

# Land Use Plan

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## **Town of Russell**

Bayfield County

State of Wisconsin

April 2001

**Adopted by the Town of Russell  
Board on April 10, 2001**

# **ACKNOWLEDGEMENTS**

## **TOWN OF RUSSELL BOARD**

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# TOWN OF RUSSELL LAND USE PLAN

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## **INTRODUCTION**

The Town of Russell lies at the northernmost tip of the Bayfield peninsula in Bayfield County. Lake Superior, the largest and least developed of the Great Lakes, borders the Town on the east and north. Over 90% of the Town's 49.8 square miles of area are wooded. Residential and commercial lands are projected at less than 2% of the total. The Town of Russell is blessed with much natural beauty which enhances the quality of life for residents and visitors alike.

Rural areas of the Town have experienced very slow growth over the last 25 years. Expansion of residential construction for both permanent and seasonal residents is beginning to increase within the Town. A large portion of the Red Cliff Reservation lies within the Town of Russell and Red Cliff has been growing rapidly as a community and recreational business center for tourism.

As development continues to expand within the Town, residents have recognized the need to prepare a land use plan to help guide its future growth.

The process of developing the land use plan, which has been carried out by a six member Town of Russell Land Use Planning Committee, has been ongoing since March 10, 1998. The committee developed a survey to gather input from Town and Tribal residents on their opinions about future development. Every effort has been made to gain as much input as possible from residents and property owners within the Town. Informational meetings have been held, a news release issued on Land Use Survey findings. A map displaying current land use was prepared. A set of goals and objectives were established from the survey input to guide future development in ways that will not sacrifice the qualities and rural characteristics of the Town of Russell. Based on these goals and objectives, a map identifying proposed future land use was developed.

A land use plan does not directly regulate land use. It serves as a statement of basic principles, a basis for regulatory decisions, a guide to be considered by the Town of Russell and Bayfield County government officials when making decisions concerning growth and development. Its general philosophy is to protect and preserve the rural characteristic and integrity of the Town's environment...the basis of our quality of life.

### **Land Use Plan – Tribal Lands**

The Red Cliff Band of Lake Superior Chippewa tribal lands lay partially within the Town of Russell. This Land Use Plan has no jurisdiction over these tribal lands.

# TOWN OF RUSSELL BACKGROUND INFORMATION

## HISTORY

The Town of Russell is located on the most northern peninsula of Wisconsin with Lake Superior shoreline comprising the east and north borders of the Town. A brief chronological history follows.

The first people living in the area were the Ojibway. According to Ojibway legend, the Anishinabe were created on the east coast of Canada near the mouth of the Saint Lawrence River. A seashell called the Megis Shell would appear to them and be their guide. The Megis Shell appeared five times and five times the Anishinabe migrated westward on the Great Lakes finally settling on Madeline Island. During this migration which took about 500 years, the Anishinabe divided into three nations. The Ojibway, "the keepers of the faith", settled in this area about 1490.

One area the Loon Clan of Ojibwa found to be an excellent place for fishing was directly across from Madeline Island on the shores of Lake Superior at what is known today as Raspberry and Frog Bays. Many people choose to build their homes there and stay year round. The Chief of the people who were living in the area was Anton Buffalo, therefore, they named another area Buffalo Bay. Later when the U.S. government established the reservation the area was named Red Cliff, a name that continues today.

Fur trapping originally brought early European explorers to the region in the 1600 and 1700s. Bayfield County was created in 1845; the State of Wisconsin came into being in 1848 and the Red Cliff Band of Chippewa Indians was recognized by treaty with the United States government in 1854. The Town of Russell did not form until 1912-1913 but there was much activity in the area prior to incorporation.

The U.S. government made efforts to settle the area by offering 160 acres for homesteads. Early pioneers started making land claims in the area from 1884 to 1899 to open up the land and develop small farms. Many of these farmers also subsidized their income by fishing. Commercial fishing peaked in the 1950s and has declined ever since.

Early travel in the Town was difficult. Logging roads were the only roads leading toward the City of Bayfield. One of the first roads built, Raspberry Road, went from Four Corners (present location of Turner Road junction with State Highway 13) north over the hill to current Old County Trunk K and then continued west and north to what was called Section 8. The road also continued to the south joining a logging road, which is now State Highway 13. The junction was known later as "Russell's Crossing," as the Russell homestead was located on that corner.

The road to Bayfield "Cemetery Road" started at Four Corners in a generally southerly direction. It passed along the south edge of a goat farm which was the field west of the current Weidinger orchard and traveled up the hill along the present road, used Cemetery Road passing the Hauser farm to current County Trunk L, through the cemetery and on into Bayfield.

A railroad came to the area in the 1880s. Called the "Transfer," this narrow gauge railroad went past the present Town Garage (State Highway 13 and east junction of Old County Trunk K). The track paralleled Old County Trunk K and the grade can be seen today just north of the road. The Transfer ended in Bell's logging Camp in Sections 16-17. The railroad hauled logs to a Bayfield sawmill and later farmers shipped fresh produce to stores in Bayfield. A branch line was built from the current Town Garage location west passing north of Four Corners and then southwesterly to a logging camp.

Formal education for children started in 1896 with two log schoolhouses being built. One was located in the Sand Bay area, and the other at the top of Peterson hill for what was known as the Raspberry community. The second is in existence today and may be seen at Old World Wisconsin.

Telephone came to the Town in 1900. Gotfred Peterson had the first telephone on a single line that ran from Bayfield to Cornucopia. A local telephone company was started in the Town in 1915 and operated until it was sold to Wisconsin Telephone Company in 1947. 1947 also marked the arrival of electricity to the Town when the REA began installing power lines.

The Town of Russell incorporated in 1912-1913. The land surveyed for the current Town was adjusted off what was then Town of Bayfield and City of Bayfield land. A Town government and school district were immediately formed. Rural Free Delivery (U.S. Mail) started in 1914.

New schools were soon opened. Carver School in January 1915 at the current Town Garage site and Sand Bay School in September 1922 which is currently the Town of Russell Community Center.

Roads were also improved. During 1916 a new road from Four Corners to Bayfield was laid out bypassing the big hills and offering an easier route to travel. These are the current Turner Road and County Trunk J.

The area was originally covered with large white pine. Logging in the 1800s soon removed the white pine, which allowed hemlock and other hardwoods to develop. Hemlock logging and bark stripping became very important businesses in the early 1900s. Bark was used by tanneries for processing hides into leather. Hardwood trees flourished after the hemlock gave out.

The hardwoods provided an opportunity for maple sugar making. Several Red Cliff families had a steady business during the 1920's. Harvesting the hardwoods became the

next venture. The Red Cliff saw mill operated for several years at the current site of the marina. After the hardwoods gave out and forest fires were controlled, poplar (aspen) provided a fourth round of logging activity that continues today.

The Red Cliff Tribal Governing Body adopted their constitution in June 1936. Red Cliff has developed into a business and population center within the Town.

The Apostle Islands National Lake Shore Park was formed in 1971. The park includes all but one of the Apostle Islands and all the lakeshore from Little Sand Bay west.

The Sand Bay School was rededicated in October 1999 as the Town of Russell Community Center after a major renovation and addition to the building. The building served as a school from 1922 to 1959 and as a Town Hall and community meeting place for many years. The building has also returned to being a school. In the fall of 2000, the Apostle Islands Academy operated by the Bayfield School District opened.

County forest, federal park, and tribal lands shape the Town's demography. The Town of Russell is sparsely populated by rural residences and second and/or vacation homes. Farming and commercial fishing have declined, while logging is the primary commercial activity within the Town. The Town of Russell has a unique rural character and relative solitude which attracts people.

## **BUSINESS AND ECONOMY**

The Town of Russell business and economy may be described as small and diverse. Major categories of business are "Retail Consumer Services", "Small Commercial", "Government" and "Individual Home-Based Business".

Retail consumer services are located primarily in the Red Cliff area along the State Highway 13 corridor. These are grocery stores, a gas station, a utility construction company and a Bed and Breakfast. The largest business within the Town is the Isle Vista Casino owned and operated by the Red Cliff Band of Lake Superior Chippewa. Small Commercial entities are construction-related businesses, logging and wood processing berry and fruit orchards, farming and animal husbandry.

Major government entities doing business in the Town are the Red Cliff Band of Chippewa Tribal Headquarters and Fish Hatchery, Apostle Islands National Lakeshore Little Sand Bay Contact Station, Bayfield County Road Maintenance Garage and Service Center, and BRB Recycling Center.

Individual home-based businesses operating in the Town include plant and/or animal agriculture, local crafts, music, arts and computer transcribing.

The economy within the Town focuses on four significant areas; Government-based jobs and employment, Recreational and service industry employment, Employment outside the Town of Russell, and Retirees and seasonal residents.

## **RECREATION**

The Town of Russell has many outdoor/recreational opportunities within its boundaries for fishing and hunting, hiking, boating, cross-country skiing, snow shoeing, snowmobiling and ATV riding. It has three campgrounds. The Apostle Islands National Lake Shore Park and Little Sand Bay Contact Station. The Town has vast areas of Bayfield County forest land which is open to the public.

### **Campgrounds**

Buffalo Bay Campground in Red Cliff – Sites for tents, trailers and recreational vehicles with water and electric hook-ups. The campground is within walking distance to the Isle Vista Casino, marina, and local Red Cliff stores and shops.

Pointe Detour Wilderness Campground – Rustic camp sites located on the shore of Lake Superior. It has access to a hiking trail along the Lake Superior shoreline as well as canoeing and kayaking Lake Superior.

Town of Russell Little Sand Bay Campground - Sites for tents, trailers, and recreational vehicles with electric hook-ups. A picnic area, ball field, and swimming beach are also provided. The campground is within walking distance of the Apostle Island Visitor Center at Little Sand Bay and restored Hokenson Brothers Fishery. Access is also available to the shoreline-hiking trail.

### **Hiking Trails**

Raspberry River Hiking Trail – A non-motorized trail starting in the Raspberry River watershed that will eventually connect to the Lakeshore Trail.

Raspberry Island Hiking Trail – A non-motorized trail operated by the National Park Service on Raspberry Island.

### **Snowmobiling and ATVs**

The Isle Vista Casino is served by a signed and maintained snowmobile trail. All roads in the Town are open to snowmobiles and ATVs year round. Ice on Lake Superior in the winter and abundant Bayfield County Forest Land provides many additional opportunities to enjoy the outdoors.

### **Boating and Fishing**

Boat, kayak, and canoe launching are available at the Buffalo Bay Marina in Red Cliff, Little Sand Bay harbor Town of Russell Boat Ramp, and Schooner Bay Marina at Schooner Bay. The Apostle Islands provide opportunities for power and sail boating for pleasure, along with fishing for many species of salmon and trout are just a few of the many opportunities available.

## **TOPOGRAPHY**

The Town of Russell, like the rest of Bayfield County has topographic variety. Rolling hills, steep ravines, and valleys run in NE and NW directions. The bedrock underlying the Town belongs to the Bayfield Group of Sandstone. Soils are predominantly clay and sand based. Most of the Town's landforms result from glacial activity in the area, which ceased over 10,000 years ago. Elevations in the Town range from 602 feet above sea level at the shore of Lake Superior to in excess of 1,300 feet above sea level on many of the high ridges found throughout the Town.

## **SOILS**

The Town of Russell lies within the Lake Superior Lowlands. This lake basin is comprised of extensive red clay and silt deposits. Iron bearing rocks and minerals made the soil a reddish color. The higher uplands within the Town are sandy on the ridge crests, with washed out glacier till found in the mid slopes. Clay soil dominates the lower elevations near Lake Superior. Measured by square mile sections, the Town of Russell has the following percents of surface soil types:

38%	Clay Loam
38%	Sandy Loam
11%	Sand Loam
6%	Loam
6%	Very Stony Loamy Sand
1%	Silty Clay

## **WATER RESOURCES**

The Town of Russell is bordered by Lake Superior on the north and east. There are no inland lakes of any size within the Town. The main drainages are Red Cliff Creek and Raspberry Rivers, which are composed of many smaller intermittent streams which flow into them before entering Lake Superior. There are several other small drainages found throughout the Town which flow directly into Lake Superior. Many of these streams presently and/or historically supported trout fisheries.

## **WETLANDS**

Wetland acreage is limited within the Town of Russell. The largest wetland in the Town is along Compton Road, head waters for North Pikes Creek. Another significant wetland lies at the mouth of the Raspberry River in Raspberry Bay. Some small wetlands are located around ponds near orchards, by beaver impoundments, and three unique small hill top areas.

## WOODLANDS

Over 90% of the Town of Russell is woodland. This is approximately 30,000 acres of which 8,598 acres are Bayfield County Forest Land. The woodlands consist of diverse stands of oak/maple hardwood ridges, aspen, and spruce/cedar in lowland areas, and lakeshore boreal hemlock forests. An abundance of wildlife from deer and bear to grouse and songbirds are supported by the range of habitats provided within these woodlands.

## POPULATION

The Town of Russell at 1,063 residents had the largest population within Bayfield County in 1999, with the Town of Iron River next at 934. With a 1960 population of 419, the Town of Russell grew significantly to 791 by 1980 and to 978 by 1990, with a 88.8% increase from 1960 to 1980. From 1980 to 1990 the population increased 23.6% to 978. The Wisconsin Department of Administration estimated 1999 population at 1,063 and a projection of 1,142 in the year 2000, which represents a 16.8% increase in the past ten years. An 8.7% population increase for the Town in the 1990s compares with 4.9% for Bayfield County as a whole.

Contrary to the Town of Russell population trend, the neighboring City of Bayfield has experienced a steady decline in population over the last three decades. Going from 969 in 1960, 874 in 1970, 778 in 1980, to 686 in 1990. The City's current population is 669 according to the Wisconsin Department of Administration's 1999 estimate. Seasonal residents and second homeowners continue to increase, while year-round residences in the City continue to decrease.

### Population Trends

	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>1999 (Estimate)</u>
Town of Bayfield	474	503	607	603	663
City of Bayfield	969	874	778	686	696
Town of Russell	419	475	791	978	1063
Red Cliff Reservation And/Trust Land	NA	NA	NA	876	NA

Persons 19 years of age and younger constituted 39.7 percent of the Town of Russell's population in 1990, while the 20-44 and 45-64 age categories made up respectively 36.8 percent and 15.6 percent of the Town's population. Persons age 65 and over represented 7.9 percent of the Town's 1990 population.

Town of Russell Population Age Breakdown 1990

Total	Ages				Total
	0-19	20-44	45-64	65 & Over	
Number	388	359	153	78	978
Percent	39.7	36.8	15.6	7.9	100.0
<b>Russell</b>	26	21	30	25	102
Percent	25.5	20.6	29.4	24.5	100.0
<b>Red Cliff</b>	362	338	123	53	876
Percent	41.4	38.6	14.0	.06	100.0

In 1990 the Town of Russell male population was 492, females 486.

## HOUSEHOLDS

The number of households in the Town of Russell in 1980 was 217 whereas in 1990 it was 309, or a gain of 92. In 1980 Russell consisted of 21 one person and 196 more than one-person households whereas in 1990, 53 were one-person and 256 More-than-one-person households, a 150% and 31% increase respectively. Red Cliff households numbered 261 in 1990 of which 35 were one-person households and 226 were more than one person.

### Household Size 1990

Total	One	Two	Three	Four	Five	Six	Seven+	Total
	Person	Person	Person	Person	Person	Person	Persons	
Number	53	83	57	45	40	20	11	309
Percent	17.2	26.9	18.4	14.6	12.9	6.5	3.6	100.0
<b>Russell</b>	18	23	2	5	0	0	2	50
Percent	36.0	46.0	4.0	10.0	0.0	0.0	4.0	100.0
<b>Red Cliff</b>	35	60	55	40	40	20	9	259
Percent	13.4	23.0	21.0	15.3	15.3	8.9	3.4	100.0

In 1990, 40.0 percent of the households in Russell Township had children under age 18 and 19.4 percent had one or more persons age 65 or over.

## INCOME

In 1990, the Median Household Income in the Town of Russell is the lowest within Bayfield County at \$13,259. Bayfield County Median Household Income is \$18,868. The Town is approximately one half the Median Household Income of Town of Bayfield to the south. The Red Cliff Reservation and Trust lands are even somewhat lower than the

Town of Russell. A comparison of incomes for Russell, Red Cliff, Bayfield County and the Wisconsin is shown in the following table.

Household & Per Capita Incomes 1989			
	Median Household Income	Average Household Income	Per Capita Income
Town of Russell	\$13,259	\$18,868	\$5,728
(Red Cliff)	\$12,125	\$17,528	\$5,141
Bayfield County	\$20,666	\$25,048	\$ 9,933
State of Wisconsin	\$29,442	\$35,180	\$13,276

More than one-half the households in the Town of Russell earn less than \$15,000 per year (169). 31.5% (94) of households had an income between \$15,000 and \$40,000, and 4.3% earning more than \$50,000 per year. A total of 6.8% of the Town of Russell's income is generated through Retirement and Social Security payments in comparison to 16.5 % of the County as a whole.

## EMPLOYMENT

In 1990 the total civilian labor force in the Town of Russell was 312. Of this total, 52.8% (165) were male and 47.2% (147) were female. During 1990, 23.3% (95) of the labor force were unemployed.

The Town of Russell's 1990 labor force contains a majority of "other service occupation" employment 32.7 % (102) of the occupation of employed persons. Executives, administrators, managers, professional specialty occupations, and administrative support positions make up 29.2% of the occupations. Farming, Forestry and Fishing represent 8.7% of workers whereas production, crafts, and repair total 7.4%

### Town of Russell Employment by Occupation 1990

<u>Occupation</u>	<u>Number Employed</u>
Executive/Administrative	32
Professional	29
Technical	7
Sales	18
Administrative Support/Clerical	30
Services	107
Production/Crafts	23
Operator/Laborer	27
Transportation/Material Mover	12
Farming/Forestry/Fishing	27
Total:	312

83.7% (241) of the Town of Russell work force was employed in Bayfield County, 14.2% worked outside Bayfield County, with 6 persons employed outside the state of Wisconsin.

## HOUSING

The 1990 Census of Population & Housing shows 413 housing units in the Town of Russell with 1997 showing 439, an increase of 6.3 % compared to an average increase of 7.5 % for Bayfield County. Occupied housing totaled 309 units, 186 of which were owner-occupied homes, and 123 were renter-occupied units. Vacant housing totaled 107 units, 52 (12.5%), were seasonal, recreational or occasional use. Owner occupied housing totaled 575 persons whereas renter occupied housing totaled 403, for a total of 978 persons residing within 413 housing units, an average of 2.35 persons per unit. 28% of the Town of Russell housing units were valued at under \$25,000; 47.2% between \$25 and \$50,000; 25.1 % valued between \$50,000 and \$100,000; with none in excess of \$100,000 in 1990. In 1990, the percent of Seasonal Housing Units for Town of Russell was 13.3% compared to 45.8% for Bayfield County.

## LAND USE

The table below shows a breakdown by acres of the different land classes in the Town of Russell based on a 2000 Bayfield County Real Estate Valuation Statement (and updated county forest acres).

### Town of Russell Land Uses 2000

<u>Class/Use</u>	<u>Acres</u>
Residential	451
Commercial	26
Agricultural	593
Swamp & Waste	116
Forest/Woodlands	21,799
Private Forest (13,201)	
County Forest (8,598)	
Federal (mostly Tribal Trust and Apostle Islands)	8,450
National Lakeshore	
State	187
Bayfield County	106
Other (other tax exempt land)	242
<b>TOTAL</b>	<b>31,970</b>

Forest/woodlands comprise 68.2% of the land in the Town of Russell. Federal land, much of which is wooded, constitutes the next largest category with 26.4%. This land is made up of Tribal Trust Land and part of the Apostle Islands National Lakeshore.

## **EXISTING LAND USE MAP**

In 1999 Town of Russell Land Use Planning Committee members conducted a field inventory of existing land uses. Land uses were identified and categorized into seven major classifications including; agricultural, commercial, forest/woodlands, institutional, open space, residential, and recreational. A description of these seven classifications follows.

**Agricultural** – A variety of farming activities, including animal husbandry, orchards, pasture and forage production.

**Commercial** – Retail stores, gas stations, private marinas, bar, restaurant, and gaming establishments.

**Forest/Woodlands** – County, State, Federal, Tribal and private wooded lands including recently harvested open spaces reverting to woodlands.

**Institutional** – Lands utilized by Town, County, and Tribal government for providing services to residents.

**Open Space** – Lands that are open and not used for other purposes , such as farming, forest and woodlands.

**Residential** – Single family residences including second and/or vacation homes, rental properties, sub divisions or developments residential in nature.

**Recreational** – Any non-commercial parks, campgrounds, boat landings, picnic and swimming areas, including a portion of the Apostle Islands National Lakeshore within the Town of Russell.

# Town of Russell Existing Land Use

**LEGEND**

**Land Use Category**

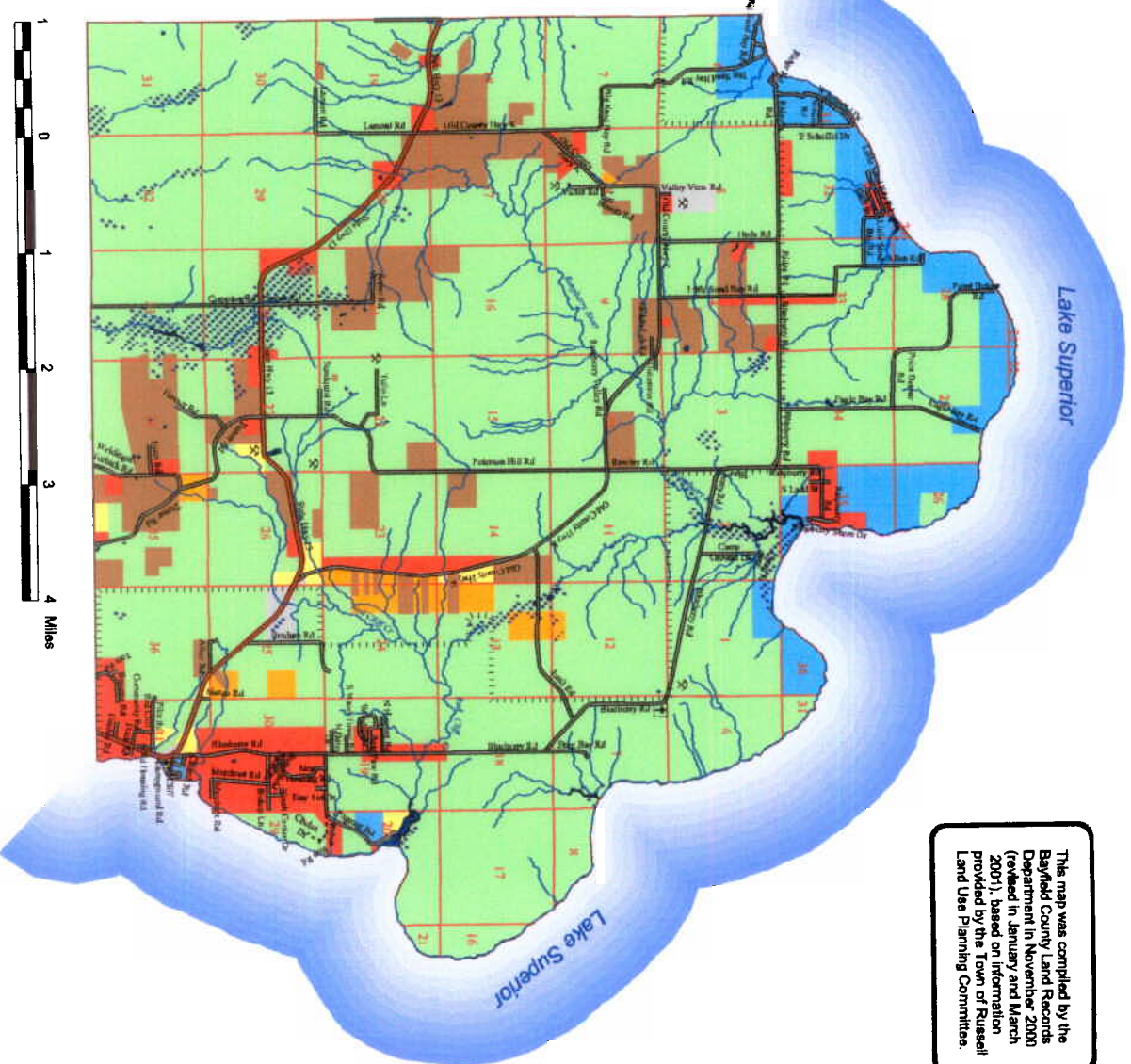
- Agricultural
- Commercial
- Forest/Woodlands
- Institutional
- Open Space
- Recreational
- Residential

**Roads**

- State
- Town
- Private

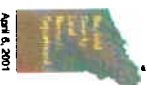
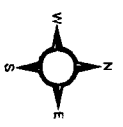
**Other Symbols**

- + Church or Cemetary
- x Gravel Pit
- Reservation Boundary
- Lakes
- Rivers
- Sections



This map was compiled by the Bayfield County Land Records Department in November 2000 (revised in January and March 2001), based on information provided by the Town of Russell Land Use Planning Committee.

This map is a general approximation of current land use within the Town of Russell. The information is to be used only as a reference document to the Town of Russell Land Use Plan.



April 8, 2001

# LAND USE SURVEY

The survey includes the residents of the Town of Russell and the Red Cliff Band of Chippewa. The Town and the Reservation are an intertwined entity.

The Land Use Planning Committee developed the survey over the spring and summer of 1999. The survey was reviewed and approved by the Town of Russell Board of Supervisors and the Red Cliff Tribal Council.

A mail list of survey recipients was developed from Town of Russell property tax roles, Red Cliff Utilities customer list and Red Cliff Housing lists. Attempts to eliminate duplicate names from the mailing list were undertaken. The goal of the committee was to get the survey to all "households" and/or "property owners" within the Town of Russell/Red Cliff. A total of approximately 530 surveys were mailed.

## TOWN OF RUSSELL LAND USE SURVEY RESULTS

### SURVEY MAILING STATISTICS

530	Total Surveys Mailed
8	Surveys Returned as Undeliverable Mail
522	Adjusted Surveys Mailed
154	29.5% Surveys Returned
8	1.5% Returned as Undeliverable Mail
1	0.2% Surveys Returned With NO Response
367	70% No Response

#### Q.1. How long have you owned, rented, or tribally leased property in the Town of Russell /Red Cliff ? (check one)

6	3.9%	Less than 3 years
42	27.3%	3-9 years
46	29.9%	10-20 years
58	37.7%	More than 20 years
2	1.3%	No response
154	100.0%	Total Responses

#### Q.2. In the Town or Russell/Red Cliff you are? (check one)

74	48.1%	Year-round resident
14	9.1%	Seasonal Resident
63	40.9%	Non-resident property owner
3	1.9%	No response
154	100.0%	Total Responses

**Q.3. Type of property currently owned, rented/tribal leased in the Town of Russell /Red Cliff ? (check all that apply)**

72	46.8%	Residential
8	5.2%	Agricultural(Active)
13	8.4%	Lakeshore
4	2.6%	Commercial
25	16.2%	Tribally Leased Land
26	16.9%	Residential/Recreational
21	13.6%	Agricultural(Casual/Personal Use)
48	31.2%	Forestry
1	0.6%	Industrial
4	2.6%	Other (please specify)
		a. Home based business
		b. Not sure how to classify land
		c. Can't get no land because of freeze on land
		d. None
3	1.9%	No Response
222		Total Responses
154		Total for Calculating Percentages

**Q.4. Is preservation of farmland in the Town of Russell/Red Cliff important? (check one)**

108	70.1%	Yes
16	10.4%	No
28	18.2%	No opinion
2	1.3%	No Response
154	100.0%	Total Responses

**Q.5. Do you feel it is important to promote best management practices for forests/woodlands in the Town of Russell/Red Cliff (e.g., logging practices that protect/preserve water quality ? (check one)**

141	91.6%	Yes
7	4.5%	No
4	2.6%	No opinion
2	1.3%	No Response
154	100.0%	Total Responses

**Q.6. Do you favor the development of recreational trails in the Town of Russell/  
/Red Cliff ? (check one)**

97	63.0%	Yes
43	27.9%	No
13	8.4%	No opinion
1	0.6%	No response
154	100.0%	Total Responses
5	3.2%	Motorized (e.g., snowmobile, ATV)
44	28.6%	Non-motorized (e.g., walking, skiing, biking, horseback riding, dog sledding)
48	31.2%	Both
0	0.0%	No Response

**Q.7. Do you favor the additional development of parks and/or other recreational facilities, (e.g., playgrounds, sports fields, campgrounds, etc) besides the Little Sand Bay Park/Campground, Buffalo Bay Campground, and Pointe Detour Campground areas in the Town of Russell/Red Cliff? (check one)**

60	39.0%	Yes
63	40.9%	No
29	18.8%	No opinion
2	1.3%	No Response
154	100.0%	Total Responses

**If yes, what types of recreational facilities and where should they be located?  
(please specify)**

10	6.5%	No Suggestion but marked Yes
13	8.4%	For kids
11	7.1%	Existing facilities expanded
13	8.4%	More campgrounds
5	3.2%	Low impact camping facilities
1	0.6%	Lodge/Casino at Raspberry Bay
2	1.3%	Town owed land at Raspberry Bay
2	1.3%	Outlying Town of Russell areas
3	1.9%	Town owned land at Big Sand Bay
2	1.3%	Near Red Cliff
1	0.6%	A golf course
2	1.3%	Town of Russell Community Center
1	0.6%	A RV park facility
1	0.6%	More National Parks
1	0.6%	Convert existing snowmobile trails to biking
154		Responses for Calculating Percentages

**Q. 8. Do you favor industrial development (manufacturing enterprises) in the Town of Russell /Red Cliff? (check one)**

57	37.0%	Yes
66	42.9%	No
24	15.6%	No opinion
7	4.5%	No Response
154	100.0%	Total Responses

**If yes, what kinds of industrial development and where should they be located in the Town of Russell/Red Cliff? (please specify)**

15	9.7%	No suggestion but marked Yes
8	5.2%	Wood/cabinetry manufacturing
1	0.6%	Forestry based manufacturing
8	5.2%	Town garage area, Hwy 13 Industrial Park area
2	1.3%	Sawmills
2	1.3%	Any kind of manufacturing
1	0.6%	Locate manufacturing by existing water/sewer lines
6	3.9%	Red Cliff area
5	3.2%	Machine shops
1	0.6%	Between Red Cliff and Bayfield
17	11.0%	Small industrial types
1	0.6%	Near the National Park area
1	0.6%	Manufacturing safe for the environment/non-residential areas
154		Total for Calculating Percentages

**Q.9. Do you favor additional commercial development (e.g., stores, shops, etc.) in the Town of Russell/Red Cliff? (check one)**

71	46.1%	Yes
52	33.8%	No
25	16.2%	No opinion
6	3.9%	No Response
154	100.0%	Total Responses

**If yes, where should additional commercial development occur? (please specify)**

21	13.6%	No suggestion but marked Yes
14	9.1%	Highway 13 and/or Old County K
2	1.3%	Any where
16	10.4%	Red Cliff area
3	1.9%	Malls
154		Total for Calculating Percentages

**Q.10. Do you favor additional commercial recreational development (e.g., golf courses, resorts, private campgrounds, etc.) in the Town of Russell/Red Cliff? (check one)**

49	31.8%	Yes
77	50.0%	No
22	14.3%	No opinion
.6	3.9%	No Response
154	100.0%	Total Responses

**Q. 11. Do you favor the development of additional homebased businesses (e.g., bookkeeping, child care, Bed & Breakfast, etc.) in the Town of Russell/Red Cliff? (check one)**

97 63.0% Yes  
 26 16.9% No  
 25 16.2% No opinion  
 6 3.9% No Response  
 154 100.0% Total Responses

**Q. 12. Do you feel it is important to preserve and protect the unique, rural characteristics and natural resources (woodlands, wetlands, water, lakeshore, etc.) of the Town of Russell/Red Cliff? (check one)**

132 85.7% Yes  
 7 4.5% No  
 11 7.1% No opinion  
 4 2.6% No Response  
 154 100.0% Total Responses

**If yes, what areas should be preserved or protected from development? (please specify)**

40 26.0% No suggestion but marked Yes  
 18 11.7% All of it  
 46 29.9% Lakeshore  
 5 3.2% Farms and orchards  
 41 26.6% Woodlands, wetlands, and wild areas  
 2 1.3% Highway 13 corridor  
 1 0.6% Yes, but do not interfere with individual property rights  
 1 0.6% Ridge Road area and the "hemlocks"  
 3 1.9% All tribal land  
 154 Total for Calculating Percentages

**Q. 13. Should the aesthetic appearance of the Town's roadways and scenic views be preserved? (check one)**

116 75.3% Yes  
 5 3.2% No  
 25 16.2% No opinion  
 8 5.2% No Response  
 154 100.0% Total Responses

**If yes, what areas should be preserved or protected from development? (please specify)**

44 28.6% No suggestion but checked Yes  
 25 16.2% All Town roads  
 8 5.2% Roads should have a 200' buffer  
 17 11.0% Water views  
 13 8.4% Wild areas  
 7 4.5% Highway 13 corridor  
 7 4.5% North end of Town and Sand Bay area  
 5 3.2% Turner Road and Old County  
 K  
 154 Total for Calculating Percentages

**Q. 14 As the Town of Russell/Red Cliff continues to grow, what kind(s) of residential growth do you favor in the Town? (check all that apply)**

140	90.9%	Single Family Residences
65	42.2%	Second, Vacation Homes
30	19.5%	Multi-Family Residences
19	12.3%	Mobil Home Parks
19	12.3%	Condominiums
9	5.8%	Large Scale Subdivisions
8	5.2%	No Response
9	5.8%	Other (please specify
		a. Commercial Tourism
		b. Bed & Breakfasts
154		Total for Calculating Percentages

**Q. 15. For residential subdivision developments in the Town, would you favor the cluster of homes to conserve open space and allow for efficient provision of public services? (check one)**

75	48.7%	Yes
45	29.2%	No
25	16.2%	No opinion
9	5.8%	No Response
154	100.0%	Total Responses

**Q. 16. What kind of business development pattern would you favor along the major highways (Hwy 13 and County K) through the Town of Russell/Red Cliff? (check one)**

8	5.2%	Development with no restrictions
62	40.3%	Businesses are grouped together and set back from the highway (Clustered or High Density Development)
29	18.8%	Single businesses on large lots (Low Density Development)
33	21.4%	No additional development
4	2.6%	Other (please specify)
9	5.8%	No opinion
9	5.8%	No response
154		Total for Calculating Percentages

**Q, 17. Do you have any comments relating to land use issues in the Town of Russell/Red Cliff that you wish to make? (please specify)**

56	36.4%	Yes
98	63.6%	No
154	100.0%	

A summary of the written comments is included in the Appendix.

## **GOALS AND OBJECTIVES**

The Town of Russell is experiencing growth in population and development. Much of this growth is in the form of permanent and vacation/second residences. Many people are attracted to the Town of Russell for the unique rural characteristic and natural beauty found within the Town. There is also a need to provide a higher economic standard of living for residents without adversely impacting the quality of life within the Town.

Town of Russell Land Use Goals and Objectives were developed by using information provided by residents and property owners through the Land Use Survey, input from Town Board Supervisors, and individuals concerned with land use in the Town. Goals are broad statements of concerns or issues to be addressed by the Land Use Plan. The Objectives indicate how the Goal will be achieved.

**Goal 1. Preserve the rural character of the Town of Russell.**

**Objectives:**

- Minimize scattered development and conflicting land uses without discouraging development.
- Designate areas desirable for development as well as non-desirable areas for development.
- New development should not adversely affect the value of property or livability of neighboring properties.
- Minimize development along highway 13 and Old County K. Preserve these corridors aesthetic appearance through setbacks, vegetative screening and architectural standards.
- Develop a signage and exterior lighting/illumination ordinance for the Town of Russell.

**Goal 2. Protect the natural resources in the Town of Russell**

**Objectives:**

- Promote Best Management Practices (BMP) for Town, Tribal, County and private forests, especially near scenic corridors and within ¼ mile of wetlands, streams and lakeshores.
- Use sound soil conservation practices to minimize erosion.
- Require that mineral resource extraction (sand and gravel mining) activities have a reclamation plan.

- Identify and clearly designate wetlands, desirable (scenic) open spaces, prime forest areas and historic sites.
- Encourage clustered development where appropriate to allow for large tracts of undisturbed natural areas.
- Encourage protection of old growth forest stands through conservation easements, sustainable forestry plans, etc.
- Preserve and protect the shoreline in continued partnership with Tribal and Federal entities.

Goal 3. Provide public recreational opportunities in the Town of Russell.

Objectives:

- Identify sites suitable for public recreational development.
- Maintain and continue to upgrade existing public recreational facilities.
- Plan and develop new public recreational facilities (playground, sliding hill, ball field, walking/hiking trails, etc.) where appropriate.
- Any further public recreational development will follow environmental guidelines and should fit the natural surroundings.
- Promote collaboration between the Red Cliff Tribe, the Town of Russell, Bayfield County and the National Park Service for future public recreational development.

Goal 4. Support business that is compatible with the rural character of the Town of Russell.

Objectives:

- Encourage home based business and cottage industry.
- Identify appropriate areas for commercial and industrial development such as along Highway 13, Old County K, and Red Cliff.
- Signage for commercial and industrial businesses needs to be compatible with the rural character of the Town of Russell.

Goal 5. Promote managed residential development within the Town of Russell.

Objectives:

- Encourage residential development in areas where utilities (electric, natural gas, water and sewer) are provided.

- Residential development should conserve open spaces and scenic views and allow for efficient provision of public services.
- Encourage the development of single family residences.
- Single family residential development in low-density areas should provide minimal visual impact from roadways to preserve the rural character of the Town of Russell.

## **LAND USE PLAN MAP**

Using the Land Use Plan Goals and Objectives as a guide, the Land Use Planning Committee members reviewed the Town's existing land use patterns, and through a consensus process identified areas they considered appropriate for different land uses. Seven land use classifications were identified and used to develop a land use plan map representing the desired future land use patterns for the Town of Russell. Utilizing symbols, wetlands, religious and cemetery grounds and gravel pit operations were identified. A description of the classifications is as follows.

**Agricultural** - A variety of farming activities, including animal husbandry, orchards, pasture and forage production.

**Commercial** – Retail stores, gas stations, private marinas, bar, restaurant, and gaming establishments.

**County Forest** – Bayfield County Forestry lands within the Town of Russell.

**Institutional** – Lands utilized by Town, County, and Tribal government for providing services to residents.

**Recreational** – Any non-commercial parks, campgrounds, boat landings, picnic and swimming areas, including a portion of the Apostle Islands National Lakeshore within the Town of Russell.

**Residential** – Single family residences including second and/or vacation homes, rental properties, sub divisions or developments residential in nature

**Woodlands** – State, Tribal and private forested lands or lands recently harvested and returning to production.

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# Land Use Plan Map Town of Russell

**LEGEND**

**Land Use Category**

- Agricultural
- Commercial
- County Forest
- Institutional
- Recreational
- Residential
- Woodlands

**Roads**

- State
- Town
- Private

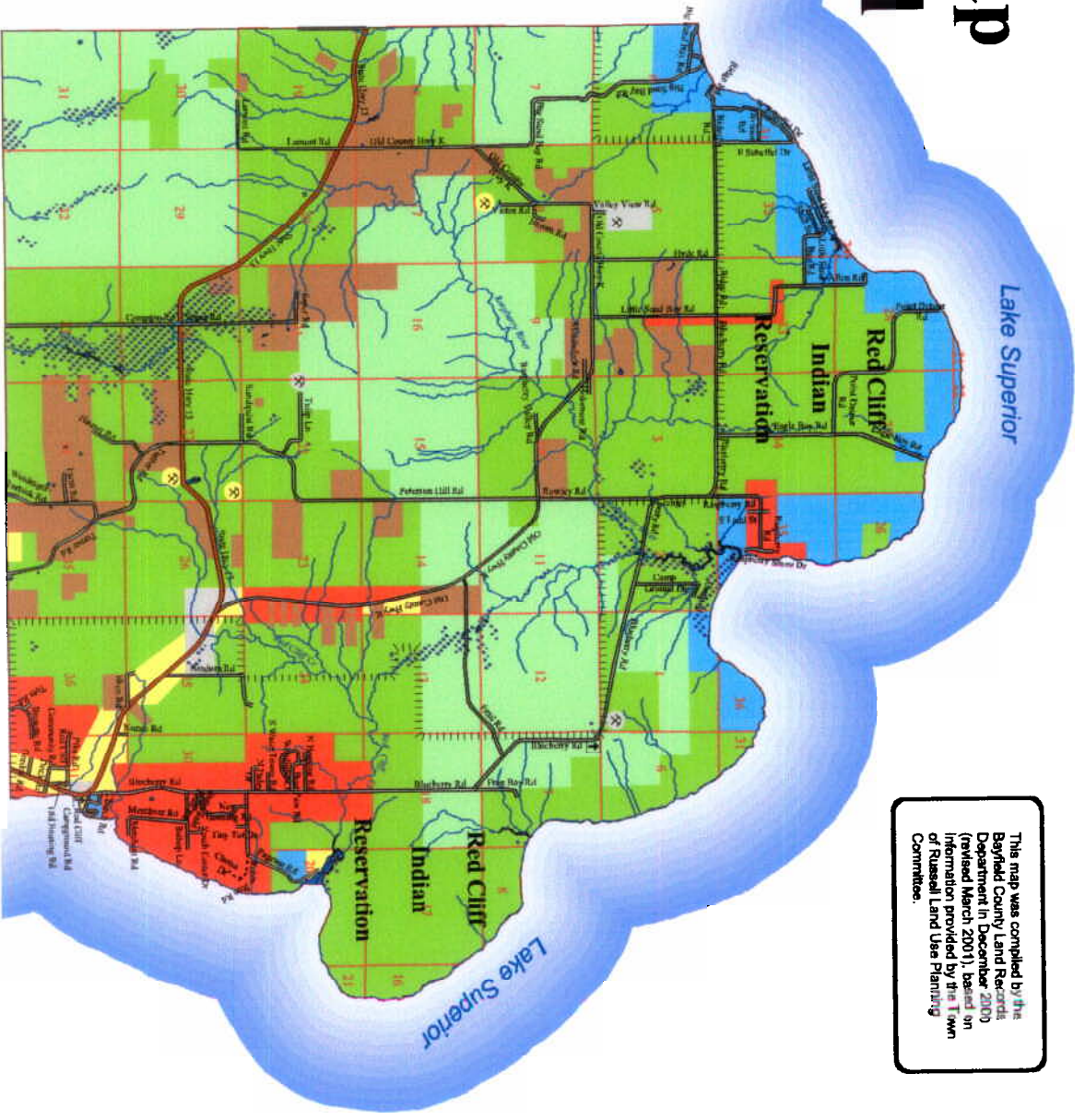
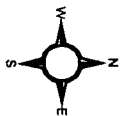
**Other Symbols**

- + Church or Cemetary
- X Gravel Pit
- Reservation Boundary
- Wetlands
- Lakes
- Rivers
- Sections

This map is a general approximation of future land use within the Town of Russell. The information is to be used only as a reference document to the Town of Russell Land Use Plan.



April 6, 2001



This map was compiled by the Bayfield County Land Records Department in December 2000 (revised March 2001), based on information provided by the Town of Russell Land Use Planning Committee.

# **IMPLEMENTATION**

This plan is a guide for the Town Board of Supervisors to make decisions that affect development in the Town of Russell.

## **Citizen Input and Participation**

Encourage citizen awareness of the Town's Land Use Plan by making copies of the plan available and conducting public information meetings

## **Adoption of the Land Use Plan**

The Town of Russell Board of Supervisors adopt the Land Use Plan upon completion.

## **Input to Bayfield County Land Use Plan**

Bayfield County is currently in the process of developing a County Land Use Plan. The adopted Town of Russell Land Use Plan will be forwarded to the County Land Use Planning Committee for inclusion in the County's Plan.

## **Infrastructure Improvements**

Approval of locations and requests for roads, public utilities, and public facilities should be consistent with the Land Use Plan.

## **Ordinance Adoption**

Adopt Town ordinances to regulate signs, exterior lighting/illumination, and mineral resource extraction.

## **Public Recreational Development**

The Town Board should identify (or appoint a citizen committee to identify) potential sites for recreational development and seek sources of funding

## **Ongoing Land Use Planning**

The development of a Land Use Plan for the Town of Russell should be considered part of a continuous process. It not only should be used as a living document to guide decisions affecting the Town, but it should be periodically reviewed and updated to ensure it reflects the desires of the Town's citizens.

# Appendix

Town of Russell Land Use Survey  
Question 17. Comments

## 1. General Comments

### A. COMMUNICATION

I think an open community forum should be held to get a better understanding of people's views and opinions concerning the community

You are to be congratulated on your attempts to get landowner input and being proactive etc.

I look forward to attending the meetings, which result from this survey and the discussions, which should. Keep up the good work

Town has no control or input in present system. It continues to discriminate against elderly, non-residents and people with disabilities. ADA

Every plan must be devised with a mechanism for change. Plan well, yet, be ready to adapt. Be tolerant, yet set high standards. Be prepared to be taken to task by individual interest people. They are the most out-spoken and least tolerant of different ideas.

### B. PRESERVATION

Please preserve unique beauty of the area. Seeing an eagle soar overhead is precious and incalculably valuable as a spiritual experience. Our ecosystem should not be destroyed or fragmented.

I plan to retire here. Grew up on K. I would love to see little development or change.

Don't sell or lease Town land at Big Sand Bay

People come to the country to experience the country. Vacationers and full time residents alike. Let Ashland be a city with suburbs. Likewise, by keeping this area in its simplistic beauty, we will stay a one of a kind area that people can truly enjoy. Also, a place that people will and can truly appreciate. There is more to life than progress and making money just look around.

I think the rural character of the land should be preserved and sound environmental practices planned and followed.

It is becoming more difficult for those seeking solitude and beauty to find it. The Town of Russell must protect that right.

Remove property tax from land. Present system controlled by state.  
Learn from Bayfield's mistakes. You can not develop and keep things the same. I favor no development in the Town of Russell/Red Cliff. After all, we purchased land and live here because of its serenity.

Wherever the development is, we don't want to become another Bayfield

I believe most residents myself included moved here for the beauty and serenity of the outdoors. Shoreline development and subdivision development destroys the qualities of the environment that we moved here to enjoy. Let's leave urbanization to the current big cities, and above all lets not turn this town into another Door County.

#### C. ROADS

Blueberry Road is most traveled and worst road. In winter it is barely salted or sanded. And is the worst road plowed. Someone will be killed again.  
Pagent Road with Head Start is ice all winter.

#### D. ASTHETICS

(2) Don't destroy what we have. Retain the gentle beauty of Russell Township.

#### E. LAND/ENVIRONMENT

I would support business growth (per my responses) as long as they provide environmentally safe jobs for local residents.

We have an extremely unique natural area. The future of Russell Township depends on our commitment to maintain and preserve that unique beauty for future generations. Thousands of other areas are focusing on commercial development. Our special resource is the natural uncluttered beauty. Can we preserve it?

I am a naturalist that believes in our wildlife. I am also a realist. I understand we must have growth, but when do we stop? If we are to maintain what we have today, then our success will depend on what we do tomorrow. Let us not forget how beautiful the Town of Russell truly is!

Polluting of the Town of Russell by either products or people would be an irreversible change that in the long term damage to a unique environment

#### F. ZONING

I am very concerned about the quality of life and community within the township and think there should be very strict planning and land use regulations based on these and not on development and catering to the tourism business

#### G. EMPLOYMENT

The Town of Russell has anywhere from 35-45% unemployment. We depend mostly on tourism; we need growth in that direction.

Survey is slanted towards business.

#### H. OTHER

Thanks for letting us participate.

(2) Think about our grand children's grand children, what will be best for them.

I hope land use decisions can be made with out dollars being the only consideration. Across Wisconsin nice places are turning bad because of unrestricted development and land speculation

This is a very important matter.

My land is for sale. If interested please contact me

Do not spend Town money on new/more ordinances. follow State Rules

Equalize opportunities between Red Cliff and Town of Russell. We should all have the same advantages; not be second class citizens. I'm non-Indian. Except greed for what it is. Ownership to destroy nature and preserve ones own comfort.

Please remember the greed from the City of Bayfield! Etc.

I believe that the property owner and no one else should be able to do on his land the same as our forefathers did. I went to war etc  
When you put restrictions on certain land stick by it.

This survey is geared to walk you into a hole. You can't say yes to a question without saying yes to a question further down the line that you would like to say no to. I hope you don't fool too many people

## 2. Specific Issues, Concerns, or Recommendations

### A. ROADS

Please do not cut down any more trees along Lamont Road for widening or ditch protection. The road used to be so pretty with overhanging shade trees, a single lane and grass growing down the middle. Extensive cutting has destroyed this once beautiful road and turned it ugly. Do not grade it either, as it is bumpier after grading than before with dirt clumps scattered the full length. I only ask that you plow the snow. Of snow plowing, please keep Compton Road scraped more frequently. Many times over the past two winters, small amounts of snow are left to be packed down by traffic; this makes the road bumpy with loose snow pack and terrible driving. Compton Road is receiving much more traffic now and requires more frequent grading and plowing than it is currently receiving.

### B. LAND USE/ENVIRONMENT

Resolve access issues to tribal and/or non-tribal land.

No subdivisions, they turn into little villages. 40 acre minimum to build, grand father existing small lots.

Maintain views from ?? Road to end of Town of Russell west.

End clear cutting!! Select cut is much more preferable and doesn't leave such a scar on our woodlands.

Development on lakeshore needs setbacks.

Green spaces between homes and highways.

More erosion control in ditches (barriers & plantings) when road crew digs out ditches, less overall ditching, plant beneficial plants to deer & wildlife when ditching occurs.

### C. TRAILS

Trail from Petit Cache-Casino is fine, no other trails.

Discourage official snowmobile trail development (R/T noise pollution).

I am comfortable with recreational development for the silent sports, within limits. However, snowmobiling, noisy and smelly and unsafe to those going at a slower pace, should not be catered to nor accommodate. Should be strictly regulated and enforced.

## D. PRESERVATION/DEVELOPMENT

Pasture/hayfield/ open space farming needs to be preserved

Don't over develop choice areas for viewing the lake

No development along K.

No commercial development west of Town Garage

Any zoning that helps reduce development to the absolute minimum is fine with me.

Leave it the way it is and take care of it (Town of Russell).

We do not need development. No more roads.

Rezone property not used for forestry or agriculture to allow more residential development.

Setbacks greater than zoning requirements (e i. pole barn on K and new Fisheries building).

Buffer zones of vegetation (highway to buildings)

Encourage conservation easements.

There are number of abandon farms or vacant fields where development can occur without decreasing the visual appeal. In fact, some development might improve the view.

Some tree planting along roads for screens might be a good idea.

I am not in favor of residential second home developments that raise property taxes for those of us on fixed incomes.

It is very important to preserve the land, lakeshore, farmland and forests.

Preserve Town of Russell/Red Cliff originality

Push all development adjacent to the National Park Land not the reservation.

All areas should be subject to conditional planning. Zoning first and then conditions that allow strict controls for clean air, water and aesthetics must be accommodated with development.

Protect the rural setting. Allow for development but high density or clustered approach.

I like the area just the way it is. The lakeshore, woods, and islands are the attraction. Too much development or tourist traps would wreck it. However, I would like to make it more convenient for more to visit. Nature trails and arts and crafts centers are compatible. More cooperation is needed between the village and tribe. More activities are needed to combat vandalism.

### E. AESTHETICS

Most homeowners maintain a neat home and yard, but some eyesores really stand out junker cars and cast off furniture in yards really spoil the view of the neighborhood. What incentives/programs could we put in place to help people clean up and encourage them to keep up their property?

Establish limits on number of vehicles on property.

We need to clean-up broken down buildings

Bill board free areas along highway 13 and other scenic roads in the Town (including signage limits at Little Sand Bay).

Underground wires for new development.

The appearance of the area is vital for attracting recreational users.

Extractive uses such as gravel pits, logging should be regulated so it doesn't distract from the appearance.

We definitely need to take care of the litter problem. We need to fine those that litter.

We need to clean up yards and get rid of abandoned vehicles.

Adopt building codes that would limit by proportions, and other capital improvements (garages) the number of house trailers allowed.

I am against mobile homes but if properly planned there is a place.

∫No trailer houses.

Town and Tribe clean up junked cars and mobile homes.

## F.EMPLOYMENT/BUSINESS

Give grants or low cost loans to start-up large 20-35 employee businesses.

Town is 32,516 acres, 52% Government entities, 48% individuals. Average owner is 68 acres. We don't have population or location for major businesses.

Red Cliff would benefit from having a first class hotel and improved marina. This would help expand the Casino.

Work with Bayfield to make use competitive with Door County.

Establish a planning group to create a super casino/hotel complex.

Smaller home based businesses could be encouraged which enhance the quality of life for community residents.

I feel some type of company is needed in the Red Cliff area (factory type).

A factory could be build hidden from view.

A factory would let us build a hotel and better casino

I feel business and residential tax base will benefit all concerned.  
With development, improving condition of all roads is necessary.

## G. OTHER

There is no suggestion about commercial signs in the survey. Other than an actual designation of where the business is located, signs are not needed.

Look for grants for Low Income Housing on Town owned land.

Pursue community land trusts (in non-tribal areas at least) (Included one page description of a community land trust).

I think serious thought should be given to the Orange County CA one, which freezes property taxes for residences until the property is sold.

I realize that there are quite different factions with in the township, i.e. snowmobilers, hunters, developers, preservationists, etc. Has the committee come up with or can state a core value to which we can all subscribe? For instance- quality of life for the residents and character of the area as it is now or (heaven forbid from my point of view) development and growth related to the tourism industry or some other statement which would focus the community in agreement?

Separate Town from Township.

I think it is important to have a plan uniform throughout the county

Public hearings needed with any specific proposed developments.

We need to enforce dog ordinances.