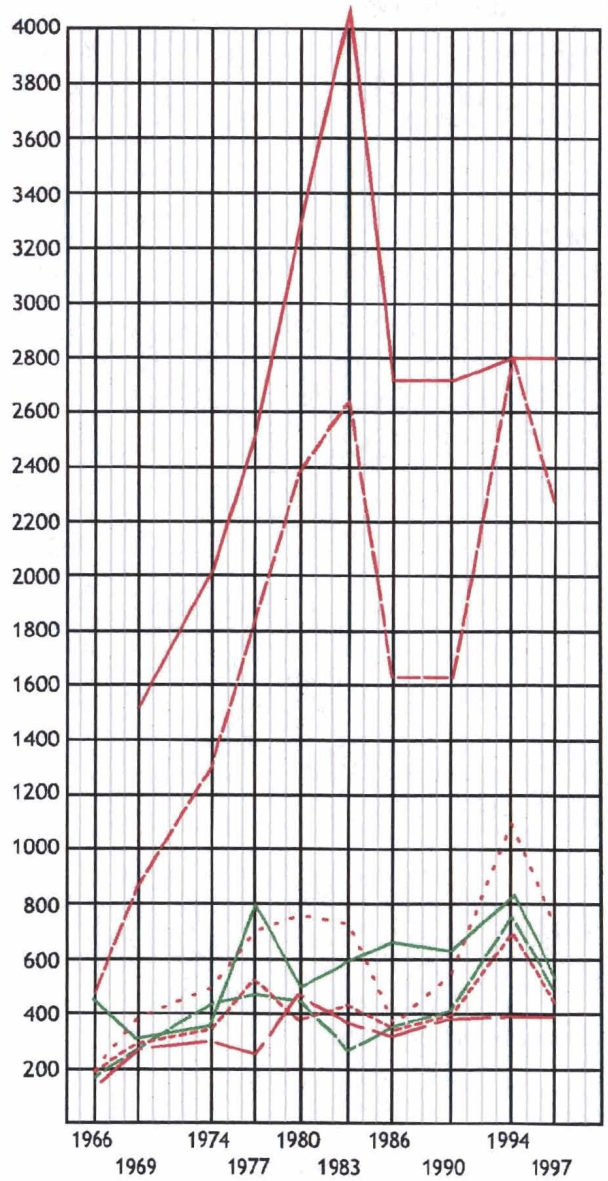


Figure 2

AIRPORTS AND AVIATION

No passenger flights are available to the residents of Namakagon from within Bayfield County. The nearest airports providing regular scheduled passenger flights to domestic and international destinations are located in Ironwood, Michigan (limited number of flights), Duluth, Minnesota and Minneapolis-St. Paul, Minnesota. At present, there are five public and ten private airfields within 30 miles of the Town of Namakagon. The Cable Union Airport located three miles east of USH "63" and one mile south on Telemark Road has served the area for many years. The airport is supported by the Towns of Cable, Namakagon, and Drummond and provides both local lake property owners and area visitors with an excellent facility. The airport is located adjacent to the Telemark Resort that in the past marketed itself as a fly-in resort. Their general location and present status in listed in the following table.

Table 15: Ashland, Bayfield and Sawyer Counties Airfields within 30 Miles of the Town of Namakagon

Ashland County Airports/Airfields			
Airfield / Airport	**Location**	**Owner / Operator**	**Status**
JFK Memorial	City of Ashland; T47N, R4W, S. 18.	City of Ashland	Public
Hospital Helipad	City of Ashland; Memorial Hospital	Memorial Hospital	Private, helipad
Glidden Municipal	Jacobs Twp.; T42N, R2W, S. 13.	Town of Jacobs	Public
Clam Lake Airfield	Gordon Twp.; T43N, R4W, S. 32	Don Vecchie	Private
Mellen Municipal	City of Mellen, T44N R2W, S. 5	City of Mellen	Public
Bayfield County Airports/Airfields			
Airfield / Airport	**Location**	**Owner / Operator**	**Status**
Cable Union Airfield	Cable Twp.; T43N, R7W, S. 21	Town of Cable et. al.	Public
Eau Claire Lakes	Barnes Twp.; T45N, R9W, S. 28	Jerry Freirmood	Private
Bayfield County Airfield	Iron River Twp.; T47 N, R9W, S. 2	John Pearson	Public / Private
Bayfield County Hospital	City of Washburn, T49N, R4W, S. 33	Bayfield County Hospital	Private, helipad
Fourmile Creek	Washburn Twp.; T49N, R5W, S. 22	Richard Westling	Private
Batten Lake Owen SPB	Drummond Twp.	(no owner listed)	Water landing
Sawyer County Airports/Airfields			
Airfield / Airport	**Location**	**Owner / Operator**	**Status**
Sawyer County Airport	Hayward Twp.; T41N, R9W, S. 24	Sawyer County	Public
Rainbow Airport	Ojibwa Twp.; T39N, R6W	Wayne Carpenter	Private (turf strip)
Lake Chippewa Field	Hunter Twp., T40N, R7W	(no owner listed)	Private (turf strip)
Round Lake Seaplane Base	Round Lake Twp.; T41N, R8W	John Frisbe	Private (water landing)

Source: Wisconsin Department of Transportation, Bureau of Aeronautics.

AIRFIELD IMPROVEMENTS

The Wisconsin Department of Transportation's Bureau of Aeronautics Five-Year Airport Improvement Program released in March 2000 identifies improvements for 2 of the 15 airfields within 30 miles of the Town of Namakagon.

Table 16: Airport Improvements

Airport / Location	Type of Improvement	Scheduled date of improvement	Cost
JFK Memorial Airport City of Ashland (Ashland County)	Additional 400 ft. of runway, taxiway, and apron	2000-2001	$450,000
Sawyer County Airport Town of Hayward (Sawyer County)	Resurface entrance road and parking lot; Land reimbursement; Reconstruction of runway, taxiway, apron; grading for apron drainage and building area	2000-2001	$1,820,000

Wisconsin Department of Transportation's Bureau of Aeronautics *Five-Year Airport Improvement Program*, March 2000.

CHAPTER 4

PHYSICAL CHARACTERISTICS

PHYSICAL CHARACTERISTICS

LOCATION

The Town of Namakagon, Bayfield County, is geographically located in the northern highland province of Wisconsin and lies a short distance south of the continental divide that separates the St. Lawrence and Mississippi River Drainage systems.

The most distinguishing landscape characteristics of the town are the glacial lakes set in hilly conifer and hardwood forests. Picturesque hills, scenic wild rivers, particularly the Namakagon and the west fork of the Chippewa, tamarack and spruce bogs add variations to the landscape. Lake Namakagon is the dominant landscape feature. The development of cottages, resorts and homes have not yet reduced the shoreline scenic qualities on the lakes; however, Lake Namakagon, first settled over 100 years ago, show signs of development pressure.

PHYSIOGRAPHY

Continental glaciation is responsible for the present topography of Bayfield County. Where the ice stopped it deposited terminal moraines - huge accumulations of rock, gravel, sand and clay pushed along by or carried on the front of the ice sheet. One of these terminal moraines was deposited between two lobes of the Lake Wisconsin Ice Sheet along the western border of Bayfield County. The resulting topography can only be described as rough and is distinguished in the hills south of the Lake Namakagon River. Lakes and swamps occupy many of the deeper kettle holes and it is noticeable that many of the lakes in Bayfield County are in this morainic area. Ground moraine forms the greater part of the topography east and south of the moraine. This was deposited in a broad sheet by the ice, which melted away beneath it, and the present surface is rolling with low ridges and shallow depressions, occupied by swamps rather than lakes.

CLIMATE

The climate in southern Bayfield County is classified as continental, a climate type characterized by large seasonal and daily ranges in temperatures. Winters are long, cold and snowy. Summers are relatively short and warm with brief periods of hot, humid weather. Summer days are usually warm and sunny, while nights are cool. Spring and fall are often short with sharp day-to-day temperature changes. All seasons have frequent weather changes as alternate high and low pressure systems move across the continent from west to east. The long-term annual average temperature is 41 degrees Fahrenheit (F.). December through March temperatures generally average below 32 degrees F. The growing season averages about 120 days. Average monthly temperatures range from a low of 9.6 degrees F. in January to 66 degrees F. in July. Annual precipitation, including snowfall, is about 32 inches. Snowfall averages between 60 and 70 inches per year.

Prevailing winds are from westerly directions from late fall through early spring and from southerly directions the remainder of the year. April is the windiest month with an average of about 13 miles per hour, while July and August are the least windy with an average of 9 miles per hour.

Possible sunshine averages 60 percent from late spring through early fall, near 40 percent in late fall, and early winter, and between 50 and 60 percent for the remaining months.

GEOLOGY

Igneous and metamorphic rocks of Precambrian age underlie southern Bayfield County. The principal surface deposits are glacial drift, and alluvial sand and gravel. It varies in thickness throughout the county ranging from a few feet to 250 feet.

SOILS

The soils in the Town of Namakagon are upland and outwash types from glacial drift, and are acidic in nature.

The chemical constituents of the surface and ground waters are reflections of the soil type of a particular region. Namakagon's waters tend to be acid, like its soils, and low in the essential nutrients necessary for organic life. Phosphates, potassium, and magnesium levels are lower than in other soil types of the state, while the less essential iron occurs in excessive and often detrimental amounts. Low nutrient levels or fertility is also accentuated in the landlocked lakes where the water source is principally from precipitation with little ground water inflow. Geologic characteristics that greatly affect water quality in the landlocked lakes are the uneven nature of the underlying granitic bedrock formation and deposits of impervious masses of clay in the glacial till. The lakes which form in these pockets tend to have stabilized water levels, which combined with the acidic nature of the soil contributes to the development of encroaching bogs on lakeshores.

WATER RESOURCES

Surface Waters

The total inland surface water area of Bayfield County is 23,676 acres. Of this, approximately 4,543 acres are found in the Town of Namakagon that constitutes about 10 percent of the gross town acreage. There are 20 named lakes in the Town of Namakagon with numerous unnamed lakes. These water resources lie within watersheds of the St. Croix River Basin and Upper Chippewa River Basin (see Figure 3). The total miles of lake shoreline is approximately 73 miles.

Water Quality

The chemical quality of water in streams and lakes in the county is generally very good. The lakes of Wisconsin and Bayfield County fall into four main types when classified by water

source and chemistry; hard water drainage, soft water drainage, hard water seepage, and soft water seepage lakes. The other minor types of lakes include acid bog lakes, alkaline bog lakes and spring ponds. In terms of surface acreage, the most common type in the town is the soft water drainage lake, represented by Lake Namakagon.

Groundwater Quality

Large supplies of good quality ground water are available in most of the St. Croix Basin. Area differences in ground water quality are due to the composition, solubility, and surface area of the particles of soil and rock through which the water moves and its speed of movement. Minor water use problems are caused by hardness and locally high iron concentrations. Water from the deeper sandstone aquifers is slightly more mineralized as opposed to the surficial sand and gravel acquirers. The concentration of nitrate in ground water of the-town is generally low.

Floodplains

Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property. Effective in 1981, the Flood Hazard Boundary Map (FHBM) for Bayfield County is the most recent source for identifying areas subject to flooding in the Town of Namakagon; these flood hazard maps are available from the Bayfield County Zoning Office. The FHBM is intended to be general in nature and additional field checking may be required to determine whether or not a given area is in the floodplain before development is authorized or denied.

Wetland Resources

The Wisconsin Wetland Inventory is available for Bayfield County and estimates that about 10,400 acres of all types of wetlands exist in the Town of Namakagon. This is about 25 percent of the town's area. Wetlands in Bayfield County are mapped at two acres and greater in size.

Wetlands serve several important environmental functions including flood control, water quality improvement, and groundwater recharge as well as providing habitat for fish and wildlife. Figure 4 delineates wetlands two acres and over mapped by the Wisconsin Department of Natural Resources (DNR) on its digital Wisconsin Wetland Inventory Maps and may not reflect all areas considered wetlands by the United States Department of Agriculture (USDA) or the U.S. Army Corps of Engineers.

A complex set of local, state, and federal regulations place limitations on the development and use of wetlands. The Shoreland/Wetland Zoning Ordinance adopted by Bayfield County regulates shoreland use and development within 300 feet of navigable streams and 1,000 feet of lakes (Figure 5). The Department of Natural Resources regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes. The Corps of Engineers has authority over the placement of fill materials in all shoreland wetlands. And, after the recent enactment of Wisconsin Act 6, the Wisconsin Department of Natural Resources has regulatory authority over non-shoreland wetlands. Prior to placing fill or altering wetland resources, the appropriate agencies should be contacted to receive authorization. Wetlands are scattered throughout the town with some of significant size. These wetlands include a wide diversity of wetland types from emergent/wet meadow to scrub/shrub to deciduous and coniferous forest.

Southern Bayfield County Watershed Boundaries

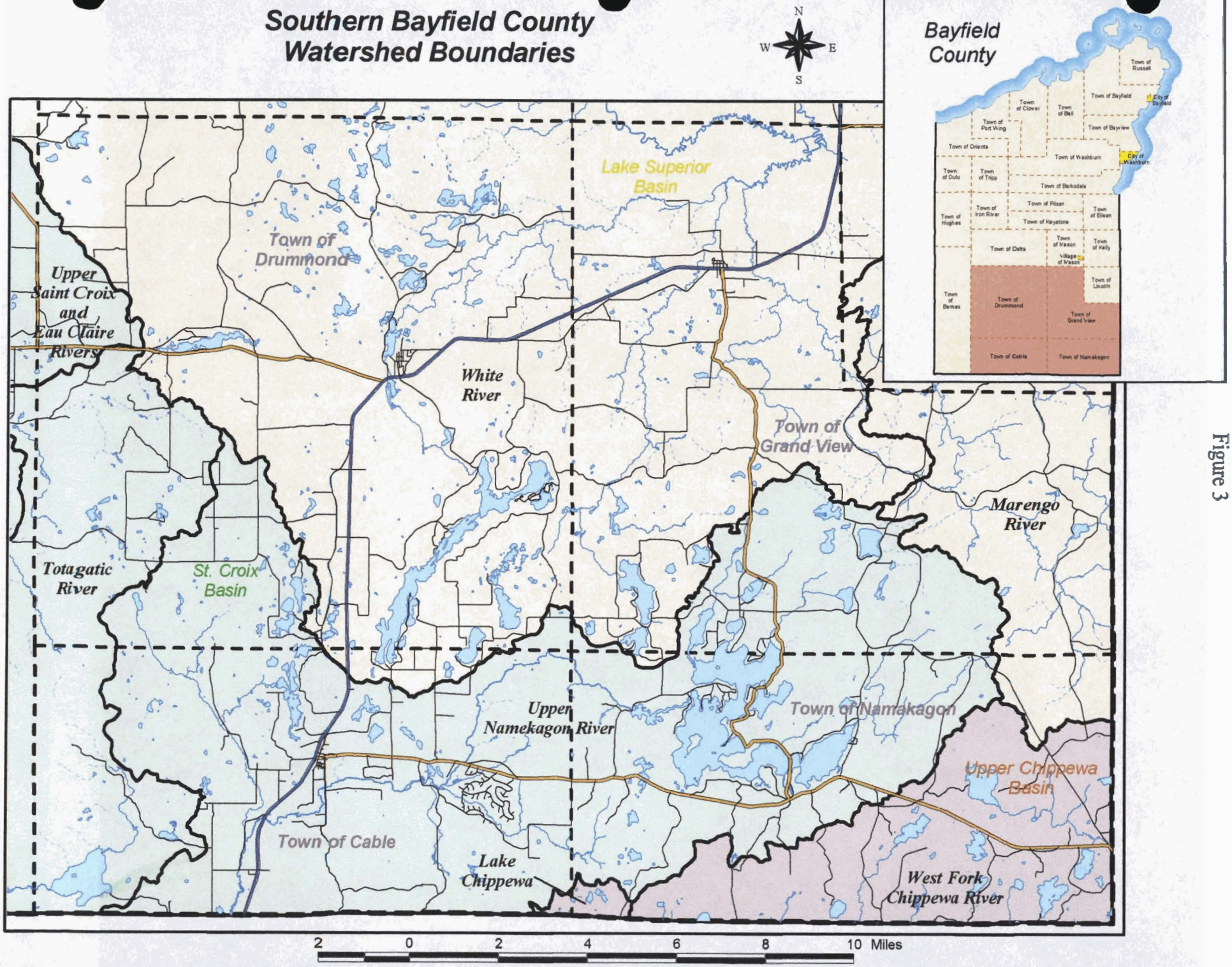


Figure 3

Town of Namakagon Wetlands

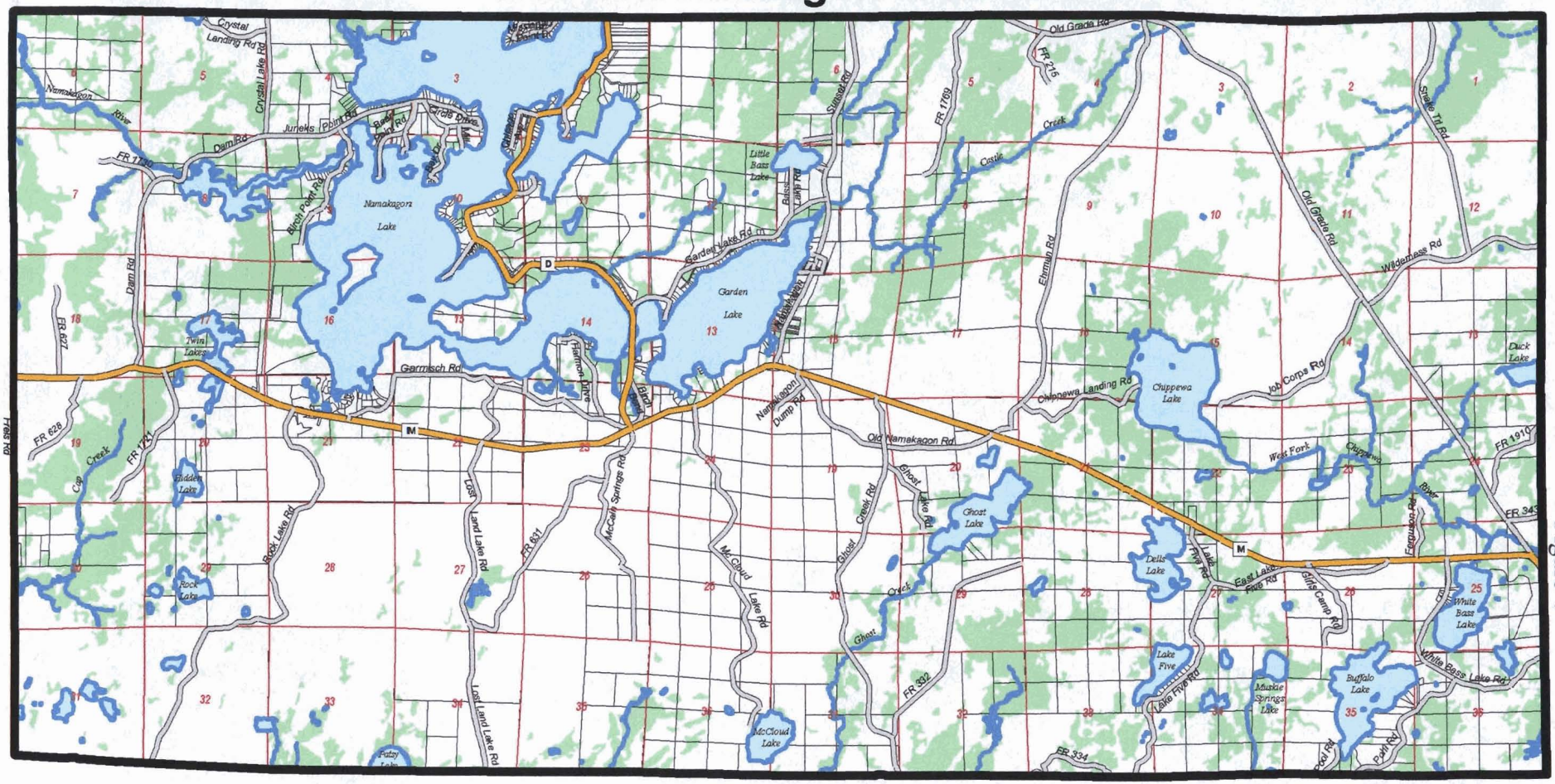
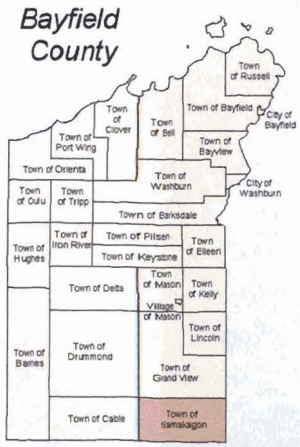


Figure 4

Scale
1:80,000

1 0 1 2 3 Miles

Bayfield County



Wetlands

River or Stream

Lake

Federal Highway

State Highway

County Road

Town Road

Trail

Source: Hydrography, Wetlands, and Municipal Boundaries provided by the Wisconsin Department of Natural Resources. Roadway data from US Census Bureau TIGER/Line files.

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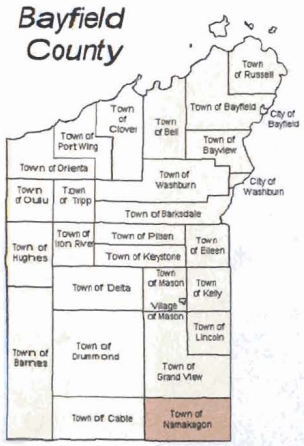
Town of Namakagon Shoreland Zoning Area

Scale
1:80,000

1 0 1 2 3 Miles

Bayfield County



River or Stream
Lake
Shoreland Zoning Area

Federal Highway
State Highway
County Road
Town Road
Trail

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Figure 5

BIOLOGICAL COMMUNITIES

A community is an assemblage of different plant and animal species, living together in a particular area, at a particular time in specific habitats. Communities are named for their dominant plant species. The following biological communities are found in the area:

Northern Forest: Contains mixed deciduous and coniferous forests found in a distinct climatic zone that occurs north of the tension zone.

Wetlands: Characterized by soils or substrate, which is periodically saturated or covered by water.

Aquatic Communities: Including springs, ponds, lakes, streams and rivers.

WILDLIFE

The local area provides habitat for a variety of wildlife species including the following important waterfowl, furbearers and game animals:

Beaver	Gray Wolf	Ringnecked Duck
Black Bear	Mallard	Ruffed Grouse
Blue-wing Teal	Mink	Sharptailed Grouse
Bobcat	Muskrat	Snowshoe Hare
Common Loon	Otter	White tailed Deer
Coyote	Raccoon	Wood Duck
Fisher	Red Fox	Woodcock

Elk were reintroduced into Ashland County adjacent to the Town of Namakagon several years ago and have been sited in the town. The herd currently has reached almost 100 in numbers.

Two important rare and threatened species, the bald eagle and osprey inhabit the area. The osprey is listed as threatened by the WDNR. The two most popular game animals are the whitetail deer and ruffed grouse. These two species are primarily associated with the aspen type in the area.

The most common nesting waterfowl are mallard, wood ducks, and-blue-winged teal. Less common are the hooded and American mergansers, and ring-necked ducks.

The most abundant migratory waterfowl during the spring and fall seasons in Bayfield County are scaup, ring-necks, coot and mallards. Less common are goldeneyes, buffleheads, redheads, canvasbacks, black ducks, and blue-winged teal.

Besides the waterfowl and beaver inhabiting the local wetlands and waters; muskrats, mink and otter are also important resources.

EXISTING LAND COVER

The dominant land cover characteristic in the town is forests, most of which are deciduous, with some expanses of coniferous and mixed forest (Figure 6). Forested areas comprise 79.82 percent of the town's area. Wetlands comprise approximately 24.97 percent (10,409 acres) of the town's area, with the largest wetland complexes found north and west of Lake Namakagon along Castle Creek, west of Chippewa Lake, along the west fork of the Chippewa River, east of Forest Road 332, along the Cap Creek area (south of CTH "M" and east/south of Forest Road 1721), west of Sunset Road and significant portions of the southwestern shore of Lake Namakagon. Open water comprises 10.84 percent of the town's total area. The land cover map on the following page illustrates the existing vegetation patterns in the Town of Namakagon.

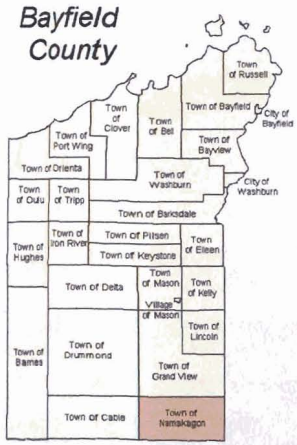
Town of Namakagon Land Cover

Figure 6

Scale
1:80,000

1 0 1 2 3 Miles

Bayfield County



Land Cover Classification

- Urban High Density
- Urban Low Density
- Agriculture
- Grassland
- Shrubland
- Forest - Coniferous
- Forest - Mixed
- Forest - Deciduous
- Barren
- Wetlands

Source: The land cover displayed is the Wisconsin DNR WISCLAND land cover data set. The source data for WISCLAND were acquired from the nationwide MRLC (Multi-Resolution Land Characteristics Consortium) acquisition of dual-date Landsat Thematic Mapper (TM) data primarily from 1992. Roadway data from US Census Bureau TIGER/Line files. 1:24,000 Hydrography and Municipal Boundaries provided by the Wisconsin Department of Natural Resources.

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CHAPTER 5

LAND USE PLANNING

LAND USE PLANNING

INTRODUCTION

The primary intention of land use planning is to document and understand existing land use trends and to find ways to accommodate future growth and land use activity while minimizing land use conflicts and to retain the area's quality of life. Figure 7 shows existing land use in the town. Land ownership, in either private or public hands, is an important consideration as are rate of parcel development and transfer of ownership. This portion of the plan is intended to summarize the past trends and present condition of land use activity.

PUBLIC LAND OWNERSHIP

A trend common to many northern Wisconsin counties and towns is the presence of a significant amount of publicly held lands. These lands include federal, state, county, and in some cases town lands that maintain areas for wildlife habitat, recreational use, or timber harvest. The following table and Figure 8 details land ownership in the Town of Namakagon.

Table 17: Land Ownership

Owner Category	Acres	Percent of Town
Federal Government	30,052	72.10%
State of Wisconsin	8	.02%
Bayfield County	236	.56%
Town of Namakagon	234	.56%
Private Lands	11,150	26.76%
TOTAL	**41,680**	**100.00% (land only)**
(open water)	(4,543)	(10.9% of town's surface area)

Source: Bayfield County Land Records Department
*Subsets of the "Private Lands" category

With the exception of parcel in public ownership or with a natural barrier to development (slope, wetland, etc.), the lakeshore areas are developed to near total capacity. The shoreland areas contain the majority of the town's residential development.

Commercial parcels are scattered around the town, many of which are directly on Lake Namakagon as resorts or eating/drinking establishments. Town residents and property owners rely upon the Town of Cable and the City of Hayward for the majority of retail shopping and other services.

Town of Namakagon Land Ownership

Figure 8

Scale
1:80,000

1 0 1 2 3 Miles

Bayfield County

Town of Russell
Town of Clover
Town of Bell
Town of Bayfield
City of Bayfield
Town of Port Wing
Town of Bayview
Town of Orienta
Town of Washburn
City of Washburn
Town of Oulu
Town of Tripp
Town of Barksdale
Town of Hughes
Town of Iron River
Town of Pilsen
Town of Eileen
Town of Keystone
Town of Delta
Town of Mason
Town of Kelly
Village of Mason
Town of Lincoln
Town of Bates
Town of Drummond
Town of Grand View
Town of Cable
Town of Namakagon

Land Owner

- Federal
- State
- County
- Town
- Private

- Federal Highway
- State Highway
- County Road
- Town Road
- Trail

This map is designed to depict the public land ownership pattern for the Town of Namakagon. Land ownership data provided by the Bayfield County Land Information Office. Hydrography and Municipal Boundaries provided by the Wisconsin Department of Natural Resources. Roadway data from US Census Bureau TIGER/Line files.

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Town of Namakagon Existing Land Use

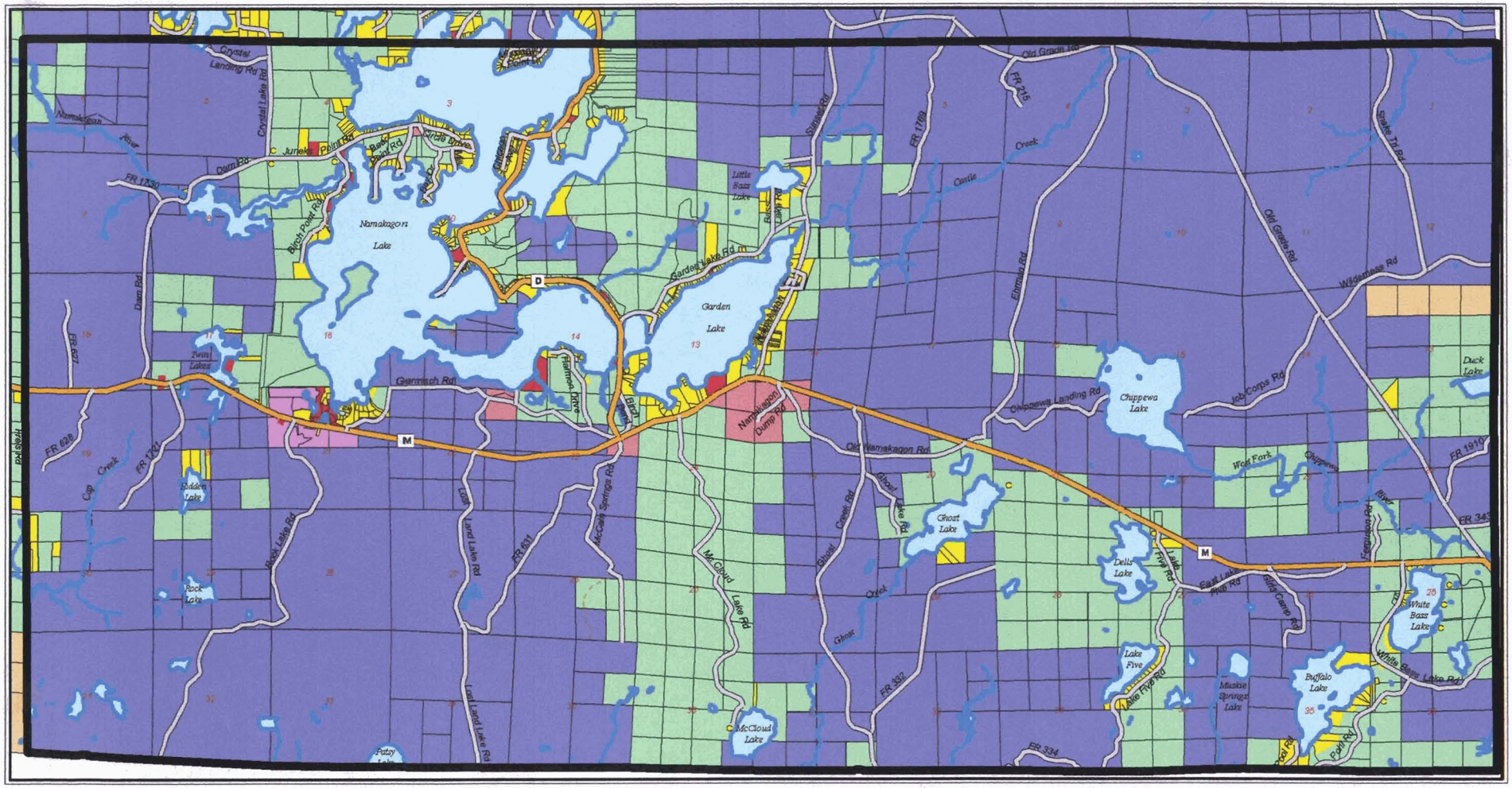

Figure 7

PROPERTY TAX CLASSIFICATION AND ASSESSED PROPERTY VALUE

As might be expected, the developed lands around the lakes contain the highest assessed property values in the town. Developed and undeveloped backlot areas in value generally follow these. As the supply of developable land (both on and off the lakes) becomes scarce in the town and the demand continues to increase, property values and assessed values can be expected to rise.

The maps on pages 29 and 30 detail the property tax classifications and the assessed property values in the town. The following table illustrates the trends from 1978 to the present in terms of number of parcels, improved parcels, total acreage of each assessment category, and figures for their value.

Table 18: Parcel Counts and Tax Assessment, 1978-2001

RESIDENTIAL	1978	1988	1998	2001
Total Parcels	597	577	695	736
Improved Parcels	402	429	525	560
Land Value	$1,666,900	$8,640,250	$15,995,100	$59,735,700
Improved Value	$3,593,300	$14,956,100	$30,735,700	$51,732,900
Total Value	$5,260,000	$23,596,350	$46,730,800	$111,468,600
Total Acres	949	965	1,371	1,264
Average Residential Parcel Size	**1.59 acres**	**1.67 acres**	**1.97 acres**	**1.72 acres**

COMMERCIAL/MERCANTILE	1978	1988	1998	2001
Total Parcels	40	74	41	34
Improved Parcels	36	71	33	26
Land Value	$291,225	$1,228,400	$2,030,200	$4,374,400
Improved Value	$862,925	$5,854,100	$4,688,000	$6,728,400
Total Value	$1,154,150	$7,082,500	$6,718,200	$11,102,800
Total Acres	103	195	314	268

SWAMP & WASTE	1978	1988	1998	2001
Total Parcels	35	48	56	75
Improved Parcels	0	0	0	0
Land Value	$5,450	$19,400	$17,500	$165,900
Improved Value	$0	$0	$0	$0
Total Value	$5,450	$19,400	$17,500	$165,900
Total Acres	577	789	711	934

FOREST LANDS**	1978	1988	1998	2001
Total Parcels	368	398	304	277
Improved Parcels	0	0	0	0
Land Value	$758,580	$3,339,775	$2,101,700	$8,066,300
Improved Value	$0	$0	$0	$0
Total Value	$758,580	$3,339,775	$2,101,700	$8,066,300
Total Acres	10,605	10,553	8,329	7,242
AVERAGE FOREST PARCEL	**28.8 acres**	**26.5 acres**	**27.5 acres**	**26.1 acres**

MANUFACTURING	1978	1988	1998	2001
Total Parcels	0	0	0	0
Improved Parcels	0	0	0	0
Land Value	$0	$0	$0	$0
Improved Value	$0	$0	$0	$0
Total Value	$0	$0	$0	$0
Total Acres	0	0	0	0

AGRICULTURAL	1978	1988	1998	2001
Total Parcels	0	0	0	0
Improved Parcels	0	0	0	0
Land Value	$0	$0	$0	$0
Improved Value	$0	$0	$0	$0
Total Value	$0	$0	$0	$0
Total Acres	0	0	0	0

TOTAL TAXABLE PARCELS	12,234 acres	12,502 acres	10,725 acres	9,399 acres

Source: Bayfield County Statistical Report of Property Values, 1978, 1988, 1998, and 2001

A brief review of the table reviews the following broad trends:

- A general decline in the total number of taxable parcels.
- A pronounced increase in the value and number of residential parcels.
- A continued loss of private forest parcels (directly related to development of these parcels for residential use and transfer of lands to public ownership).
- Relatively stable count of swamp/waste and commercial parcels for the period identified.

EXISTING ZONING

Bayfield County adopted zoning in the early 1970s, with all unincorporated towns adopting county zoning by 1991. Zoning, in broad terms, is intended to provide a level of equitable land use control and a public hearing process for proposed land use changes. As is illustrated in the existing zoning map in the town, the majority of the town falls into the F-1 (Forestry) designation. The lakes areas contain a mix of residential (R-1, R-2, R-3) and the RRB (Residential/Recreation Business) designations. See Figure 11 for the existing zoning in the town. Presently, the town has no areas zoned for industrial, commercial, or conservancy use. A description of each of the zoning districts permitted and conditional uses along with their dimensional schedules are detailed in Appendix C of this plan.

Town of Namakagon Property Tax Classification

Figure 9

Scale
1:80,000

1 0 1 2 3 Miles

Bayfield County

Town of Russell
Town of Bayfield
City of Bayfield
Town of Clover
Town of Bell
Town of Bayview
Town of Port Wing
Town of Orienta
Town of Washburn
City of Washburn
Town of Oulu
Town of Tripp
Town of Barksdale
Town of Hughes
Town of Iron River
Town of Pilsen
Town of Eileen
Town of Keystone
Town of Delta
Town of Mason
Town of Kelly
Village of Mason
Town of Lincoln
Town of Barnes
Town of Drummond
Town of Grand View
Town of Cable
Town of Namakagon

Property Tax Classification

- Exempt - Federal
- Exempt - State
- Exempt - County
- Exempt - Local Gov.
- Residential
- Commercial
- Forest
- Managed Forest Crop
- Swamp & Waste
- Forest / S&W
- Residential / Forest
- No Data

April 4, 2000 parcel data courtesy of the Bayfield County Land Information Office. Hydrography and Municipal Boundaries provided by the Wisconsin Department of Natural Resources. Roadway data from US Census Bureau TIGER/Line files.

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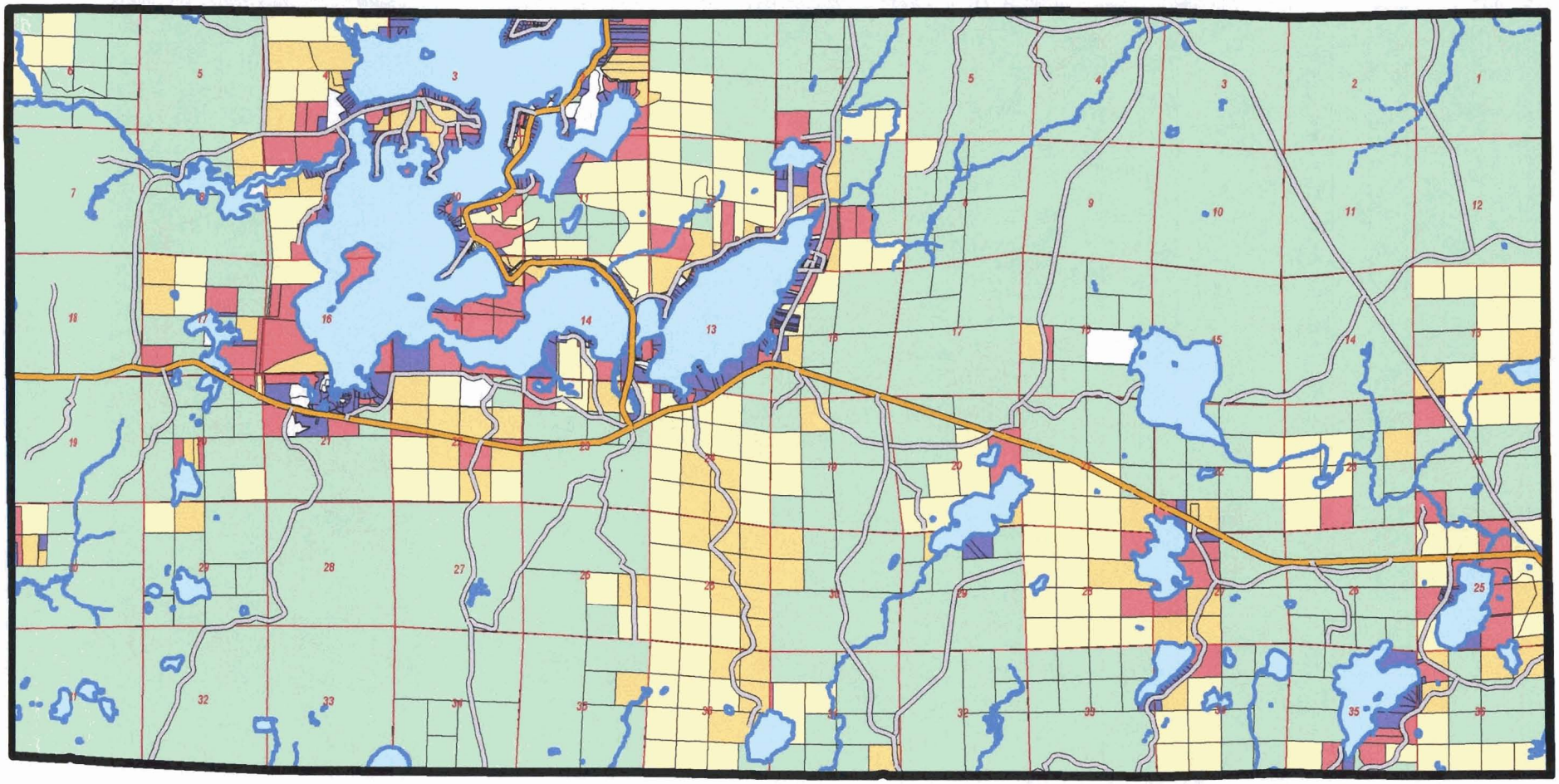
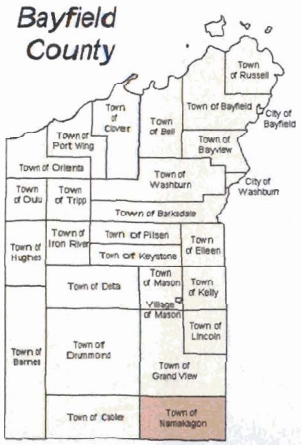
Town of Namakagon Assessed Property Value



Scale
1:80,000

1 0 1 2 3 Miles



Assessed Value per Acre

- $5,000 and Over
- $500 - $4,999
- $200 - $499
- Less than $200
- Exempt
- No Data

- Federal Highway
- State Highway
- County Road
- Town Road
- Trail

April 4, 2000 parcel data courtesy of the Bayfield County Land Information Office. Hydrography and Municipal Boundaries provided by the Wisconsin Department of Natural Resources. Roadway data from US Census Bureau TIGER/Line files.

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an economic development district

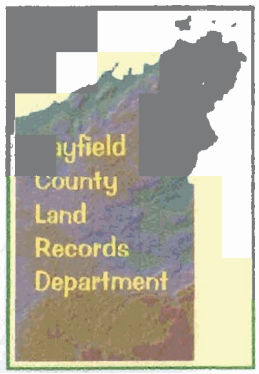


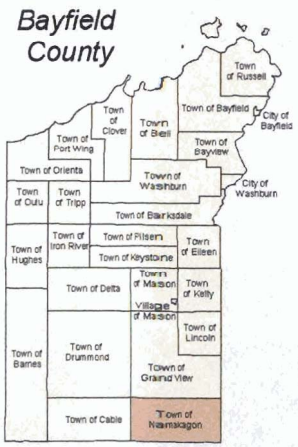
Figure 10

Town of Namakagon County Zoning Districts

Scale
1:80,000

1 0 1 2 3 Miles

Bayfield County



County Zoning Districts

- Residential - 1
- Residential - 2
- Residential - 3
- Residential - 4
- Commercial
- Residential - Recreational Business
- Industrial
- Forestry - 1
- Forestry - 2
- Agricultural

This map is designed to depict the County Zoning Districts for the Town of Namakagon. Zoning district data was compiled and provided by the Bayfield County Zoning Office. Hydrography and Municipal Boundaries provided by the Wisconsin Department of Natural Resources. Roadway data from US Census Bureau TIGER/Line files. April 4, 2000 parcel data courtesy of the Bayfield County Land Information Office.

Northwest Regional Planning Commission
an economic development district

Bayfield County Land Records Department

Figure 11

CHAPTER 6

GOAL, OBJECTIVE AND ACTION STATEMENTS

GOAL, OBJECTIVE AND ACTION STATEMENTS

Based on public information meetings and a survey mailed to all town property owners, a series of goal statements were developed and adopted by the land use planning committee. These goals with their objectives and action statements were used as a framework to make overall the land use recommendations.

Results of the survey are found in Appendix A.

GOAL 1: Minimize land use conflicts within the Town of Namakagon

Objective: Guide residential, commercial and other developments into appropriate areas of the town.

Action: Keep commercial developments centralized to encourage a distinct community rather than conventional strip development.

Action: Encourage clustered developments to conserve land and efficiently provide public services and accessibility.

GOAL 2: Protect and maintain the environmental quality and scenic beauty of the Town of Namakagon

Objective: Balance the needs of environmental protection and stewardship with reasonable and appropriate use of private property.

Action: Address the need for aesthetic requirements, controls and town ordinances on boathouses, boatlifts and use of houseboats.

Action: Address lakeshore development issues with an emphasis on preventing overcrowding which could diminish property values and the environmental quality of the town's lake resources.

Action: Afford the highest possible protection to sensitive lakeshore, river and wetland areas.

Action: Protect the town's surface water quality by working to guide the siting of commercial and residential growth into appropriate areas, which would otherwise adversely affect the water resources, contribute to nutrient loading, damage spawning grounds, nesting areas or other habitats or diminish natural shoreline cover.

Action: Develop an informational pamphlet to inform property owners about town resources, services and best use practices for maintaining the Town of Namakagon's character.

GOAL 3: Provide a variety of recreational uses and amenities to residents and visitors to the town within the town's capacity to do so.

Objective: Promote appropriate and balanced usage of the town's recreational resources.

Action: Assess the need for a town ordinance for the use of motorized recreational use (personal watercraft, ATVs, snowmobiles) to reduce conflicts with non-motorized recreational use and other uses.

GOAL 4: Maintain and improve the visual aesthetics and rural "northwoods" character of the Town of Namakagon.

Objective Work to avoid the visual discord that results from poor design, management and maintenance of buildings, structures and other developments in the town.

Action: Establish a set of recommended design standards for commercial signage, lighting and building developments that fit the desired aesthetic goals of the town.

Action: Encourage the use of landscaping and screening to reduce the visual impacts of conflicting land uses in proximity to one another.

Action: Establish regulations and guidelines for subdivisions, condominiums, clustered developments, and apartments so that demand for housing can be met without diminishing the quality and character of the town.

Action: Assess the need to designate for or potentially restrict the siting of mobile homes, trailers, and mobile home parks in the town and work to develop and adopt design standards for mobile homes.

GOAL 5: Promote interaction and cooperation with adjoining and concurrent governmental jurisdictions for short-term and long-term planning.

Action: Coordinate with Bayfield County Zoning for enforcement of local and county regulations within the town and participate in conditional use permit review to ensure the town's goals are adhered to.

Action: Promote cooperation in planning for facilities and services with neighboring units of government for maximum efficiency and cost reduction.

Action: Encourage increased communication with the National Forest Service for land management.

Action: Encourage periodic checks of septic systems within the town to minimize adverse impacts on the town's water quality and reduce potential contamination.

GOAL 6: Ensure an effective and continued public-input based land use planning process.

Action: Encourage public participation in land use planning and decision making in the Town of Namakagon.

Action: Provide public forums, input sessions, and informational sessions on land use planning and land use decisions so decisions reflect the best interest and will of the public.

Action: Provide continual public review and public-based amendatory process to the land use plan.

Action: Have the town government make records and minutes of meetings available on the Internet for the benefit of all property owners.

CHAPTER 7

PROPOSED LAND USE

PROPOSED LAND USE

The proposed land use displays the work of the Town of Namakagon Planning Committee and the participation of the public during the planning process. A clear theme throughout the planning process has revealed that maintenance and preservation of the natural quality, rural atmosphere, and "northwoods" character are of utmost importance to the residents and property owners of Namakagon. In light of this fact and that there is a decidedly small amount of developable lands remaining in the town, the following land use recommendations have been developed.

COMMERCIAL AREA

At present, the Town of Namakagon lacks a central business core or "hamlet" at which retail or service activates could concentrate. The intersection of CTH's "D" and "M" has been identified as the most desirable site if future commercial concerns wish to locate or develop in the town. By keeping retail/service business clustered at a central site, highway sprawl can be abated and minimized; and it is believed that ingress/egress, parking, and access can be best accommodated through encouraging development at this site. At this node, it is recommended that creative and design sensitive use of plantings, landscaping, and signage as well as a design scheme for buildings emphasizing "northwoods" character (log, stone, earthcolors) is used for retaining the visual quality of the development.

The second site located near Lakewoods Resort on CTH "M" represents a "landswap" between Lakewoods and the Chequamegon National Forest that was already in negotiation as the plan was being developed.

NO DEVELOPMENT AREAS

These areas are indicated in blue on the proposed land use map and represent areas where no development is the desired land use. Inhibiting development on these parcels would be due to a number of interlocking factors. These factors include maintenance of wildlife habitat, protection of sensitive natural areas, protection of wetlands or wetland buffers, protection of steep slopes of other erosion hazards, and the maintenance of existing environmental corridors. Some of these areas have been identified for no development so as to inhibit backlot development to maintain the existing level of low to moderate housing density.

Typical tools for implementing the desired "no development" include recognition of which parcels could be rezoned to W-1 (Conservation), the development of a Purchase of Development Rights (PDR), or Transfer of Development Rights (TDR) program at the county, town, or multi-town level of the development of a land trust program.

RESIDENTIAL DEVELOPMENT AREAS

As stated earlier in this plan, there will be a continued demand increasing market demand for rural and lakeshore properties with a finite amount available. This trend coincides with a desire by both public and private entities to protect and conserve remaining resources and safeguard environmental quality.

Areas denoted in green on the proposed land use map have been identified as suitable for new residential development without damaging the existing rural, recreational, low-density "northwoods" character or the long-term environmental integrity of the town.

The shoreland areas are already significantly developed with a mix of seasonal and permanent residence and the presence of some resorts and other commercial concerns as well. Further residential development is regulated by lakes and rivers classification development standards and accompanying shoreland ordinances. Recommendations include:

- Encourage participation in lake association groups and property owner associations.

  Encourage the restoration of shoreline with native vegetation and re-establishment of shoreland buffer zones via tax reduction, other enticements, or ordinance.

- Encourage all new waterfront commercial activity to locate on or adjacent to existing waterfront commercial sites.

- Recommend a five-acre minimum parcel size for non-waterfront property within the shoreland areas.

The rural forested open space areas include the private and public lands outside the shoreland zone. Development of these areas will continue as demand and price for shoreland properties increases. Recommendations include:

- Maintain the overall open space/forested character at lower development density than those in existence in the shorelands (minimum parcel size of 10 to 40 acres).

- Promote low-density residential developments.

- Discourage retail activity away from existing or designated commercial sites.

- Promote and encourage private woodlot management for the long-term health, well-being and wildlife habitat capacity of the town's wooded areas.

POTENTIAL TRANSFER TO PUBLIC OWNERSHIP

As much of the town is presently in federal ownership as part of the Chequamegon National Forest, there is some discussion of private lands eventually becoming public via grants, land

swaps, deeding, estates, or escheat. Lands identified as having the most potential for transfer to public control have been identified in brown on the proposed land use map. They have been identified for several reasons including their environmental sensitivity, lack of developable sites, lack of existing roadway access, they are "locked in" or surrounded by public lands (ownership does not guarantee access in the State of Wisconsin), or the cost of future development of these parcels is out of proportion with their present and future value. It should be known that the Town of Namakagon is not actively pursuing a course of action to deliver these lands into public ownership; this is simply a triage of inventory of the parcels that may be candidates in the future.

IMPLEMENTATION TOOLS

The future character of the Town of Namakagon and quality of life for its residents will be strongly shaped by land use choices and decisions. This plan is intended as a guide for the individuals and town and county governments who will be faced with the land use choices and making the decisions. To move towards the goals laid out in this plan, it is essential that the plan be understood and used by residents by the Namakagon Town Board and by the Bayfield County Board and Zoning Committee. It is also essential that the plan be treated as a living, dynamic document and reviewed and modified as needed to address changing conditions in the town and adjacent towns.

To implement this plan fully, the following areas of concern will all need to be addressed.

Citizen Awareness and Participation A committee of dedicated interested citizens has developed this plan. The entire community in the town needs to be aware of the plan, understand it, and support it. Copies of the plan should be available to current town residents and to new residents when they move into the town. Also, it is recommended that periodically a town newsletter be sent out, which could contain information on land use related issues and other topics.

Developer Awareness Potential developers in the town need to be aware of the plan and its intent. Creative development practices that will help preserve the town's "northwoods" rural/residential character need to be encouraged through education and supported by regulation at the town and county levels.

Town Decision Making It is recommended that the town board adopt this plan, and town board members need to be educated on the details of the plan. The town board should actively use the plan as a guide for decisions at the town level. The zoning committee seeks input from the town board on land use issues requiring rezoning or conditional or special use permits. Town input is influential in these cases and input that evaluates a proposed land use in terms of a land use plan is highly regarded.

Town Planning Committee It is recommended that the town appoint a standing planning committee, representing a cross section of the community to review development proposals in terms of the plan. The committee would review development proposals in detail and offer constructive suggestions to help proposals serve the intent of the plan. This committee would also serve to update the plan as needed to ensure that it reflects the vision and desires of the town's citizens.

Town Ordinance Adoption The town is subject to the Bayfield County Shoreland Zoning Ordinance but has adopted its own ordinances to regulate land use in the town.

County Land Use Planning It is essential the Bayfield County "Smart Growth" Comprehensive Plan when prepared reflects and includes the recommendations in the Namakagon Land Use Plan.

TOOLS FOR THE PRIVATE LANDOWNER

Private options involve the landowner and should always be used together with public tools for land protection. Private conservation gives landowners incentives to protect natural areas on their property and can offer permanent and parcel-specific protection.

Conservation Easements – Conservation easements allow landowners to protect land permanently and also maintain ownership. Easements generally restrict development, mining, and clearcutting and do not open the land to the public. Conservation easements are flexible documents tailored to unique site conditions and adapted to landowners' goals and wishes. Extra building sites can be reserved for the landowner's family in the future. Donations of easements also qualify landowners for an income tax deduction and may lower property and estate taxes as well. Conservation easements protect land "in perpetuity". The restrictions apply to all future owners and a designated land trust monitors and enforces the terms of the easement.

Land Management Contracts – Tax incentive-based land management contracts, like Wisconsin's Managed Forest Law, offer important temporary protection. These 15, 25 and even 50-year contracts protect forest land and open space from development and subdivision. The contracts "run with the land" and apply to future landowners until the term expires. Land management contracts delay development and shift it away from prime habitat for now.

Conservation Buyers – A conservation buyer is any private buyer interested in owning natural areas for hiking, bird watching, hunting, fishing, or other quiet enjoyment. The conservation buyer provides funds to purchase a property and typically accepts placing a conservation easement on the land. Conservation buyers also act as stewards of the property. Locating potential buyers can be difficult, but a conservation-minded real estate broker can help match buyers with ecologicically sensitive land.

Bargain-sales, Donations and Bequests – Landowners can donate property during their lifetime or leave the property for conservation by will. A bargain-sale is another popular option since it provides the landowner with direct income and a tax deduction as a charitable gift for the amount of the discount, if the sale is made to the government or to a qualified non-profit group. A bargain-sale makes the land more affordable, thus making it more likely to be protected.

Reserved Life Estates – A reserved life estate allows private landowners to donate their land but still live on it. The land belongs to the conservation organization, but landowners reserve the right to live on the property for the rest of their lifetime and receive tax benefits from the land donation.

TOOLS TO PROTECT LAND FROM FRAGMENTATION

Private owners can be excellent stewards of the land, but habitat protection needs to extend beyond the lifetime of the current owners. Today landowners, non-profits, and local governments have a variety of tools to protect habitat across the landscape.

TOOLS FOR PUBLIC CONSERVATION

Direct Purchase – Buying land and setting it aside protects unique sites and benefits recreation. But isolated nature preserves do not address fragmentation. Land acquisition remains important for critical areas, but direct purchase needs to be supplemented with other forms of land protection to connect the lands in between public lands.

Purchase of Development Rights – A PDR program takes a market approach to land protection. State or local governments can set up a program to buy the right to develop a parcel and retire that right. The landowner gets paid cash compensation for the value of the development rights and continues to live on the land as before.

Transfer of Development Rights – A technique for guiding growth away from sensitive resources and toward areas that can handle it through the transfer of development rights from one area to another.

Temporary Moratorium – A moratorium is a growth control measure that temporarily suspends development or subdivision for up to two years. Moratoria are extreme actions and can only be used to give local governments a chance to plan or prepare stronger land use regulations.

Zoning – Environmental zoning can play a critical role to prevent fragmentation. Regulations can cover a broad area relatively cheaply and quickly; however, zoning is changeable and can be revoked in the future. Zoning should be used in combination with other tools.

- Preservation overlay zoning – Overlay zoning matches the boundaries of an ecological area and imposes strict regulations only in the most ecologically sensitive region. Landowners outside the overlay area are not subject to extra restrictions, making such zoning more politically acceptable. Overlay zoning is ideal for conservation since it is tailored to fit each individual landscape.

- Large lot zoning – Large lot zoning requires a minimum lot size, typically 10, 15 or 35 acres. It has been commonly used in Wisconsin to protect open space and agricultural land and can limit intensive development and parcelization. However, large lot zoning only changes the *density* of development – it still allows fragmentation and cannot prevent building in ecologically sensitive areas. Large lot requirements can also backfire and encourage sprawl.

RECOMMENDED TOWN OF NAMAKAGON ACTIONS

This document and its recommendations along with and Use Plan Map (Figure 12) are intended to assist local officials and town residents in land development and management issues. Foremost, its purpose is to provide a framework for directing growth to appropriate areas within the town.

This plan should be reviewed periodically (at least every five years) in order to maintain its usefulness as a "current" document and provides the town board with a statutory basis for town development policy(s). The following steps are recommended as how the town should now begin to proceed in order to carry out this plan:

- Adopt the accompanying land use plan and its recommendations particularly the goal statements as overriding planning guidelines.

- Coordinate town planning activities with those of adjoining towns.

- Acknowledge state, federal, and locally approved plans for projects such as forest service plan and the county forest ten-year plan and participate to the extend necessary to ensure consistency with a Bayfield County Comprehensive Plan when prepared.

- Appoint a standing citizen planning committee to assist and advise the town board on land use issues.

- As recommended by the land use planning committee, consider and adopt the ordinances defined in Appendix B.