Planning Report

Year 2025 Comprehensive Plan

Town of Delta
Bayfield County, Wisconsin

July 2004

Foth & Van Dyke
# Town of Delta Year 2025 Comprehensive Plan

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Appendices

Appendix A: The History of Delta, Wisconsin
Appendix B: Public Participation Plan and Results
Appendix C: Wisconsin’s Comprehensive Planning Law
Appendix D: Existing Land Use Classification System
1 Issues and Opportunities
1. Issues and Opportunities

The *Issues and Opportunities* element of the comprehensive plan provides background information on the town planning process, a summary of the issues facing the town, and an analysis of the town’s population. Public participation efforts, community goals, and forecasts for the future will be discussed.

1.1 Introduction

The Town of Delta is a remote, rural community in northwestern Wisconsin (see Map 1-1). The town’s landscape is a rolling expanse of seemingly endless forest. Breaking the expanse is a small farming area in the northeast, the White River and its tributaries, and more than 50 lakes of varying sizes and depths. Most of the town’s development is circled around these lakes. Delta is home not only to individuals who support the local tourism and recreation industry, but also to growing numbers of education, finance, medical, and other professionals.

Major influences in the town include a significant presence of non-resident property owners, a tourism and recreation based economy, and the almost overwhelming presence of public lands. Recreational properties are used seasonally by residents of the surrounding region, drawn to Delta from larger metropolitan areas of Wisconsin and Minnesota. Delta is a destination for hunters, hikers, snowmobiles, ATVs, anglers, and a wide variety of other recreationists that come in search of lakes, trout streams, and wild lands. They have no trouble accessing natural resources, with more than 20 thousand acres of federal and state land available within the town. The Chequamegon National Forest and White River State Fishery Area occupy just over one half of the town’s land area.

1.2 Initiation of the Planning Process

In May of 2002, the Town of Delta Plan Commission and Town Board took action to begin a comprehensive planning process. The town’s planning process was initiated to provide tools for the management of growth and development. Significant housing growth, conversion of resorts to condominium ownership, the sale of large blocks of forest land, changing zoning regulations at the county level, and the need for a basis for decision making on these issues were all drivers in motivating the town to develop a comprehensive plan. The development of this plan will also help facilitate compliance with Wisconsin’s Comprehensive Planning law (Wis. Stats. 66.1001) and provide a more detailed level of planning for the town than was accomplished in the Bayfield County Land Use Plan. Refer to the *Implementation* element for more details on compliance with Wisconsin’s Comprehensive Planning law.

The Town of Delta initiated this comprehensive plan development process under the authority of Wisconsin’s Comprehensive Planning legislation, Wis. Stats. 66.1001. The Town also acted under the authority of Wis. Stats. 60.22(3) (village powers) and Wis. Stats. 61.35 (village planning). The Town of Delta was granted village powers at its annual meeting in 1979 and has been operating as such since April 11, 1979.
Map 1-1
TOWN OF DELTA IN THE
REGIONAL SETTING
Bayfield County, Wisconsin

This drawing is neither a legally recorded map nor a survey and is
not intended to be used as one. This drawing is a compilation of
records, information, and data used for reference purposes only.

Source: State of Wisconsin

m\02d016\apf\delta_9.apf   October 30, 2003   Drawn by: kpkl   Checked by: nps
In October of 2002, the Town of Delta was awarded two Lake Planning Grants by the Wisconsin Department of Natural Resources to assist with funding of the comprehensive plan development project. The large number of lakes and the pristine quality of the town’s waterways were instrumental in gaining approval for the grant funding.

Lakes related data, issues, trends, and recommendations found throughout the Town of Delta Comprehensive Plan will be highlighted with this logo in order to demonstrate the importance of water quality in the Town of Delta and to meet the intent of the Lake Planning Grants awarded by the Department of Natural Resources.

1.3 Issue Identification

In November of 2002, the Town of Delta Plan Commission completed a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis to identify issues facing the town relative to growth and development. SWOT analysis is a brainstorming session that involves quick identification of community issues and often reveals a great deal about the community. For example, the exercise often reveals that the same characteristics of the community are viewed as both positive and negative issues. This can be the result of differing opinions of the participants, but more often is the result of the complexity of the issues facing a community.

For the Town of Delta, its remote location and publicly owned lands are the primary source of issues. Remoteness is viewed as a positive when considering the recreational opportunities and the quality of the natural resources in the town. However, remoteness is a challenge when considering the availability of medical care and jobs. The large areas of federal and state owned lands are also linked to recreational opportunities and natural resources, but can pose threats when considering the impact on the town’s ability to raise revenue through property taxes.

Strengths and weaknesses are positives and negatives internal to the town. The following strengths and weaknesses were identified:

**Strengths**

- Good school district
- Good roads – well maintained and good signage
- Low density of housing
- Good groundwater and surface water quality – springs
- Reliable power and phone service
- Wild lands (Chequamegon National Forest, White River State Fishery Area)
- Recreation opportunities (resorts, hunting, fishing, biking, ATV’s, snowmobiles, canoeing, boating, hiking)
- Little crime – safe area
- Good property values
Available natural resources (timber, gravel)

**Weaknesses**

- Lack of access to a 4-lane road
- Lack of jobs for younger people
- Lack of jobs
- High cost of living
- Long distance to medical care
- Long distance to county services – courthouse
- Long distance to major markets
- Many commute long distances
- Remoteness
- Lack of involvement in community decisions
- Cold climate challenge for older population
- Too much land owned by government
- Lack of tax base
- Lack of representation on County Board – district boundary changes

Opportunities and threats are **external** to the town and may be based on assumptions about the future. The following opportunities and threats were identified:

**Opportunities**

- Good place to retire if healthy
- Good place to live
- Untapped agricultural opportunities
- Intelligent community members to draw from in decision making
- Friendly community members
- Gravel resources available
- Water recreation will continue to draw people to the town
- Resource based industries could locate in the town
- Large tracts of land may be available for sale in the future
- Land prices relatively low
- State and federal owned lands currently underutilized

**Threats**

- DNR determining wetlands as lake bed
- Presence of threatened and endangered species limits use of land
- Private septic systems have limited lifetime in local soils
- Replacement of septic systems getting more difficult – changing rules
- Nonconforming lots and structures on water
- Uncontrolled development
- Extreme environmental groups influencing regulations
- Bayfield County Zoning constantly changing shoreland zoning regulations and ignoring grandfathering
The issues and opportunities identified by the Plan Commission and the public are vitally important to the development of their plan. These issues will be addressed by the goals and objectives set forth for each of the planning elements, and ultimately will be connected to the policies and recommendations created to guide the town for the next 20 to 25 years.

## 1.4 Public Participation

Wisconsin's Comprehensive Planning legislation, Wis. Stats. 66.1001, establishes a framework that requires public participation before comprehensive plans can be adopted by a community. The following public participation efforts are required:

- The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan.

- Written procedures shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.

A Town of Delta Public Participation Plan was adopted by the Town Board. This plan includes public participation objectives which the town utilized to gauge its success in providing abundant public participation opportunities throughout the development of the Town of Delta Comprehensive Plan.

### Public Participation Plan

Appendix B contains the Town of Delta Public Participation Plan as adopted by the Town Board. This plan includes public participation objectives which the town utilized throughout the development of the *Town of Delta Year 2025 Comprehensive Plan* to gauge its success in providing abundant public participation opportunities. The town set objectives in four areas: points of contact, variety of methods, purpose of methods, and response rate. Prior to the public hearing on the draft plan, the town had already met many of its public participation objectives.

#### 1. Points of Contact

Of an anticipated 1200 points of public contact, there had been 1188 recorded in the form of surveys responded to, mailed meeting invitations, and public attendance of planning meetings. The rate of return on the public opinion survey was better than anticipated, but meeting attendance was lower than hoped for. Citizen attendance of the working meetings of the plan commission was the largest proportionate shortfall. Better attendance of these meetings would have aided in providing citizens with an in-depth understanding of the planning process. Citizen attendance of the public informational meetings was only slightly lower than anticipated. An objective of 100 people was set, and a total of 84 attended two public informational meetings. This provided a substantial number of citizens with the opportunity to interact directly in the planning process.
<table>
<thead>
<tr>
<th>Potential points of contact</th>
<th>Objective</th>
<th>Actual (to date)</th>
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<tbody>
<tr>
<td>Mailed public opinion survey</td>
<td>213</td>
<td>246</td>
</tr>
<tr>
<td>Mailed public open house invitations</td>
<td>850</td>
<td>850</td>
</tr>
<tr>
<td>Informational meeting attendance</td>
<td>100</td>
<td>84</td>
</tr>
<tr>
<td>Plan commission meeting attendance</td>
<td>20</td>
<td>8</td>
</tr>
<tr>
<td>Public hearing attendance</td>
<td>17</td>
<td>11</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>1200</strong></td>
<td><strong>1199</strong></td>
</tr>
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2. Variety of Methods

Assuming that a public hearing will be held and written comments will be responded to, the town will have fully met its objectives for the variety of outreach methods. In addition to the 12 methods identified as mandatory, the town also elected to utilize a planning process newsletter that included answers to many of the questions that arose in the period of time between the two public informational meetings.

3. Purpose of Methods

The town has fully met its objectives for the purpose of public outreach methods. The methods employed have accomplished public awareness, public education, public input, and public interaction. The highest level of desired involvement, public interaction, was achieved at the public informational meetings. These meetings were both held during the summer months to maximize public interaction opportunities for both permanent and seasonal residents.

4. Response Rate

This objective is the largest remaining responsibility for the town. A public comment period of at least 30 days will take place before the public hearing. The Town of Delta will strive to respond to 100% of the public comments received on the draft comprehensive plan before making a decision to adopt the plan.

Community Survey

A major component of the Town of Delta’s public participation process began in January of 2003 with the mailing of a written survey to every town property owner. The Town of Delta Plan Commission created the survey and compiled the results. Of the 419 surveys mailed, 246 were returned representing a very substantial response rate of 59 percent.

The 38 question survey sought opinions relative to existing conditions in the town and attitudes toward growth and development within the context of several of the comprehensive planning elements. Significant agreement in the responses appeared throughout the survey results and occurred in the areas of the town’s future vision, growth and development, regulations and codes, and outdoor recreation. Highlights of the survey are included within the Town of Delta Year 2025 Comprehensive Plan.
Future Vision

Property owners were asked to rank the top five issues facing the Town of Delta. The issues that appeared most frequently in the top five were:

(Issue and percent of respondents who included this in their top five issues.)

1. Property taxes.  
   (83%)

2. Protecting lakes and streams.  
   (74%)

3. Maintain rural northwoods character.  
   (74%)

4. Improve roads.  
   (37%)

5. Improved zoning enforcement.  
   (33%)

Property owners were asked questions that broadly addressed the general character and future direction of the town. Some of the strongest responses were:

The preservation of farmland is important in the Town of Delta.  
(64%)

The protection of natural resources (woodlands, wetlands, water, etc) is important in the Town of Delta.  
(87%)

Growth and Development

Property owners were asked for their opinions regarding several aspects of potential future development. Some of the strongest responses were:

The construction of roads in new developments should be paid for by the developers.  
(80%)

The town should not develop an airport.  
(77%)

Single family homes should not be grouped in one area of a parcel to conserve open space (known as cluster development).  
(59%)
Opinions on commercial development such as retail stores, wholesale stores, and service businesses were not significantly different.

<table>
<thead>
<tr>
<th>In favor.</th>
<th>(45%)</th>
<th>Opposed.</th>
<th>(46%)</th>
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Commercial recreational development (campgrounds, resorts) is not desirable in the Town of Delta. (56%)

Home based businesses should be developed. (68%)

Industrial development is not desirable in the town. (55%)

The Town of Delta should not provide financial incentives to attract new business development. (80%)

Utility development (electrical transmission lines, natural gas pipelines, etc.) is not desirable in the Town of Delta. (56%)

Property owners were asked to choose the top three types of housing development that they would like to see in the future. The following were the most frequent responses:

(Type of housing and percent of respondents who included this in their top three choices.)

<table>
<thead>
<tr>
<th>Type of housing</th>
<th>Percent</th>
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<tbody>
<tr>
<td>Single family homes.</td>
<td>(65%)</td>
</tr>
<tr>
<td>Seasonal/recreational homes.</td>
<td>(52%)</td>
</tr>
<tr>
<td>None.</td>
<td>(35%)</td>
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<tr>
<td>Elderly housing.</td>
<td>(20%)</td>
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Regulations and Codes

Property owners were asked for their opinions relative to several potential areas of regulation that could be addressed by the town. The strongest responses were:

- The town should adopt a policy on future subdivision developments in addition to existing county regulations. (54%)
- This is no need for more stringent construction standards for new building. (55%)
- The Town of Delta should adopt standards for mobile homes addressing foundation, skirting, age, and size. (70%)
- The town should adopt regulations that apply to the development of mobile home parks. (78%)
- The Town of Delta should restrict minimum lot sizes on land that is not under shoreland zoning. (69%)
- The minimum lot size for off-water parcels should be 5 acres. (53%)
- The town should adopt standards for sand/gravel pit locations and operations. (75%)

Opinions were not significantly different regarding whether the town should adopt more restrictive standards for signs and billboards than the county.

In favor. (42%)  Opposed. (46%)

Town property tax revenue should not be used to pay for the enforcement of town ordinances. (92%)
Outdoor Recreation

Property owners were asked for their opinions regarding several aspects of outdoor recreation. The strongest responses were:

- Additional ATV trails are not desirable in the town. (57%)
- Additional snowmobile trails are not desirable in the town. (59%)
- Additional skiing and walking trails are desirable in the town. (53%)

Opinions on additional biking trails were not significantly different.

- In favor. (41%)  
- Opposed. (45%)

Opinions on the use of snowmobiles on town roads were not significantly different.

- In favor. (47%)  
- Opposed. (45%)

Opinions on the use of ATVs on town roads were not significantly different.

- In favor. (46%)  
- Opposed. (48%)

These survey responses will give the town its initial sense of direction. Responses to the broad concepts will aid in the development of a vision for the future as well as plan goals and objectives. Responses to the more specific questions will help the town craft its policy statements and implementation plan.

Public Informational Meetings

The first of two public informational meetings was held May 29, 2003 at the Delta Town Hall. Invitations to this meeting were mailed directly to every property owner in the town, and approximately 43 people attended. The primary objectives of this meeting were to report on the work completed to date and to obtain feedback on the town’s draft goals and objectives and on a conceptual draft of the preferred land use map. The results of these meetings should be viewed as one more piece of the total body of public participation. This format of public participation is advantageous in that the discussion leads to well thought out feedback. However, only a small
number of people are represented. Fewer people attended the public informational meetings than responded to the public opinion survey, for example. These results alone were not used to guide development of the plan. Where the results of this meeting were consistent with the results of other public participation, they were used by the plan commission to further refine the goals, objectives, and preferred land use map and to begin crafting the town’s policies and implementation plan. Some of the key results included:

- Strong support for the re-establishment of a mixed-use town center.
- Support for the adoption of commercial design review standards.
- Affirmation of the survey results that indicate that the desired overall development pattern should be scattered versus clustered or concentrated.
- Support for directing residential development away from productive farmland, forests, and environmentally sensitive areas.
- Strong support for continuing to work with Bayfield County in order to achieve the town’s desired pattern of land use.
- Strong support for implementation tools that can be administered by the plan commission.
- Strong support for much of the content of the conceptual preferred land use map.

Surface water quality issues were a focus of one portion of the first public informational meeting. Those in attendance were asked to identify a waterway with which they were most familiar or to consider waterways in the town in general. They were then asked to rate the top 5 issues facing those bodies of water. This activity was intended to provide a broad survey of potential issues that could serve as a starting point for more detailed study at a later date. The results represent the opinions of a few individuals and are not statistically representative of the town as a whole. Overall, the most frequently selected statements were:

1. Balancing use of waterways between quiet uses and powered uses.
2. No issues. These waterways are perfect.
3. Lack of fish or wildlife.

The second public informational meeting was held August 28, 2003 at the Delta Town Hall. Invitations to this meeting were mailed directly to every property owner in the town, and approximately 41 people attended. The primary objectives of this meeting were to report on the work completed to date and to obtain feedback on the town’s draft policies, implementation strategy, and land use plan. This public informational meeting had a more open format than the first one. There were no questionnaires. The presented material was followed by an open discussion period. Those attending could ask questions related to any aspect of the presented material or the planning process as a whole.

A detailed report of the results of these meetings can be found in Appendix B.
Newsletter

The invitation to the August public informational meeting was accompanied by a newsletter that provided additional information on the planning process, Wisconsin’s Comprehensive Planning law, and how the plan might affect the town after adoption. After the first public informational meeting, Plan Commission and Town Board members sensed the need to provide additional information to town residents and property owners. In response to this need, it was determined that a newsletter would be the most effective tool to answer the most frequently raised questions.

Plan Commission Meetings

Twelve meetings of the Town Plan Commission were held throughout the planning process. These meetings were the vehicle for completing most of the plan drafting work. Activities included reviewing draft documents, selecting goals, objectives, and policies, reviewing implementation options, and preparing for the public informational meetings. These meetings were posted, held at the town hall, and open to the public. Minutes of these meetings can be requested from the Town Clerk. Although few members of the public actually attended, all results of the plan commission working meetings were presented at the public informational meetings. The meetings of the plan commission dedicated to work on the comprehensive plan included:

- October 8, 2002
- November 11, 2002
- November 19, 2002
- February 13, 2003
- March 13, 2003
- April 10, 2003
- April 24, 2003
- June 19, 2003
- July 23, 2003
- August 17, 2003
- October 23, 2003
- November 20, 2003

Public Hearing

A public hearing was held before the Town Board on June 26, 2004 to consider adoption of the plan as recommended by the Plan Commission. This hearing was posted and advertised by a Class 1 notice and provided compliance with the public hearing requirement of Wisconsin’s Comprehensive Planning law (Wis. Stats. 66.1001). A summary of the planning process and plan was presented, but most of the time was reserved for public comment and open discussion. No substantive changes to the draft comprehensive plan were requested as a result of the public hearing or registered in writing during the 60 day public comment period.

1.5 Demographics

Monitoring population growth is a primary tool in tracking change and predicting future growth and change within a community. Population characteristics relate directly to the town’s housing, educational, utility, community, and recreational facility needs, as well as future economic development and transportation demands. Over time, fluctuations in the regional economy, housing markets, and other trends can also influence population change.
Table 1-1: Population Trends, Town of Delta, 1970-2000

<table>
<thead>
<tr>
<th></th>
<th>Census Count</th>
<th># Change</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>150</td>
<td>205</td>
</tr>
</tbody>
</table>


Table 1-1 displays population trends for the Town of Delta from 1970 to 2000. The town has experienced steady, but growing population levels over the 30 year period. From 1970 to 1980, the town’s population increased by 55 persons, however in the following decade population only increased by 10 persons. From 1990 to 2000, population increased by 20 persons. Overall, population within the town has increased moderately.

Comparative Population Trends

Table 1-2 displays a comparison of the Town of Delta’s population to the Towns of Drummond and Mason, the Village of Mason, Bayfield County, and the State of Wisconsin. Similarly, Figure 1-1 depicts the comparative population change during the period for the Town of Delta, Bayfield County, and the State of Wisconsin.

Table 1-2: Comparative Population Change, Town of Delta and Selected Areas, 1970-2000

<table>
<thead>
<tr>
<th></th>
<th>1970</th>
<th>1980</th>
<th>1990</th>
<th>2000</th>
<th>% Change</th>
<th>% Change</th>
<th>% Change</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1970-80</td>
<td>1980-90</td>
<td>1990-00</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Town of Delta</td>
<td>150</td>
<td>205</td>
<td>215</td>
<td>235</td>
<td>36.7%</td>
<td>4.9%</td>
<td>9.3%</td>
<td>56.7%</td>
</tr>
<tr>
<td>Town of Drummond</td>
<td>349</td>
<td>442</td>
<td>417</td>
<td>541</td>
<td>26.6%</td>
<td>-5.7%</td>
<td>29.7%</td>
<td>55.0%</td>
</tr>
<tr>
<td>Town of Mason</td>
<td>304</td>
<td>304</td>
<td>296</td>
<td>326</td>
<td>0.0%</td>
<td>-2.6%</td>
<td>10.1%</td>
<td>7.2%</td>
</tr>
<tr>
<td>Village of Mason</td>
<td>119</td>
<td>102</td>
<td>102</td>
<td>72</td>
<td>-14.3%</td>
<td>0.0%</td>
<td>-29.4%</td>
<td>-39.5%</td>
</tr>
<tr>
<td>Bayfield County</td>
<td>11,683</td>
<td>13,822</td>
<td>14,008</td>
<td>15,013</td>
<td>18.3%</td>
<td>1.3%</td>
<td>7.2%</td>
<td>28.5%</td>
</tr>
<tr>
<td>State of Wisconsin</td>
<td>4,417,731</td>
<td>4,705,642</td>
<td>4,891,769</td>
<td>5,363,675</td>
<td>6.5%</td>
<td>4.0%</td>
<td>9.6%</td>
<td>21.4%</td>
</tr>
</tbody>
</table>


When compared to the other areas shown, the Town of Delta experienced the greatest percentage of population growth from 1970 to 2000. The Town of Drummond also experienced a significant overall population growth for the 30 year period. However, the Town of Mason and Village of Mason experienced minimal and negative population growth, respectively.
Population growth within the county was greatest during the 1970s and greater than the State for the 30 year period shown.

**Figure 1-1: Comparative Population Change, Town of Delta, Bayfield County, and Wisconsin, 1970-2000**

![Population Change Diagram](image)


**Population by Age Cohort**

Table 1-3 displays the distribution of the population by age groups for 1990 and 2000 within Delta. A shifting age structure affects a variety of services and needs within the community including housing, elderly care, and schools.

**Table 1-3: Population by Age Cohort, Town of Delta, 1990-2000**

<table>
<thead>
<tr>
<th>Age</th>
<th>1990 Number</th>
<th>% of Total</th>
<th>2000 Number</th>
<th>% of Total</th>
<th>% Change 1990-00</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 5</td>
<td>15</td>
<td>7.0%</td>
<td>14</td>
<td>6.0%</td>
<td>-6.7%</td>
</tr>
<tr>
<td>5-19</td>
<td>31</td>
<td>14.4%</td>
<td>33</td>
<td>14.0%</td>
<td>6.5%</td>
</tr>
<tr>
<td>20-44</td>
<td>62</td>
<td>28.8%</td>
<td>62</td>
<td>26.4%</td>
<td>0.0%</td>
</tr>
<tr>
<td>45-64</td>
<td>60</td>
<td>27.9%</td>
<td>64</td>
<td>27.2%</td>
<td>6.7%</td>
</tr>
<tr>
<td>65+</td>
<td>47</td>
<td>21.9%</td>
<td>62</td>
<td>26.4%</td>
<td>31.9%</td>
</tr>
<tr>
<td>Total</td>
<td>215</td>
<td>100.0%</td>
<td>235</td>
<td>100.0%</td>
<td>9.3%</td>
</tr>
</tbody>
</table>


For the period shown, the age structure in the Town of Delta has shifted slightly to older age groups with a 31.9% increase in the 65+ age group. The 2000 median age of residents in the
town was 46.1 years. The median age for Bayfield County was 42.1 and the median age for Wisconsin was 36.0.

**General Population Trends**

The Town of Delta, as well as Bayfield County, is experiencing trends similar to many other northern and more seasonal communities in Wisconsin. The following factors were identified in the *Bayfield County Land Use Plan* as factors affecting population and demographic change.

Growing population of elderly (age 65 and over) inhabitants who remain, have family or other ties to the area:

- An influx of 35 to 54 year olds who are generally well educated, without children or with few children, and seek a tranquil setting to reside or start a business;
- An out-migration of retired individuals (age 65 to 84) who have spent their work careers in the area but seek to retire elsewhere and maintain their residence as a seasonal home;
- An increase of retired individuals (65 and over) who have spent their working career elsewhere and are now establishing a residence in the county or converting their summer home or seasonal dwelling into a permanent residence;
- A decrease in infants born into or moving with families into the county;
- An overall decrease in persons between the ages of 15 and 34; as this age group is most likely to seek employment and educational opportunities elsewhere.

**Education Levels**

The educational attainment level of persons in a community is often an indicator of the overall income, job availability, and well-being of a community. According to the 2000 Census, approximately 83% of town residents age 25 and over have attained a high school or higher level of education (compare to 85% for the State of Wisconsin). Approximately 31% have attained a bachelor, or higher, degree (compare to 22% for the State of Wisconsin). For further labor force information refer to the *Economic Development* element.

**Income Levels**

According to the 2000 Census, the largest segment of town residents, 23.4%, had a household income between $15,000 and $24,999. The greatest portion of county residents, 19.5%, had an income between $35,000 and $49,999. The town’s median household income was $4,289 higher than the county’s. The town had a lower number of households with an income of less than $10,000 and a significant number of households within the $50,000 to $74,999 income category contributing to the town’s higher median income.
Employment Characteristics

According to the 2000 Census, the greatest percentage of employment for the town and the county was within the educational, health, and social services economic sector, 31.6% and 22.4% respectively. The second largest economic sector for the town and the county was arts, entertainment, recreation, accommodation, and food service, 14.3% and 12.8% respectively. These economic trends indicate the seasonal nature of the economy and dependence upon tourism and seasonal visitors. For further economic and labor force information refer to the Economic Development element.

1.6 Trends and Forecasts

Population projections are based on past and current population trends, and their reliability depends on the continuation of these past growth trends. Projections should be considered as one of many tools used to help anticipate and predict future needs within the town. Population levels are subject to the town’s physical conditions, environmental concerns, land use, zoning restrictions, taxation, and other political policies that influence business and personal location decisions.

Every ten years, when the U.S. Bureau of the Census releases Census information for the State of Wisconsin, the Wisconsin Department of Administration (WDOA) Demographics Services Center prepares baseline population projections for the communities and counties of Wisconsin. The WDOA takes approximately three years to release projection information after new census data are released. The WDOA utilizes a projection formula that calculates the annual population change over three varying time spans. From this formula, the average annual numerical population change is calculated, which is used to give communities preliminary population projections for a future date.

The WDOA has released preliminary population projections that utilize the 2000 Census.
Figure 1-2: WDOA Preliminary Population Projections, Town of Delta, 2000-2020


Linear Population Projections

Figure 1-3 illustrates the census counts from 1990 and 2000 and a linear projection that was calculated by taking the percent change between the census counts and projecting the trend on an annual basis to the year 2030.

Figure 1-3: Linear Population Projections, Town of Delta, 1990-2030

It is estimated that the town’s population in the year 2030 will reach 310 persons, an increase of 31.9% from the 2000 Census count.

Population projections in the Bayfield County Land Use Plan, created by the Northwest Regional Planning Commission, estimate the town’s population to reach 282 persons by 2020. This projection is nearly identical to the linear projection identified in Figure 1-3.

Projections should be used only as guidance for estimating future population growth. It is likely that future town population levels will fall somewhere within the provided projections.

Preliminary population projections to the year 2030 have been completed for the state by the WDOA. Primary trends are as follows:

- Wisconsin’s population in 2030 is projected to be 6.35 million, nearly one million more than the 2000 census count of 5.36 million.

- The pre-school and school-aged populations together – ages 0 through 17 – will decrease slightly from 1,369,000 in 2000 to 1,320,000 in 2010, and then increase steadily to 1,430,000 in 2030.

- The working age population – ages 18 through 64 – will peak in 2015 at 3.67 million and then decline slightly by 2030 to 3.60 million (but still 300,000 above the 2000 census count).

- The number of births in Wisconsin will show an increase from under 350,000 in the 2000-2005 period to approximately 385,000 in the three five-year periods after 2015. The volume of deaths, however, will increase substantially due to the aging population. Consequently, natural increase, the excess of births over deaths, will decline from 127,000 in the first half of the 2010s to a little over 85,000 in the second half of the 2020s.

- The age 65-plus population will increase slowly up to 2010, and then grow dramatically as the Baby Boomers join the ranks of the elderly. Wisconsin’s elderly population will expand by more than 600,000 over the 30-year period from 703,000 in 2000 to 1,327,000 in 2030. Senior citizens formed 13% of the state’s total population in 2000. Their proportion will rise to 21% in 2030.

- The population aged 85 and over is projected at 157,000 in 2030, an increase of 61,000 – or nearly 65% - over their 2000 tally of 96,000.

While these trends are projected for the state as a whole it is anticipated that many of these will also affect the Town of Delta.

**Comparative Population Projections**

Figure 1-4 displays both the WDOA preliminary population projection and the linear population projection for the Town of Delta.
The projections displayed in Figure 1-4 should be used only as guidance for estimating future population growth. It is likely that future town population levels will fall somewhere between the results of the various projections provided.

**Figure 1-4: Comparative Population Projections, Town of Delta, 1990-2030**

![Population Projections Chart]


Population projections within the Bayfield County Land Use Plan, created by the Northwest Regional Planning Commission, estimate the town’s population to reach 282 persons by 2020. This projection is nearly identical to the linear projection and also very close to the WDOA preliminary projection.

**Household Trends**

Data provided by the 1990 and 2000 census indicate a trend toward fewer persons per household throughout the State of Wisconsin. These trends hold true in Bayfield County, where persons per household has decreased by nearly 3 percent, and in the Town of Delta where the drop was closer to 4 percent. This trend is likely related to smaller family sizes and a growing number of retired persons remaining in single family homes. The trend toward fewer persons per household is likely to continue into the future, but is difficult to forecast with any certainty.
Table 1-4: Persons Per Household, Town of Delta and Bayfield County, 1990-2000

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Town of Delta</td>
<td>2.31</td>
<td>2.21</td>
<td>-4.3%</td>
</tr>
<tr>
<td>Bayfield County</td>
<td>2.52</td>
<td>2.45</td>
<td>-2.8%</td>
</tr>
</tbody>
</table>


Employment Forecasts

In January of 2001, the Wisconsin Department of Workforce Development (WDWD) released a publication entitled *Wisconsin Projections, 1998-2008*. This publication makes economic projections for the state regarding the labor force, industries and occupations. Some of these predictions will likely influence local and regional employment trends.

According to the WDWD projections, the top five industries adding the most new jobs from 1998 to 2008 will be the business service industry, health services, educational services, social services and miscellaneous retail stores. The top five occupations with the most job openings for the same period are cashiers, retail salespersons, waiters and waitresses, general office clerks and general managers/top executives. More detailed information on local and regional employment trends can be found in the Economic Development element.

1.7 Issues and Opportunities Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1) **Strengthen local control of land use decisions and maintain the ability to guide the town’s destiny.**

**Supporting Objectives**

- Utilize the town’s comprehensive plan as a tool to guide and support town actions and decisions.
- Support the Wisconsin Towns Association and be active in local, district, and state meetings.
- Request that county government amend its decision-making procedures to be consistent with the town’s comprehensive plan.
Goal 2) Balance appropriate land use regulations and individual property rights with community interests and goals.

Supporting Objectives

♦ Develop land use planning and protection strategies based on public input received throughout the plan development process and ongoing public participation efforts after the plan is adopted.

♦ Improve the town’s land use review process to ensure that all interested parties are afforded an opportunity to influence the outcome, and to objectively examine development proposals.

♦ Promote flexibility in land use controls by exploring incentive based approaches and by allowing mitigation of potential negative impacts to produce win-win outcomes.

Goal 3) Increase community awareness, support and involvement in land use planning and water quality protection efforts.

Supporting Objectives

♦ Create opportunities for citizen participation throughout all stages of plan and ordinance development and amendment.

♦ Improve public access to and understanding of available maps and other information related to town natural resources and the benefits and functions that they provide.

♦ Develop and provide educational materials on topics pertinent to town goals, objectives, policies, and land use controls.

♦ Utilize a variety of media to announce upcoming meetings and events such as Lake Association newsletters, local newspapers, posted town meetings, radio, public access television, and web pages.

1.8 Issues and Opportunities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focussed responses to the issues that the town is concerned about. Policies and recommendations become the tools that the town can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the Town of Delta Comprehensive Plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.
Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

**Policies**

- The Town of Delta will conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan.

- The Town of Delta Comprehensive Plan will maintain consistency with State of Wisconsin comprehensive planning requirements.

**Recommendations**

1. Monitor comprehensive planning laws for changes that apply to the town.

1.9 **Town of Delta Comprehensive Planning Goals and Overview**

This section includes a definition of each planning element (per Wisconsin Statutes 66.1001) and a compilation of the town’s related planning goals for those elements where goals are required. This section provides the reader with a general overview of the town’s desires for the future and the topics covered by the comprehensive plan. All goals, objectives, policies, and programs for the town are located in each respective plan element.

**Issues and Opportunities Element**

“Background information on the local government unit and a statement of overall goals, objectives, policies and programs of the local government to guide the future development and redevelopment of the local government unit over a 20 year planning period.”

Goal 1) Strengthen local control of land use decisions and maintain the ability to guide the town’s destiny.

Goal 2) Balance appropriate land use regulations and individual property rights with community interests and goals.

Goal 3) Increase community awareness, support and involvement in land use planning and water quality protection efforts.

**Housing Element**

“A compilation of goals, objectives, policies, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit.”
Goal 1) Promote housing development that provides a range of housing choices for current and future residents of the Town of Delta.

Goal 2) Maintain and rehabilitate the Town of Delta’s existing housing stock.

Goal 3) Strive for housing development that maintains the rural nature of the town and that is compatible with the town’s forested and recreational atmosphere.

Transportation Element

“A compilation of goals, objectives, policies, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation.”

Goal 1) Provide a safe, efficient and cost effective transportation system for the movement of people and goods throughout the community.

Utilities and Community Facilities Element

“A compilation of goals, objectives, policies, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunication facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities such as police, fire, and rescue facilities, libraries, schools and other governmental facilities.”

Goal 1) Maintain the high quality of town government, facilities, services and utilities.

Goal 2) Promote a variety of recreational opportunities within the community.

Goal 3) Ensure proper disposal of wastewater to protect ground and surface water resources.

Goal 4) Ensure that roads, structures and other improvements are reasonably protected from flooding.

Goal 5) Ensure that police, fire and emergency services are appropriate for the existing and future needs and demands of the town and its land uses.

Agricultural, Natural, and Cultural Resources Element

“A compilation of goals, objectives, policies, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and
nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.”

Goal 1) Preserve the pristine quality of surface water and groundwater resources for current and future generations in the Town of Delta.

Goal 2) Support further development of underutilized resources while minimizing potential negative impacts and maintaining consistency with the character of the Town of Delta.

Goal 3) Maintain, preserve and enhance the town’s natural environment, forested lands, open spaces and wild lands.

Goal 4) Maintain and enhance the town’s remote and natural atmosphere which contributes to the quality of life.

Goal 5) Preserve significant historic and cultural lands and structures that contribute to community identity and character.

**Economic Development Element**

“A compilation of goals, objectives, policies, maps and programs to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities in the local governmental unit.”

Goal 1) Promote the stabilization and expansion of the economic base and quality employment opportunities in the Town of Delta.

Goal 2) Promote the forestry industry and related business as an important economic base for the future of the community.

**Intergovernmental Cooperation Element**

“A compilation of goals, objectives, policies, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities, and sharing services.”

Goal 1) Seek to establish and improve mutually beneficial relationships with other units of government.

Goal 2) Improve relationships with state and federal agencies with a major presence in the town.

**Land Use Element**

“A compilation of goals, objectives, policies, maps and programs to guide the future development and redevelopment of public and private property.”
Goal 1) Provide for a well-balanced mix of land uses within the Town of Delta.

Goal 2) Encourage planned growth that enhances the local economy without harming the quality of natural resources, viability of recreational opportunities or the character of the town.

Goal 3) Work cooperatively with Bayfield County to achieve the town’s desired future pattern of land use.

**Implementation Element**

“A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in all other elements.”

The *Implementation* element does not include goal statements.

### 1.10 Wisconsin Comprehensive Planning Goals

Wisconsin’s Comprehensive Planning legislation establishes 14 local comprehensive planning goals that attempt to encourage consistency between the plans of any agency or jurisdiction on a state-wide scale. The Town of Delta is not required to address these goals, because the planning effort is not being funded by a Wisconsin Department of Administration comprehensive planning grant. However, the town should be aware of these goals. The 14 local comprehensive planning goals are listed here for reference.

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.

2. Encouragement of neighborhood designs that support a range of transportation choices.

3. Protection of natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces and groundwater resources.

4. Protection of economically productive areas, including farmland and forests.

5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs.

6. Preservation of cultural, historic and archaeological sites.

7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.

9. Providing an adequate supply of affordable housing for all income levels throughout each community.

10. Providing adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.

12. Balancing individual property rights with community interests and goals.

13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.

14. Providing an integrated, efficient and economical transportation system that provides mobility, convenience and safety which meets the needs of all citizens including transit-dependent and disabled.
Housing
2. Housing

The Housing element contains an inventory and assessment of housing characteristics in the Town of Delta. It is intended that this inventory will help identify deficiencies and opportunities relative to meeting the present and future housing needs of the town.

This inventory includes available information regarding the current housing stock, housing forecasts, housing affordability, and a listing of housing related programs available to the town. Indicators were analyzed at the local, county, state, and regional level to determine trends, opportunities, and needs within the community. The physical location of housing determines the location and cost of many public services and facilities. In addition, housing characteristics are related to the social and economic conditions of the town’s residents.

The Housing element contains projections for future housing needs. Housing types and quantities are both considered. Since the vast majority of the development in the Town of Delta is located near lakes, future housing development may have impacts on these waterways.

2.1 Housing Characteristics

The information presented in this section describes the town’s current housing stock, identifies significant changes which have occurred in housing over time, and projects housing growth to the year 2030.

It is important to note that the data used in the housing analysis come from various sources, and discrepancies between certain data will be apparent. For example, census data show that the total number of housing units decreased by 30 between 1990 and 2000. No annexations, natural disasters, or population decline took place during that period, and there is no available explanation for the decrease in the recorded number of housing units. Other available data, such as the number of parcels assessed for residential use, showed a steady increase during that same time period. Another common discrepancy found in census-based housing data is a small difference between the total number of housing units used when reporting the housing supply (Table 2-1), the year structure built (Table 2-2), and the units in structure (Table 2-3). Again, there is no available explanation for this discrepancy.

The purpose of these data are to illustrate the general housing situation in the town and to provide enough information to make some basic forecasts of housing trends and future needs.
None of the discrepancies found in the following housing data are significant enough to seriously undermine the presented analysis.

**Housing Supply**

Table 2-1 provides general information regarding the housing supply in the Town of Delta from 1990 to 2000, including a breakdown of units by occupancy and seasonal use. Seasonal units are those units which are used for seasonal, recreational, occasional, or other use.

**Table 2-1: Housing Supply, Town of Delta, 1990-2000**

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
<th># Change</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Occupied Units</td>
<td>93</td>
<td>107</td>
<td>14</td>
<td>15.1%</td>
</tr>
<tr>
<td>Owner Occupied</td>
<td>88</td>
<td>100</td>
<td>12</td>
<td>13.6%</td>
</tr>
<tr>
<td>Renter Occupied</td>
<td>5</td>
<td>7</td>
<td>2</td>
<td>40.0%</td>
</tr>
<tr>
<td>Vacant Year Round Units</td>
<td>6</td>
<td>21</td>
<td>15</td>
<td>250.0%</td>
</tr>
<tr>
<td>Seasonal Units</td>
<td>259</td>
<td>200</td>
<td>-59</td>
<td>-22.8%</td>
</tr>
<tr>
<td>Total Units</td>
<td>358</td>
<td>328</td>
<td>-30</td>
<td>-8.4%</td>
</tr>
</tbody>
</table>


Between 1990 and 2000, the total number of housing units in the town decreased by 8.4% or 30 units. Although occupied units and vacant year round units increased, the decrease in seasonal units accounts for the total housing units decline. However, this decrease in the total housing supply for Delta is questionable and conflicts with other data available for the same time period. The census data appears to have either overestimated the number of housing units for 1990, or underestimated the number of housing units for 2000. There is no plausible explanation for a loss of 30 housing units.

**Seasonal Housing Units**

The increase in occupied units in combination with the decrease in seasonal units often indicates that units which were once used only seasonally have now become full time residences. This trend is also supported by the increase in the over 65 population within the town, an age group that often retires to their once seasonal homes. However, in Delta, the reduction of 59 seasonal units is only partially recovered under the increase of occupied units. Although the number of seasonal units in the town has decreased, approximately 61% of the town’s total housing units was identified as being seasonal according to the 2000 Census. Seasonal housing unit projections, created by the Northwest Regional Planning Commission, indicate that Delta will have 269 seasonal housing units by 2020, a 69 unit increase from 2000 or a 34.5% increase.

A significant seasonal housing base has several effects on the town, including:

- Employment tends to be more seasonal to meet the demand of seasonal residents.
 Participation in community events or local government activity is generally attended by full-time residents unless events or meetings are held during seasonal peaks.

 Demand for park and recreation facilities is high although the full-time population in the area may be generally low.

 Tourism and a seasonal population in the area contribute significantly to overall spending and economic activity in the town.

 Seasonal populations require or demand more service oriented type businesses such as restaurants, bars, and hotels.

 Some seasonal homes may not be as well maintained due to lack of use.

 In areas of high seasonal demand, housing prices are generally higher.

 These effects impact the town’s appearance, level of services, and overall quality of life. Monitoring the number of seasonal residences within the town is important in order to proactively deal with potential negative impacts.

 Age of Housing Stock

 The age of a community’s housing stock is an important element to be analyzed when planning for the future. If there is a significant amount of older housing units they will most likely need to be rehabilitated, replaced or abandoned for new development within the planning period. Accommodating a new housing supply requires planning for additional infrastructure, stormwater management, land availability, utilities, transportation routes, and a variety of other factors that need to be considered prior to new development.

 Table 2-2 describes the age of the housing supply in the Town of Delta and Bayfield County. According to the 2000 Census, the largest number of housing units within the town was built between 1960 and 1969. For the county, the largest number of units was built prior to 1939. The town has a significant number of housing units that were built between 1995 and 1998, indicating a fairly new housing supply. The “Total” does not match “Total Units” shown in Table 2-1, as the Bureau of the Census used sample data.
Table 2-2: Year Structure Built, Town of Delta and Bayfield County, 2000

<table>
<thead>
<tr>
<th>Year Built</th>
<th>Town of Delta</th>
<th>Bayfield County</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>% of Total</td>
</tr>
<tr>
<td>1999 to March 2000</td>
<td>9</td>
<td>2.8%</td>
</tr>
<tr>
<td>1995 to 1998</td>
<td>58</td>
<td>17.9%</td>
</tr>
<tr>
<td>1990 to 1994</td>
<td>21</td>
<td>6.5%</td>
</tr>
<tr>
<td>1980 to 1989</td>
<td>48</td>
<td>14.8%</td>
</tr>
<tr>
<td>1970 to 1979</td>
<td>50</td>
<td>15.4%</td>
</tr>
<tr>
<td>1960 to 1969</td>
<td>78</td>
<td>24.1%</td>
</tr>
<tr>
<td>1940 to 1959</td>
<td>38</td>
<td>11.7%</td>
</tr>
<tr>
<td>1939 or earlier</td>
<td>22</td>
<td>6.8%</td>
</tr>
<tr>
<td>Total</td>
<td>324</td>
<td>100.0%</td>
</tr>
</tbody>
</table>


Structural Type

Table 2-3 details the number of units by structure type in Delta. The majority of structures, 86.7%, were one-unit detached structures. The town also had a considerable number of mobile homes, 33 units or 10.2% of the total town housing supply. The “Total” does not match “Total Units” shown in Table 2-1, as the Bureau of the Census used sample data.

Table 2-3: Units in Structure, Town of Delta, 2000

<table>
<thead>
<tr>
<th>Town of Delta</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number</td>
</tr>
<tr>
<td>1-unit, detached</td>
</tr>
<tr>
<td>1-unit, attached</td>
</tr>
<tr>
<td>2 units</td>
</tr>
<tr>
<td>3 or 4 units</td>
</tr>
<tr>
<td>5 to 9 units</td>
</tr>
<tr>
<td>10 to 19 units</td>
</tr>
<tr>
<td>20 or more units</td>
</tr>
<tr>
<td>Mobile home</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>


Housing Values

Census data for the town provides a relative measure of housing values when compared to the same data collected at the county level, see Table 2-4. This information also provides some insight into the affordability of housing in the town. Reported housing values are the census respondents’ estimates of how much the property (home and lot) would sell for if it were for sale. Based on a sample of 41 homes selected to be representative of units occupied by their owners (rather than vacant or rented units), the greatest number of homes in the town were valued
between $150,000 and $199,999. The median housing value in the town for 2000 was $155,700, significantly greater than the county’s median value of $86,100. This comparison means that owner-occupied, single family homes in Delta are valued, on average, significantly higher than similar units elsewhere in Bayfield County. This also raises the question of whether there is adequate housing that is affordable to the full range of existing and future town residents.

Table 2-4: Housing Values of Specified Owner-Occupied Units, Town of Delta and Bayfield County, 2000

<table>
<thead>
<tr>
<th>Town of Delta</th>
<th>Bayfield County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number</td>
<td>% of Total</td>
</tr>
<tr>
<td>Less than $50,000</td>
<td>0</td>
</tr>
<tr>
<td>$50,000 to $99,999</td>
<td>10</td>
</tr>
<tr>
<td>$100,000 to $149,999</td>
<td>8</td>
</tr>
<tr>
<td>$150,000 to $199,999</td>
<td>17</td>
</tr>
<tr>
<td>$200,000 to $299,999</td>
<td>6</td>
</tr>
<tr>
<td>$300,000 to $499,999</td>
<td>0</td>
</tr>
<tr>
<td>$500,000 to $999,999</td>
<td>0</td>
</tr>
<tr>
<td>$1,000,000 or more</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>41</td>
</tr>
</tbody>
</table>


2.2 Housing Unit Forecast

Housing unit projections are a useful tool in preparing the comprehensive plan for the Town of Delta. Specifically, housing projections are used to allocate required acreage to accommodate future residential development, as well as prepare for future demands that growth may have on the town’s public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as guides for planning.

Although U.S. Census data show a decrease in the total number of housing units between 1990 and 2000, housing units are expected to increase over the next 20 to 25 years in the Town of Delta. Because of this anomaly in the Census data, three different methods were used to prepare projections. The result is a range of likely housing counts for the year 2025.

Linear Housing Unit Projections

Figure 2-1 presents a housing unit projection for the Town of Delta that assumes a continuation of past growth trends. Census counts from 1980, 1990, and 2000 were utilized to create a linear projection that was calculated by taking the percent change between the census counts and projecting the trend on an annual basis to the year 2030.
According to the above projections, the number of housing units in the town is projected to increase by 55.5% between 2000 and 2030.

**Northwest Regional Planning Commission (NWRPC) Projections**

Housing projections provided by the NWRPC and included in the *Bayfield County Land Use Plan* indicate that the town will have an estimated 427 housing units by 2020. NWRPC also projected housing units assuming that past trends will continue into the future. However, this projection was completed using housing densities as the basis for comparison. Figure 2-2 displays the results of this projection. If this projection were continued to the year 2025, there would be an estimated 446 housing units in the town.
Figure 2-2: NWRPC Projections, Town of Delta, 2000-2020

Source: Bayfield County Land Use Plan, Northwest Regional Planning Commission, 2002.

Residential Parcel Projection

The number of parcels assessed for residential use is recorded annually in the Town of Delta. These figures were utilized to create an additional housing unit projection for the town.

Figure 2-3: Residential Parcel Projections, Town of Delta, 1980-2030

Source: Town of Delta.
Unlike U.S. Census housing counts, these data show a steady increase in parcels that were assessed for residential use. According to this projection, the town will have 466 residential parcels in 2030, a 46.5% increase from 2000.

**Comparative Housing Unit Projections**

Figure 2-4 displays the results of all three housing unit projections. Despite the anomaly in the Census data, the results of the different projection methods varied by less than 10 percent. The Town of Delta can expect between 440 and 474 housing units by the year 2025 if current and past growth trends continue into the future.

**Figure 2-4: Comparative Housing Unit Projections, Town of Delta, 2000-2025**

![Graph showing comparative housing unit projections](image)


### 2.3 Housing for all Income Levels, Age Groups, and for Persons with Special Needs

A growing number of people cannot find housing in their community that is suitable for their stage in life. Providing affordable housing within the community is vital to accommodating those starting out in life, young families, and elderly residents. The Town of Delta can pursue strategies to monitor and encourage the development of a range of housing choices to meet the needs of people with different income levels and with various needs. As the general population ages, there will be a number of community related features that will become increasingly important to monitor including: affordable housing, security, accessibility, proximity to services, transportation, food, level of emergency services, and location of medical facilities. These features will have land use, transportation, community facility, and economic implications.
The Wisconsin Housing and Economic Development Authority (WHEDA) maintains a list of federally assisted rental housing in the state. According to this list, there are a total of 16 projects and 239 assisted units within Bayfield County. Of those units, 164 are elderly units, 65 are family units, and 10 are for the disabled. None of these units are specifically listed as being located within the Town of Delta.

According to the Bayfield County Land Use Plan, the Bayfield County Housing Authority maintains 12 apartment buildings in the county totaling 148 separate apartments, two buildings for families, and 12 family homes. The Housing Authority also has a voucher rental assistance program that helps persons who are renting in the private sector. The Housing Authority currently holds 73 vouchers that are utilized countywide. These programs are designed for low-income families or elderly/handicapped persons in the county. A permanently affordable housing program is available through the Northern Lake Health Care Center.

2.4 Availability of Land for Development/Redevelopment of Affordable Housing

Lands available for the development or redevelopment of affordable housing might include areas that are zoned for higher densities, that allow multi-family housing, and that are currently undeveloped. Undeveloped lands in the Town of Delta are extensive. Less than three percent of the town’s land area is currently developed as shown by Map 8-1, Existing Land Use. Approximately 40 percent, or 19,000 acres of the town’s land area is undeveloped and in private ownership.

There is currently an adequate supply of land that is zoned for housing at higher density and for multi-family housing. The vast majority of the undeveloped land in the town is currently zoned to allow minimum lot sizes that range from 30,000 square feet to 4.5 acres. Duplexes and multi-family housing are allowed as permitted, special, and conditional uses in several zoning districts within the town. Promoting the availability of undeveloped or underused land is one way to meet the needs of low and moderate income individuals.

Should housing become increasingly unaffordable over the next 20 years, the town may find it necessary to explore options for affordable housing. One option is to support efforts that provide incentives for developers and home builders who create quality housing that is affordable for low and moderate income households. Another affordable housing option for Delta may be to support the use of manufactured homes that are constructed to state standards, that are consistent with surrounding uses, and that feature designs similar to site-built homes. Other affordable housing programs, found in section 2.8 of this element, may also be available for possible use within the town.

2.5 Housing Stock Maintenance and Rehabilitation

The maintenance and rehabilitation of the existing housing stock can have many benefits for a town. It is an effective way to ensure safe and generally affordable housing. Maintenance of existing housing can preserve community character and helps curtail the need for expansive new housing developments. Housing stock characteristics that can be monitored to measure changes
in quality over time include: price, aesthetics, safety, cleanliness, and overall compatibility with community character. Based on housing values and ages from 2000 Census data, the existing housing stock in the Town of Delta is in relatively good condition. Houses in Delta are newer and valued higher than Bayfield County as a whole. Zoning regulations that promote cleanliness and prevent nuisances are administered by Bayfield County.

2.6 Housing Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1) Promote housing development that provides a range of housing choices for current and future residents of the Town of Delta.

Supporting Objectives:

♦ Encourage housing that is constructed to state standards and that is consistent with surrounding uses.

♦ Improve awareness of fair housing regulations and the rights of town residents for safe housing.

♦ Coordinate with the county and neighboring communities to plan for an aging population’s housing needs.

Goal 2) Maintain and rehabilitate the Town of Delta’s existing housing stock.

Supporting Objectives:

♦ Support enforcement of Bayfield County Zoning requirements for mobile homes to be skirted, anchored, and placed on a foundation.

♦ Consider adopting regulations to require mobile homes to have pitched roofs.

♦ Maintain an inventory of historically significant homes, not for regulatory purposes, but to encourage the use of voluntary maintenance and rehabilitation programs.

Goal 3) Strive for housing development that maintains the rural nature of the town and that is compatible with the town’s forested and recreational atmosphere.

Supporting Objectives:
• Maintain single family homes at a low density as the preferred type of housing for the majority of the town’s land.

• Encourage involvement from seasonal and permanent residents when dealing with housing issues.

2.7 Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become the tools that the town can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the Town of Delta Year 2025 Comprehensive Plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies

• The Town of Delta will work cooperatively with the county and neighboring communities to plan for the housing needs of its aging population, as the ability to meet this need within the town is very limited by lack of access to medical facilities and other services.

• Mobile and manufactured homes shall be constructed to meet federal, state, and county standards and shall feature designs similar to stick-built homes.

• Mobile home parks shall not be permitted within the Town of Delta, as the density and appearance of such developments are not consistent with the character of the town.

Recommendations

1. Adopt a mobile home ordinance to specify submittal requirements for mobile homes constructed before 1976, to require mobile homes to have pitched roofs, and to prohibit mobile home parks in the town. Such an ordinance should include provisions for the grandfathering of existing mobile home parks.

2.8 Housing Programs

The following housing programs are available to the Town of Delta to further the established housing goals, objectives, and policies. The following list is not all-inclusive.
programs and funding procedures will change over time, therefore the town should contact program sponsors for specific information on the listed programs.

**Bayfield County Housing Authority**

The Bayfield County Housing Authority offers a number of affordable housing and rental assistance programs as detailed in Section 2.3. Contact the Housing Authority for detailed information on programs that are offered.

**Northwest Community Service Agency (CSA), Inc.**

The Northwest CSA serves Ashland, Bayfield, Douglas, Iron, and Price Counties and is a member agency of the Wisconsin Community Action Program Association. The CSA offers a number of programs including rental assistance, rental rehabilitation, mortgage assistance, Section 8 housing assistance vouchers, fuel assistance, and homeless services. For further information contact the CSA, located in Superior, at (715) 392-5127.

**Wisconsin Rural Development, Rural Housing Service**

The mission of the Rural Housing Service is to enhance the quality of life of rural people through the creation of safe, affordable housing where people can live, work, and prosper as part of a community. The Wisconsin Rural Housing Service offers housing preservation grants, loans and grants for farm labor housing, loans and grants for home improvement and repair, loans for financing housing site development, loans for home purchase or construction, loans on apartment buildings, and self-help technical assistance grants. For further information visit the web-site at [www.rurdev.usda.gov/wi/index.html](http://www.rurdev.usda.gov/wi/index.html).

**Wisconsin Department of Administration, Division of Housing and Intergovernmental Relations**

The Division of Housing & Intergovernmental Relations provides housing assistance to benefit low- and moderate-income households through the Bureau of Housing. It offers state-funded housing grants or loans through local organizations, coordinates its housing programs with those of other state and local housing agencies, helps develop state housing plans and policies, and provides training and technical assistance. The division channels federal housing funds to local authorities and organizations and administers federal funds for the homeless.

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

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. Visit the web-page at [www.wheda.com](http://www.wheda.com) for more information about specific programs offered.

**Historic Home Owner’s Tax Credits**

A 25% Wisconsin investment tax credit is available for people who rehabilitate historic, non-income-producing personal residences, and who apply for and receive project approval before
beginning physical work on their projects. For more information contact the Wisconsin Historical Society.

**Community Options Program (COP)**

Community Options helps people who need long term care to stay in their own homes and communities. Its purpose is to provide cost-effective alternatives to expensive care in institutions and nursing homes. Elderly people and people with serious long-term disabilities receive funds and assistance to find services they are not able to get through other programs. Contact the Wisconsin Department of Health and Family Services for further information.
Transportation
3. **Transportation**

The land use patterns of a community and a region are tied together by the transportation system including roadways, railroads, airlines, trails, and waterways. Residents, visitors, and commerce all rely on a dependable transportation system to function and provide linkages to areas beyond their community’s borders. The town’s transportation network plays a major role in the efficiency, safety, and overall desirability of the community as a place to live and work.

### 3.1 Existing Road System

The existing road system for the Town of Delta is illustrated on Map 3-1, Existing Transportation Facilities. The town’s road configuration is irregular as influenced primarily by the natural features of the landscape. Town roads and forest roads comprise the vast majority of roadway miles, with County Roads E and H being the only exceptions.

The general traffic circulation patterns through the Town of Delta are as follows:

- County Road H provides for east/west travel in Delta, and serves as a primary transportation route. County Road H connects to County Road E to the east which then provides access to U.S. Highway 2. County Road H connects directly to U.S. Highway 2 to the west in the community of Iron River. These routes connect the town with the major regional centers of Ashland and Duluth-Superior.

- Delta-Drummond Road serves as the primary north/south route in the Town of Delta. This collector road provides connection to U.S. Highway 63 in the community of Drummond. This is an important route for travel to local schools and connects the town with the communities of Cable and Hayward to the south.

- Scenic Drive serves as a secondary east/west collector route providing access to additional developed properties around the lakes and connections to forest roads to the south.

- The remaining town roads and National Forest roads serve as local roads and provide access to resource lands and developed areas within the town.

National Forest roads are significant travel routes in the Town of Delta. Forest roads provide access for general public transportation, fire prevention and suppression, recreation, timber management, and administration of the Chequamegon National Forest. Maintenance levels for these roads are prescribed by the unit of government that has jurisdiction over them, or in cooperation between the Forest Service and the unit of government. The town maintains approximately 34 miles of roadway jointly with the U.S. Forest Service.

According to a 2002 *Roads Analysis* conducted by Chequamegon-Nicolet National Forest staff, recreational use now dominates motorized traffic on National Forest roads. Nation-wide, there has been a five-fold increase in recreational use of forest roads since 1950. Logging currently accounts for only one-half of one percent of all forest road use. Trends on U.S. Forest Service...
roads include increasing road closures on less traveled routes, less soil disturbance during road maintenance activities, and lack of funding to create new roads.

### 3.2 Road Functional/Jurisdictional Classification

The town’s roads, which are the principal component of the circulation system, may be divided into three broad categories: arterial roads, collector roads, and local roads. The function that the road serves in relation to the existing traffic patterns, the adjacent land use, the land access needs, and the average daily traffic volumes determines its functional classification.

#### Principal Arterial Roads

Principal arterial roads serve interstate and interregional trips. These routes generally serve all urban areas greater than 5,000 population. The rural principal arterials are further subdivided into 1) Interstate highways and 2) other principal arterials. There are no principal arterials within the Town of Delta.

#### Minor Arterial Roads

In conjunction with the principal arterials, minor arterial roads serve cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements. There are no minor arterials within the Town of Delta.

#### Major Collector Roads

Major collector roads provide service to moderate sized communities and other intra-area traffic generators and link those generators to nearby larger population centers or higher function routes. In the Town of Delta, County Road H and Delta-Drummond Road are major collectors.

#### Minor Collector Roads

Minor collector roads collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road. Scenic Drive is a minor collector.

#### Local Roads

Local roads provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local roads. All roads within the town that are not classified as arterial or collector roads are classified as local roads.
3.3 Traffic Volume Trends and Forecasts

Town of Delta annual average daily traffic (AADT) counts for 1994, 1997, and 2000 are provided in Table 3-1 and shown on Map 3-1. There are two sites within the town where AATD counts were performed.

Table 3-1: Annual Average Daily Traffic Counts, Town of Delta, 1994-2000

<table>
<thead>
<tr>
<th>Location</th>
<th>1994</th>
<th>1997</th>
<th>2000</th>
<th># Change</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>260</td>
<td>300</td>
<td>300</td>
<td>40</td>
<td>15.4%</td>
</tr>
<tr>
<td></td>
<td>CTH H, just east of Delta 1/2 Drummond Road</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>B</td>
<td>350</td>
<td>390</td>
<td>280</td>
<td>-70</td>
<td>-20.0%</td>
</tr>
<tr>
<td></td>
<td>CTH H, just west of Delta 1/2 Drummond Road</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


Average Annual Daily Traffic counts are calculated by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The daily hourly values are then averaged by hour of the day and the values are summed to create the AADT count.

3.4 Additional Modes of Transportation

Air Service

According to the Wisconsin State Airport System Plan 2020, the airport nearest to the Town of Delta is located in Cable. The Cable Union Airport is classified as a Basic Utility-B airport indicating that the airport is designed to accommodate aircraft of less than 12,500 pounds gross weight, with approach speeds below 121 knots and wingspans of less than 49 feet. A transport/corporate classified airport can be found in Ashland and Hayward. The nearest airports with commercial air passenger service are Duluth International and Gogebic County Airport located in Michigan.

Rail Service

There are no rail lines in the Town of Delta.

Waterways

There are no waterways used for transportation purposes within the Town of Delta. Lake Superior and the St. Lawrence River provide an extensive waterway network for the upper Midwest, the state of Wisconsin, and the county. The Duluth/Superior Harbor is the closest large-scale harbor that handles large vessels with a primary function for shipping and economic development.
Truck Routes

The Wisconsin Truck Operator Map identifies and designates a list of qualifying highways for operation of vehicles and combinations of vehicles the overall lengths of which cannot be limited. According to the map, as provided by the Wisconsin Department of Transportation, there are no officially designated highways or other state truck highways identified as being located within the Town of Delta.

Transit

There are no transit facilities or services in the Town of Delta. The only major source of public transportation in Bayfield County is the Bay Area Rural Transit (BART) system. The BART system provides on demand commuter type transportation to rural residents and links the outlying communities with the larger populated areas. Funding for the rural transportation system is divided between federal assistance (50%) and local tax base or other unrestricted state and federal funds.

Bicycle and Pedestrian Routes

Although there are no sidewalks or bicycle lanes maintained by the Town of Delta, biking and walking are important modes of transportation, primarily for recreational purposes. In addition to the many trails found within the Town of Delta, all roads are available to some extent for biking and walking due to low traffic levels and the rural nature of the community. Trails are described in more detail in the Utilities and Community Facilities element.

According to the Wisconsin Department of Transportation Bicycle Route Map, County Road H is considered a bike route within the town (see Map 3-1). East of Delta-Drummond Road, County H is considered a “Best Condition Route.” To the west of this intersection, it is considered a “Moderate Condition Route.”

3.5 Planned Transportation Improvements

State Highway Projects

Bayfield County is located in Transportation District 8 of the Wisconsin Department of Transportation (WDOT). According to the WDOT website, there are no studies or projects currently being planned or conducted in or near the town.

County Highway/Road Projects

The Bayfield County Highway Department has planned for future highway improvement projects in the Town of Delta. Improvements to 3.4 miles of County Road H from Hilder Lake to Finger Lake Road have been tentatively approved by the Bayfield County Highway Committee for 2005. Improvements to 6.4 miles of County Road H from U.S. Highway 2 to Eagle Lake Road would extend partially into the town. These improvements are tentatively scheduled to take place in 2006 as part of the long-range improvement plan, so this project may be revised or adjusted.
Town Road Projects

The Town of Delta utilizes the Pavement Surface Evaluation and Rating (PASER) system and has a Five Year Road Improvement Plan in place to help prioritize road improvement needs. The current plan, which was last updated in 2003, indicates several proposed projects including:

- Chip seal: Pine Point Road, .20 miles and Cedar Crest Road, .23 miles.
- Engineering: Basswood Lake culvert/bridge.
- Culverts: replace 5 as needed.
- Gravel: as needed.

All of the above listed projects have been completed in 2003. According to the Improvement Plan the following projects are proposed for 2004 through 2007:

**2004**
- Replace Basswood Lake culvert.
- Repair center pier of the White River bridge on Mason-Delta Road.
- Begin re-paving West Delta Road to Basswood Road, and Basswood Road.
- Engineering for Delta-Drummond Road (Federal road replacement project).
- Cut down hills on Sutherland Road.
- Replace 5 culverts as needed.
- Gravel as needed.

**2005**
- Complete re-paving West Delta Road to Basswood Road and Basswood Road.
- Pave Knutsen Road, .36 miles.
- Pave Delta-Drummond Road (Federal road replacement project).
- Calcium chloride, two loads.
- Replace five culverts as needed.
- Gravel as needed.

**2006**
- Pave Cemetery Road.
- Calcium chloride, two loads.
- Replace five culverts as needed.
- Gravel as needed.
- Repair asphalt cracks.

**2007**
- Pave part of Camp 1 Road.
- Replace 5 culverts as needed.
- Gravel as needed.

See Map 4-2, Planned Community Facility and Transportation Improvements, in the **Utilities and Community Facilities** element for the approximate location of planned town road maintenance and improvement projects.
**Forest Road Maintenance**

National Forest Roads are maintained according to an assigned maintenance level. Maintenance levels are assigned for all roads within the National Forest in the Town of Delta, including town and county roads.

**Maintenance Level 5** is assigned to roads that provide a high degree of user comfort and convenience. They are double-lane, paved, and connected to other public highways. These include County Road H, Delta-Drummond Road, and Scenic Drive.

**Maintenance Level 4** is assigned to roads that provide a moderate degree of comfort and convenience. These are generally double-lane and aggregate surfaced. These include Musky Lake Road, West Delta Road, Rocky Run Road, Beck Road, and Finger Lake Road.

**Maintenance Level 3** is assigned to roads that are open to travel without consideration to user comfort or convenience. They are typically single lane, spot surfaced and only appropriate for low speeds. These include North Delta Road and Canthook Lake Road.

**Maintenance Levels 1 and 2** are assigned to roads that are only open to high clearance vehicles and those used as intermittent service roads. These roads may be used for transporting timber. These include all other forest roads in the Town of Delta.

### 3.6 Coordination with Other Transportation Plans

**Wisconsin State Highway Plan 2020**

According to the Wisconsin State Highway Plan 2020, STH 63 was classified as a non-congested corridor in 2020, assuming no capacity expansion. USH 2 was classified as having a moderate congestion level in 2020. While neither of these corridors is located within the town, an indication of a moderate congestion level may suggest that USH 2 could be a source of increased traffic volume within Delta in the future.

**U.S. Forest Service Road Management Policy, 2001**

The U.S. Forest Service road management policy directs the agency to “maintain a safe, environmentally sound road network that is responsive to public needs and affordable to manage.” This policy also requires that all agency decisions regarding National Forest roads that “may affect access or generate adverse environmental effects be informed by a roads analysis.”

The Chequamegon-Nicolet National Forest completed a forest-wide roads analysis in 2002. The analysis is a planning document that assesses present road conditions, road-related issues, access needs, environmental impacts, and road costs versus benefits. This analysis is not meant to be a decision making document, but rather a tool to prioritize roads within the forest that need further evaluation. Based on the evaluation conducted within the analysis, many forest roads in the Town of Delta were rated as having high levels of potential environmental, social, and economic impacts. This suggests that many forest roads in Delta are a high priority for future management.
decisions that could range from changes to road maintenance plans, to planned deterioration of roads, to construction of new roads.

### 3.7 Transportation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

**Goal 1)** Provide a safe, efficient, and cost effective transportation system for the movement of people and goods throughout the community.

**Supporting Objectives:**

- Require developers to bear an equitable share of the costs for the improvement or construction of roads needed to serve new development.
- Consider adopting minimum design and construction standards for new roads.
- Continue to prepare and annually update a multi-year transportation improvement plan to identify and prioritize short-term needs, long-term needs, and funding sources for road upgrades, new roads, and other transportation facilities.

### 3.8 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focussed responses to the issues that the town is concerned about. Policies and recommendations become the tools that the town can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of *the Town of Delta Year 2025 Comprehensive Plan*. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

**Policies**

- Developers shall bear the costs of constructing new roads to town standards before any new road is accepted by the town.
New roads should be designed and located in such a manner as to maintain and preserve natural topography, cover, and significant landmarks, and to preserve views and vistas.

The Town of Delta will utilize erosion control and other appropriate best management practices when conducting road improvement work.

Roads that serve multiple improved properties may be constructed to town standards, and private access points shall conform to the Town of Delta Driveway Ordinance.

**Recommendations**

1. Adopt written town road specifications that may include black-topping as a requirement for any new town roads.

2. Amend the town driveway ordinance to include county roads in the town and to include enforcement provisions.

3. Continue to utilize the town’s *Five Year Road Improvement Plan* and the PASER system to prioritize and plan for town road improvements.

4. Continue to pursue the reconstruction of Delta-Drummond Road in cooperation with the Town of Drummond and the U.S. Forest Service.

5. Continue to pursue improvements to the intersection of Delta-Drummond Road and CTH H.

### 3.9 Transportation Programs

The following transportation programs are available to the Town of Delta to further the established transportation goals, objectives, and policies. The following list is not all-inclusive. Transportation programs and funding procedures will change over time, therefore the town should contact program sponsors for specific information on the listed programs.

**Rustic Roads Program**

The Rustic Roads System in Wisconsin is an effort to help citizens and local units of government preserve what remains of Wisconsin’s scenic, lightly traveled, country roads for the leisurely enjoyment of bikers, hikers, and motorists. An officially designated Rustic Road shall continue to be under local control. The county, city, village, or town shall have the same authority over the Rustic Road as it possesses over other highways under its jurisdiction. A Rustic Road is eligible for state aids just as any other public highway. For further information visit the WisDOT’s web-site.
Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin or encourage business and industry to remain and expand in the state. Grants of up to $1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact the Wisconsin Department of Transportation, Division of Transportation Investment Management.

Transportation Enhancement Program (part of the Statewide Multi-Modal Improvement Program (SMIP))

Transportation enhancements (TE) are transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of transportation systems. The transportation enhancements program provides for the implementation of a variety of non-traditional projects, with examples ranging from the restoration of historic transportation facilities, to bike and pedestrian facilities, to landscaping and scenic beautification, to the mitigation of water pollution from highway runoff. Most of the requests and projects awarded in Wisconsin have been for bicycle facilities. Examples of bicycle projects include multi-use trails (in greenways, former rail trails, etc.), paved shoulders, bike lanes, bicycle route signage, bicycle parking, overpasses/underpasses/bridges, and sidewalks.

Transportation enhancement activities must relate to surface transportation. Federal regulations restrict the use of funds on trails that allow motorized users, except snowmobiles. TEA 21 expanded the definition of transportation enhancements eligibility to specifically include the provision of safety and educational activities for pedestrians and bicyclists, which had not been clearly eligible under ISTEA. Contact the Wisconsin Department of Transportation for further information.

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software program. PASERWARE helps to inventory roads, and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin’s Transportation Information Center at no charge. The Center also offers free training courses.
4 Utilities and Community Facilities
4. Utilities and Community Facilities

This section contains an inventory of the public utilities and community facilities currently provided in the Town of Delta. It is intended that this inventory will help identify deficiencies and opportunities relative to meeting the present and future needs of the community. Recommendations for improved utilities and community facilities may include both the short term (one to five years) and long term (six to 20 years). Map 4-1 identifies the location of existing facilities and utility service areas in the Town of Delta. Map 4-2 identifies the approximate locations of all known physical improvements tentatively planned for community facilities and utilities. Note that the improvements identified on Map 4-2 are not necessarily approved or limited by adopting this comprehensive plan and may change with more detailed planning.

4.1 Administrative Facilities and Services

All town administrative duties are conducted at the Town Hall located at 15990 County Road H. The Bayfield County Courthouse, located in Washburn, serves as the central operations center for county government. The Town of Delta anticipates that existing administrative facilities and services are adequate to meet the needs of the town throughout the planning period.

Public Buildings

Town owned and operated public buildings include the Town Hall, garage, sand/salt storage facility, and a recycling center. The Town of Delta anticipates the need for expanded and rehabilitated public building facilities during the planning period. A new town garage to house a town fire truck and road maintenance equipment is needed within one to five years. Maintenance of the town hall foundation is needed within six to 20 years.

4.2 Schools

The Town of Delta is served by the Drummond Area School District. Three public schools are included within the District including Drummond Elementary, Drummond Jr. High School, and Drummond High School. None of these schools are located in the town. All students are bussed to school facilities in Drummond. The following table and figure display enrollment figures for these schools from 1996 to 2002.

Table 4-1: School Enrollment, Drummond Area School District, 1996-2002

<table>
<thead>
<tr>
<th>Year</th>
<th>Elementary</th>
<th>High School</th>
<th>Jr. High</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1996-1997</td>
<td>293</td>
<td>194</td>
<td>109</td>
<td>596</td>
</tr>
<tr>
<td>1997-1998</td>
<td>315</td>
<td>194</td>
<td>97</td>
<td>606</td>
</tr>
<tr>
<td>1998-1999</td>
<td>307</td>
<td>195</td>
<td>84</td>
<td>586</td>
</tr>
<tr>
<td>1999-2000</td>
<td>322</td>
<td>189</td>
<td>94</td>
<td>605</td>
</tr>
<tr>
<td>2000-2001</td>
<td>300</td>
<td>188</td>
<td>94</td>
<td>582</td>
</tr>
<tr>
<td>2001-2002</td>
<td>305</td>
<td>177</td>
<td>86</td>
<td>568</td>
</tr>
</tbody>
</table>

Source: Wisconsin Department of Public Instruction, 2002.
Enrollment in the Drummond School District has been fairly consistent for the six school years shown in Table 4-1 and Figure 4-1. The 2001-2002 school year experienced a slight decrease in Jr. High and High School enrollment when compared to the previous year, however elementary enrollment increased slightly.

The Town of Delta anticipates that existing educational facilities will generally be adequate to meet the needs of the town throughout the planning period. A local transportation improvement related to educational facilities is needed within one to five years. Delta-Drummond Road is the primary bus route for students in the Town of Delta. Delta should cooperate with the Town of Drummond and the U.S. Forest Service in reconstructing Delta-Drummond Road.

### 4.3 Protective Services

#### Fire Protection and Emergency Medical Services

The Town of Delta has an agreement with the Iron River Volunteer Fire Department for fire protection service, and with the Iron River Ambulance service for emergency medical service. Both agreements are one year contracts. The cost of service is based on the valuation of the real estate in the Town of Delta, and the total cost for both services in 2002 was approximately $28,000.

The Wisconsin Department of Natural Resources provides forest fire protection on all lands in Bayfield County except U.S. Forest Service lands, where the DNR provides assistance when requested. The U.S. Forest Service has primary responsibility for fire control on federal lands.
The Town of Delta anticipates the need for expanded fire protection services. A fire truck housed in the town is needed within one to five years. Ongoing monitoring of the adequacy of fire protection is needed.

**Police Protection**

Police service for the town is provided by the Bayfield County Sheriff's Department. Located in Washburn, the courthouse annex serves as the operations center for the Department. This facility also houses the county jail and other county government offices. The Town of Delta does not employ any law enforcement staff of its own. The Town of Delta anticipates that existing police protection is adequate to meet the needs of the town throughout the planning period.

### 4.4 Quasi-Public Facilities

The Town of Delta anticipates that all quasi-public facilities identified below are adequate to meet the needs of the town throughout the planning period.

**Post Office**

Residents of the western portion of the Town of Delta are served by the Iron River post office, and residents of the east-side of the town are served by the Mason post office. The Iron River post office is located at 7830 W. Mill Street. The Mason post office is located at 24675 County Highway E.

**Library**

There are six public libraries located in Bayfield County, none of which are located within the town. The following list identifies the libraries of the county.

- Bayfield Carnegie Library, Bayfield
- Washburn Public Library, Washburn
- Mazinaigan Waakaigan, Red Cliff
- Evelyn Goldberg Briggs Memorial Library, Iron River
- Forest Lodge Library, Cable
- Drummond Public Library, Drummond
- Northern Waters Library Service, Ashland (mail order book service)

**Cemeteries and Churches**

The Delta Cemetery is located on Delta Cemetery Road. Saint Paul’s United Church of Christ is located in the Town of Delta on Pike River Road.

### 4.5 Public Outdoor Recreation

The Town of Delta anticipates that the public outdoor recreation facilities identified below will generally be adequate to meet the needs of the town throughout the planning period. There is a
potential long-term need for additional local park facilities. The adequacy of park facilities should be evaluated at some point in the next 6 to 20 years.

**Parks and Open Space**

The Town of Delta owns approximately 150 acres of open space including one wayside park. The T.R. Mafit Wayside Park and Boat (canoe) Launch is located on Pike River Road and provides a picnic area and access to the White River.

The Delta Lake Campground is a county owned campground located within the town. There are 31 campsites, a swimming beach, boat launch, playground, handicap accessible fishing pier, mountain bike trailhead, and an RV dump station available for use.

The Chequamegon National Forest includes about 21,000 acres of federally owned public land in the Town of Delta. These lands provide access to forests, streams, lakes, trails, campgrounds, wilderness areas, and a multitude of recreational opportunities. See the *Agricultural, Natural, and Cultural Resources* element for a more detailed description of the Chequamegon-Nicolet National Forest.

The Rainbow Lake Wilderness Area is located within the Chequamegon National Forest and occupies over 6,500 acres in the Towns of Delta and Drummond. Wilderness Areas may contain features of scientific, educational, scenic, or historical value and provide opportunities for hiking, rustic camping, fishing, and wildlife viewing. The North Country Trail traverses the Rainbow Lake Wilderness, and its course follows the remnants of several narrow-grade railroads used for logging in the early 1900s.

The White River State Fishery Area, located partially within the Town of Delta, includes approximately 2,400 acres of state-owned public land. Within Delta, these lands provide public access to forested lands, the White River, the S. Fork of the White River, Kern Creek, and Bolen Creek. Deer, ruffed grouse, showshoe hare, bears, and otters are principal wildlife found in the area, and hunting, fishing, and trapping are all permitted activities.

**Non-Motorized Trails**

The Mellen-Ruth Lake segment of the North County Trail traverses the western half of the Town of Delta. This 60 mile hiking trail became the namesake of the seven-state North Country Trail Association (NCTA) and was completed years before the organization was formed. The NCTA is a nonprofit organization with the mission of completing the North Country National Scenic Trail over a 4,000 mile route. It utilizes a national network of volunteers, local chapters, partner organizations, and government agencies. The Chequamegon Chapter of the NCTA maintains the trail segment that passes through Delta. This trail allows hiking, backpacking, and horseback riding during the summer, and snow shoeing and cross country skiing in the winter. Camping is allowed trailside and in four designated campgrounds along the route.

The Chequamegon Area Mountain Bike Association (CAMBA) maintains trails throughout the national forest including several in the Town of Delta. CAMBA is a private organization based in Cable, Wisconsin with the mission of promoting and developing the sport of bicycling by
engaging in activities that encourage tourism and recreation in balance with the natural environment. The Delta Lake Campground is a trailhead for about 20 miles of marked trails within the Town of Delta.

**Motorized Trails**

According to the *Bayfield County Snowmobile Map, 2003 Edition*, several designated snowmobile trails are located in the Town of Delta. State Corridor 4, or the Delta Trail, traverses the northeast segment of the town connecting Mason to Iron River. State Corridor 31, or the Buckskin Trail, traverses the western edge of the town connecting Iron River with Barnes. Other routes follow Scenic Drive, West Delta Road, and North Delta Road. Approximate locations of official 2003 snowmobile routes are shown on Map 4-1, Utilities and Community Facilities.

All roads posted as such are available for ATV use in the Town of Delta. The town is currently developing an ATV ordinance to improve management of its ATV trails.

**Public Access to Water**

The *Wisconsin Lakes Book* (WDNR, 2001) indicates that there are 30 publicly accessible lakes in the Town of Delta. Improved boat ramps are listed for Bass Lake, Bellevue Lake, Camp One Lake, Delta Lake, Ruth Lake, Tub Lake, and Twin Bear Lake. Other access points include trails, roadside access, wilderness access and navigable connections from other accessible lakes. Streams in the town are accessible from road crossings, within the White River State Fishery Area, within the Chequamegon National Forest, and from the town’s Wayside Park.

### 4.6 Solid Waste Management and Recycling

Solid waste and recyclable materials are collected by residents and dropped off at the local collection site. The collection site for both solid waste and recyclable material is near the town hall. Waste Management of Northern Wisconsin transports solid waste and recyclables to landfills and processing facilities out of the area.

The Town of Delta operated a local landfill from 1973 to 1987 at which time the site was closed. A 2001 study of the closed landfill included measurements of the mercury levels in the soil and erosion potential of the site. The mercury levels at the site were not found to be a threat to the environment, as no soil guideline levels were exceeded. No erosion problems were found at the time, but a potential future erosion problem was found, and corrective measures were recommended. The site is now owned by the Wisconsin Department of Natural Resources.

The Town of Delta anticipates the need for expanded solid waste management facilities. Additional dumpster capacity, especially during the summer months, is needed within one to two years. Continued monitoring of the efficiency and effectiveness of the town’s solid waste and recycling systems is needed.
4.7 Communication and Power Facilities

Power and Energy

Electrical service within the county is provided through three providers; Xcel Energy, Bayfield Electric Cooperative, and Dahlberg Light & Power Company. The providers that serve the Town of Delta include Bayfield Electric Cooperative and Dahlberg Light & Power Company. Natural gas service is not available in the Town of Delta. The Town of Delta anticipates that existing power facilities are adequate to meet the needs of the town throughout the planning period.

Communication

CenturyTel and Chequamegon Telephone provide telephone service. There are five wireless communication towers within Bayfield County. Cable television service is not available in the town. The Town of Delta anticipates the need for improved communication services. The town should support land use decisions that will improve access to wireless phone service and high speed internet service.

4.8 Sanitary Sewer Service/Private Onsite Wastewater Treatment Systems (POWTS)

The Town of Delta does not have any public sewer or wastewater treatment facilities, so residents and businesses must rely on private on-site wastewater treatment systems (septic systems). According to the Bayfield County Zoning Department, nearly all systems installed in the town are conventional systems (below ground drain fields). In the eastern portions of the town where finer textured soils are present, mound systems or other non-conventional systems may be necessary. However, fewer systems are being installed in this area, as most of the new growth has been concentrated around the lakes. The Town of Delta anticipates that the use of POWTS will be adequate to meet the needs of the town throughout the planning period.

4.9 Public Water Supply

The town does not operate a public water supply system. Residents depend on private wells for water. The Town of Delta anticipates that the use of private wells will be adequate to meet the needs of the town throughout the planning period.

4.10 Stormwater Management

Stormwater is generally handled by road ditches and culverts. There are no other engineered stormwater management facilities in the town. The Town of Delta anticipates the need for ongoing maintenance of its stormwater management facilities. The ongoing assessment of the quality of the ditches and culverts along town roads is needed. The replacement of culverts should continue at a rate of five per year.
4.11 Health and Day Care Facilities

There are no health or day care facilities located in the Town of Delta. The nearest hospital is the Memorial Medical Center in Ashland. The nearest day care facilities are located in Iron River and Ashland. The Town of Delta anticipates that existing health care and child care facilities are adequate to meet the needs of the town throughout the planning period.

4.12 Utilities and Community Facilities Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1) Maintain the high quality of town government, facilities, services, and utilities.

Supporting Objectives:

- Monitor the adequacy of public utilities to accommodate anticipated future growth and economic development.
- Evaluate impacts to community facilities and community services when reviewing development proposals.
- Support land use decisions that will improve access to wireless phone and high speed internet service in the Town of Delta and that are consistent with other comprehensive plan goals and objectives.
- Monitor and evaluate town service agreements annually.
- Pursue options for joint purchasing, trading, renting, sharing, or contracting in cooperation with neighboring communities before the purchase of new community facilities or equipment or the reinstatement of service agreements.

Goal 2) Promote a variety of recreational opportunities within the community.

Supporting Objectives:

- Recognize the need to accommodate all age groups and abilities in recreational pursuits.
- Support the creation of an accessible database that catalogs available recreational resources.
Continue to work with service clubs and organizations related to the maintenance and development of recreational facilities and activities.

Provide adequate signage for public access.

Maintain and improve existing public access to waterways.

Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.

Goal 3) Ensure proper disposal of wastewater to protect ground and surface water resources.

Supporting Objectives:

- Oppose the development of parcels without adequate space for private onsite waste treatment systems and replacement areas.

- Explore alternative onsite waste treatment options where appropriate.

Goal 4) Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Supporting Objectives:

- Evaluate the possibility and need for the creation of a stormwater management plan.

- Prevent increased runoff from new developments to reduce potential flooding and flood damage.

- Evaluate the adequacy of existing and proposed culverts and bridges.

Goal 5) Ensure that police, fire, and emergency services are appropriate for the existing and future needs and demands of the town and its land uses.

Supporting Objectives:

- Evaluate current service agreements.

- Prepare a long-term plan regarding the maintenance and acquisition of emergency services and equipment.

- Maintain a working relationship with law enforcement to ensure a safe community.
4.13 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become the tools that the town can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the Town of Delta Year 2025 Comprehensive Plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies

- The Town of Delta will consider both the impacts to local property taxes and to the quality of life for its residents and visitors when reviewing any proposed change to the provision of town facilities or services.

- The Town of Delta will utilize an open public process and a planned approach when considering the use of town roads, rights-of-way, or lands as recreational trails for both motorized and non-motorized uses.

Recommendations

1. Update town ATV and snowmobile trail ordinances to better reflect desired routes and trail uses. This should involve a component of public outreach and input.

2. Construct a new town garage to house town road maintenance equipment.

3. Repair the foundation of the town hall.

4. House a fire truck in the town and continue to monitor the adequacy of fire protection.

5. Evaluate the need for additional local park facilities over the long term.

6. Obtain additional dumpster capacity, especially for the summer months, and evaluate the effectiveness and efficiency of town solid waste and recycling facilities over the long term.

7. Replace five culverts per year on town roads and continue to monitor the effectiveness of stormwater management along town roads.
4.14 Utilities and Community Facilities Programs

The following programs are available to the Town of Delta to further the established utility and community facility goals, objectives, and policies. The following list is not all-inclusive. Programs and funding procedures will change over time, therefore the town should contact program sponsors for specific information regarding a listed program.

**Wisconsin Department of Public Instruction (DPI)**

The Wisconsin Department of Public Instruction offers several grants, programs, and aid to communities with respect to school facilities, services, and education improvement. Through the DPI web-site, www.dpi.state.wi.us, a link titled Grant Information offers a comprehensive listing (ordered alphabetically with their respective ID number, description, and type of grant). Links are provided to pages with grant details, special requirements, and contact information.

**Community Development Block Grant for Public Facilities (CDBG-PF)**

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Some eligible activities for funding include utility and street improvements, fire stations and emergency vehicles, and community/senior centers and shelters. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

**Rural Community Assistance Program**

The Rural Community Assistance Program (RCAP) is administered by the Wisconsin Community Action Program Association (WISCAP) to assure safe drinking water and sanitary waste disposal for low- and moderate-income rural Wisconsin communities. The Wisconsin RCAP provides comprehensive services and technical assistance to small, low- to moderate-income rural communities from problem-identification through implementation of acceptable, affordable solutions. RCAP services enable community staff to develop capacity to implement water, wastewater, and solid waste projects and assists the community in coordinating efforts with consultants and government agencies. For further information visit the WISCAP web-page.

**Aids for the Acquisition and Development of Local Parks**

Funds are available to assist local communities acquire and develop public outdoor recreation areas as per s. 23.09 (20), Wis. Stats. Counties, towns, cities, villages, and Indian Tribes with an approved Comprehensive Outdoor Recreation Plan are eligible to apply. The program is offered by the WDNR, Bureau of Community Financial Assistance. There is a 50% local match required. Awards are granted on a competitive basis. Acquisition and development of public outdoor recreation areas are eligible projects. Priority is given to the acquisition of land where a scarcity of outdoor recreation land exists.
**Household Hazardous Waste Collection Grant (Cleansweep)**

Funds are available to municipalities to create and operate local "clean sweep" programs for the collection and disposal of household hazardous waste. Any type of program for the collection and disposal of household hazardous wastes, including permanent collection programs, are eligible. The program is offered from the WDNR, Bureau of Community Financial Assistance. The Northwest Cleansweep program, covering a 10 county region including Bayfield, has been operating since 1995. The Northwest Regional Planning Commission operates the Northwest Cleansweep program.

**Well Compensation Grant**

Funds are available for the replacement of contaminated private water supply wells. The owner or lessee of a residential well contaminated by a substance of public health concern, other than bacteria or nitrates, or a livestock well contaminated by a substance other than bacteria is eligible. Wells serving commercial establishments only are not eligible. Persons whose annual family income is more than $65,000 are not eligible. Cost sharing is provided at 75% but not more than $9,000. The amount of the grant is reduced by $30 for each $100 of the applicant's annual family income over $45,000. Eligible types of projects include reconstructing an existing well, drilling a new well, connecting to an uncontaminated private or public water supply or state approved treatment unit, and temporarily purchasing bottled or trucked water. Contact the WDNR for further information.

**Wisconsin Fund**

The Wisconsin fund provides grants to homeowners and small commercial businesses to offset a portion of the cost of repair, rehabilitation, or replacement of existing failing POWTS. Through an appropriation by the state legislature, $3.5 million is currently available on an annual basis in 66 of Wisconsin's counties. Wisconsin Department of Commerce, Safety and Buildings Division works in conjunction with county government officials who assist individuals in eligibility considerations and preparation of grant applications. A portion of the Wisconsin Fund is set aside for Safety and Buildings to fund experimental POWTS, with the goal of identifying additional POWTS choices for people faced with replacement of their failing POWTS. The Wisconsin Fund Grants Specialist is Jean Joyce, jjoyce@commerce.state.wi.us, (608) 267-7113.

**Assistance to Firefighting Grant Program**

The program is administered by the U.S. Fire Administration (USFA), part of the Federal Emergency Management Agency (FEMA). The program assists rural, urban, and suburban fire departments to increase the effectiveness of firefighting operations, expand firefighting health and safety programs, purchase new equipment, and invest in EMS programs. For information regarding the grant contact FEMA Grant Program staff at 1-866-274-0960. For the most current information regarding grand awards and any other USFA projects, visit [www.usfa.fema.gov](http://www.usfa.fema.gov).
Agricultural, Natural, and Cultural Resources
5. **Agricultural, Natural, and Cultural Resources**

This element provides an inventory of the agricultural, natural, and cultural resources of the Town of Delta. The elements analyzed in this section include soils, farmland, topography, geology, mineral resources, vegetation types, watersheds and drainage, wetlands, floodplains, surface water features, groundwater, environmentally sensitive areas, threatened and endangered species, wildlife habitat, historic and archaeological sites, and cultural resources. These features present opportunities for conservation and development and need to be considered when making decisions concerning the future of the town.

5.1 **Soils**

The use and management of soil has many impacts in the Town of Delta. Soil forms the foundation that all other ecosystems depend on – plant life, wildlife, streams, wetlands and lakes. Soils may also pose limitations to our use of the land in activities such as agricultural production, forestry, building development, and road construction.

Limited information on soils in Bayfield County is currently available. The *Bayfield County Soil Survey*, published in 1961 by the U.S. Department of Agriculture, Soil Conservation Service, is based on a 1939 reconnaissance survey. Information provided in this publication is very general, and techniques of mapping soils have changed in many ways since this survey was developed.

General soil conditions and limitations data should be reliable on a large scale, but the reconnaissance survey cannot be used for detailed planning. Soil associations are groups of related soil types, and 27 different soil associations were mapped in the Town of Delta. The following descriptions of the soils found in the town combine several of the mapped soil associations, and are helpful for general planning purposes:

**Fine textured soils formed in glacial lake deposits, nearly level and undulating.**

Found primarily in the eastern third of the Town of Delta, these soils are composed mainly of silt and clay. These soils include the Ontonagon-Pickford soil association which is considered the best suited soil for agriculture in Bayfield County. Erosion control is important in sloped areas of these soil types, and drainage is often a limitation to agriculture, forestry, and development in the low lying areas.

Soil associations included:

- Ontonagon-Pickford
- Pickford-Bergland

**Course to medium textured soils formed in glacial lake deposits, nearly level and undulating.**

Scattered throughout the eastern portion of the town, these soils are composed mainly of sandy and loamy material overlying clay at a depth ranging from 6 inches to 6 feet. The sandy and loamy textured soil over clay results in drainage and erosion hazards for many potential land uses.
Soil associations included: Orienta-Ogemaw
Superior
Superior-Ogemaw

Course to medium textured soils formed in glacial lake deposits, rolling.
Found in an isolated area in southwestern Delta, these soils are composed of sandy and loamy material underlain by clay at 3 to 6 feet in depth. Limitations due to poor drainage and erosion potential are common in these soils.
Soil associations included: Orienta

Moderately coarse and medium-textured formed in upland glacial drift, undulating.
Found throughout the Town of Delta, except in the extreme western portions, these soils are composed mainly of sandy and loamy material. Low fertility and moisture holding capacity limit their productivity for crops, and stones limit the use of many areas to forest and recreation.
Soil associations included: Cloquet-Gogebic
Cloquet-Hiawatha
Gogebic-Cloquet
Munising

Moderately coarse and medium-textured formed in upland glacial drift, rolling.
Found throughout the town, these soils are primarily composed of sandy and loamy material. Glacial features known as moraines and pitted outwash result in the hilly landscape found in association with these soils. Fertility is low, but these soils are well suited for use as woodland.
Soil associations included: Cloquet-Hiawatha
Gogebic-Cloquet

Coarse-textured soils of the uplands and outwash plains, nearly level and undulating.
Occupying most of the western third and scattered throughout the central portion of the Town of Delta, these soils are mainly composed of sandy material. The vast majority of this soil type within Delta is located in the Chequamegon National Forest and has been planted to red pine. Limitations of these soils include low fertility, low moisture holding capacity, and high acidity.
Soil associations included: Kinross
Omega-Vilas
Vilas-Omega

Coarse-textured soils of the uplands and outwash plains, nearly level and rolling.
Occupying most of central Delta and scattered throughout the rest of the town, these soils are primarily composed of sandy material. Glacial features known as moraines and pitted outwash result in the hilly landscape found in association with these soils. Limitations of these soils include low fertility, low moisture holding capacity, high acidity, and steep slopes. These areas are best suited as woodlands.
Soil associations included: Vilas-Omega

Coarse-textured soils of the uplands and outwash plains, hilly and steep.
Found mainly in northwestern Delta, these soils are primarily composed of sandy material. Similar to the Vilas-Omega rolling soil association, these soils are limited in use by low nutrients and moisture, high acidity, and steep slopes. The Vilas-Omega rolling and Vilas-Omega hilly
and steep associations together underly most of the area known as the barrens of Bayfield County. The barrens are characterized by fairly open timber stands mixed with grasses. Soil associations included: Vilas-Omega

**Modestly coarse and medium-textured soils of the outwash plains and stream valleys, nearly level and undulating.**

Found in one isolated location near Muskellunge and Twin Bear lakes, these soils are composed mainly of sandy and loamy material with underlying sand and gravel. Fertility and moisture holding capacity of these soils are fair, but erosion control is a concern due to moderately steep slopes. Soil associations included: Pence

**Organic soils.**

Scattered throughout the eastern two thirds of the Town of Delta, these soils are found in wetlands. The soil is composed of decaying organic material known as peat. The majority of these soils abut the shoreline of the town’s lakes, ponds, and bogs. Soil associations included: Greenwood peat, Rifle peat, Spalding peat, Tahquamenon peat

**Alluvial land.**

These soils form in sediment deposits associated with major rivers and streams. Soil characteristics vary widely from one alluvial area to another. Alluvium is mapped along the White River in the Town of Delta. Soil associations included: Alluvial land

### 5.2 Farmland

Agricultural production is a small but important part of Delta’s resource base. Approximately 2% of the town can be considered farmland as classified on the 2002 Existing Land Use Map (Map 8-1). According to figures from the *Wisconsin Town Land Use Data Project*, as compiled by the Program on Agricultural Technology Studies at the University of Wisconsin-Madison, 8.6% of the town was in farmland use from 1991-1993. Information from the project also indicated that in 1990 there were three farms in the town, however by 1997 there were seven. None of the farms were indicated as dairy farms. The *Land Use* element of this plan further details trends and amount of land devoted to farming.

### 5.3 Forest

Forests are the most expansive land cover found in the Town of Delta and are some of the most significant features of the town’s resource base, culture, and economy. Forest land serves many functions, adds value to both the local economy and quality of life, and contributes to the town’s rural atmosphere. They provide wildlife habitat, recreational opportunities, timber and pulpwood, and educational opportunities. They are connected to many aspects of the local and regional economy. The health and management of these forests have many planning implications for the town.
According to Wisconsin Department of Natural Resources (WDNR) land cover maps (see Map 5-1), about 36,000 acres or 78% of the town is forested. The majority of the forested land found within Bayfield County and within the Town of Delta is located within the Chequamegon National Forest. Forest types found within Delta vary widely. According to WDNR land cover maps, aspen, maple, and mixed coniferous/deciduous forests dominate the eastern half of the town. Jack pine, red pine, aspen, and other mixed coniferous/deciduous forests dominate the western half where sandy soils are most prevalent.

**Historic State**

Native forest types in the town were primarily northern conifers and hardwoods according to the WDNR’s map: *Original Vegetative Cover of Wisconsin*. This map approximates forest types that were likely to be found in Wisconsin during the mid 1800s. Native forest communities included:

- **Boreal**
  - White spruce, balsam fir, tamarack, white cedar, white birch, aspen

- **Upland Mixed Conifer – Deciduous**
  - Sugar maple, yellow birch, white pine, red pine
  - White pine, red pine
  - Aspen, white birch, pine

- **Deciduous**
  - White oak, black oak, bur oak

- **Forested Wetland**
  - White cedar, black spruce, tamarack, hemlock

**Forest Uses and Economics**

Forests impacted the region of northwest Wisconsin by nearly 9 billion dollars (based on 1994 data) of forest related industry output according to *Forests and Regional Development* (Marcoullier & Mace, 2002). These related industries include wood processing, other manufacturing, construction, tourism, wholesale and retail trade, and a myriad of support services. These outputs are driven by both recreational and timber harvest uses of forest lands. Often viewed as being in conflict with one another, both forms of forest use must be balanced and managed in order to ensure continued benefits to the region and the Town of Delta.

Potential conflicts within the realm of recreational forest use must also be taken into consideration when managing forest land. Motorized uses such as snowmobiles and ATVs, use for hunting and trapping, and passive uses like hiking and cross-country skiing all take place on forest lands in the Town of Delta. Adequate separation between potentially conflicting uses must be maintained in order to ensure continued forest viability and quality into the future.
Chequamegon-Nicolet National Forest

The Chequamegon National Forest occupies nearly one half of the Town of Delta. This national forest was established by presidential proclamation in 1933. Since 1998, the Chequamegon National Forest and the Nicolet National Forest have been consolidated and managed as one administrative unit. The Chequamegon side of the forest includes 858,400 acres in six northern counties including approximately 21,000 acres in the Town of Delta. National Forest lands are managed by the United States Department of Agriculture – Forest Service (USDA-FS), which also develops and administers forest policy and planning.

Management of the Chequamegon National Forest is prescribed generally by the 1986 Forest Plan as amended. The overall forest management policy was last amended in 1992 to include a philosophy known as “ecosystem management.” The Forest Service defines ecosystem management as “an ecological approach to natural resource management to assure productive, healthy ecosystems by blending social, economic, physical, and biological needs and values.” General management prescriptions found within the Town of Delta fall into three categories:

Management Prescription 1
Desired land conditions include even-aged stands on short rotation. Hardwoods are harvested for fiber production, and consideration is given to motorized recreation and wildlife game species. Land under this prescription includes the area north of West Delta Road and Rocky Run Road.

Management Prescription 4
Desired land conditions include even-aged stands on long and short rotation. Softwoods are harvested for sawtimber and fiber production, and consideration is given to motorized recreation and both game and non-game wildlife. Land under this prescription includes the area south of West Delta Road and west of North Delta Road.

Management Prescription 5
Desired land conditions include Congressionally designated wilderness. These areas are reserved for the protection of the natural ecosystem, wilderness character, and recreational experience. These are also known as “roadless areas.” Land under this prescription includes the Rainbow Lake Wilderness Area.

The USDA-FS began the process of revising the Chequamegon-Nicolet National Forest Plan in 1996. This process was nearing completion at the time the Town of Delta Comprehensive Plan was being drafted, and changes to the management prescriptions within the town were pending.

Privately Owned Forest Land

Approximately 40% of the Town of Delta is privately owned resource land. This figure, derived from the 2002 Existing Land Use Map (Map 8-1), includes both forested and open privately owned undeveloped lands, but is predominantly forested. Public forest lands are often thought of as the primary source of forest related functions and values, but a significant amount of timber production, wildlife management, and forest recreation also take place on privately owned forest lands.
Private forest lands in the Town of Delta are owned both by individuals and corporate entities. Corporately owned, or industrial forests, occupy about 1500 acres, or just over 3% of the town. Industrial forests are important to note, as they are often managed more intensively for commodity production and often contain large contiguous blocks of forest land. Changes in the ownership and management of industrial forests can have a drastic and noticeable impact on the town.

The use of voluntary management programs on private forest lands is also significant in Delta. Lands enrolled in WDNR forest management programs like Managed Forest Law (MFL) and Forest Crop Law (FCL) included nearly 2,300 acres in 2002. Management programs on private forest lands are important to note for timber harvest and public access reasons. These programs require that a timber harvest takes place at some point on enrolled lands, and some of these private properties become open to public use for recreational purposes. Refer to Land and Resource Protection/Management Programs in the Land Use element for a description of the MFL and FCL programs. Demand for enrollment in these programs is expected to increase as property values and the resulting taxes continue to rise.

5.4 Topography

Topography in the Town of Delta can be described as nearly level to rolling and steep. Elevations in Delta range from a low of approximately 1,010 feet above sea level in the far northeast corner to a high of about 1,330 feet above sea level in the southern and western reaches of the town. This puts the Town of Delta in the middle to upper range of elevations found throughout Bayfield County.

The most variety in elevation is associated with a region of glacial lakebed that extends from the northwest to the southeast and contains the majority of the town’s lakes. Steep slopes in excess of 15% are common in this area according to slope maps developed by the U.S. Forest Service.

More level areas of the town are associated with areas of glacial lake deposits in the northeast, the Pine Barrens in the southwest, and alluvial lands surrounding the White River. The sandy “Pine Barrens” is a flat plain extending in a belt 10 to 20 miles wide from Bayfield County across Douglas and northern Washburn into Burnett and Polk Counties.

5.5 Geology

Geological features directly influence topography, soils, surface water, and groundwater, and indirectly influence many other natural resources as well. Understanding the geology of the town is important in planning for the future. The geology of the Town of Delta is primarily influenced by bedrock, Lake Superior, and glacial activity.

The soils of Bayfield County are underlain by layers of ancient sandstone and igneous rocks. The bedrock below the Town of Delta is primarily composed of varying depths of sandstone. The sandstone bedrock was scoured by the rising waters of Lake Superior as well as the advance and retreat of glaciers. This scoured sandstone influenced many of the coarse textured soils found within the town.
During glaciation, the water level of Lake Superior was much higher than it is today. According to the Bayfield County Soil Survey, the glacial basin of Lake Superior ran through the Town of Delta from the northwest corner to the southeast corner. Clay, silt, and sand were deposited by the lake, influencing the soils and surface waters of the town.

Other glacial features present in the town include end moraines and pitted outwash. Moraines formed where glaciers halted temporarily and deposited material in meltwater. End moraines in the northeast corner of Delta were further modified as they were submerged by the rising waters of Lake Superior. Outwash plains formed where rivers of meltwater deposited masses of sand and gravel. In the northeast and southwest corners of the town, pitted outwash plains contained blocks of ice that, when melted, formed depressions.

5.6 Metallic and Nonmetallic Mineral Resources

Non-metallic mineral resources found in the Town of Delta include sand and gravel deposits. No known deposits of metallic mineral resources are located in Delta.

Wisconsin Administrative Code NR 135 requires that all counties adopt and enforce a Non-Metallic Mining Reclamation Ordinance that establishes performance standards for the reclamation of active and future nonmetallic mining sites, but not abandoned sites. It is intended that NR 135 will contribute to environmental protection, stable non-eroding sites, productive end land use, and the potential to enhance habitat and increase land values and tax revenues. The Bayfield County Zoning Department administers this program in Bayfield County and currently has eight active sites licensed within the Town of Delta.

5.7 Watersheds and Drainage

A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. All lands and waterways can be found within one watershed or another. In Wisconsin, watersheds vary in scale from major river systems to small creek drainage areas and typically range in size from 100 to 300 square miles. River basins encompass several watersheds. There are 32 river basins in Wisconsin which range in size from 500 to over 5,000 square miles.

The vast majority of lands within the Town of Delta are located within the White River, Iron River, and Fish Creek Watersheds of the Lake Superior Basin. A very small segment of western Delta is located within the Upper St. Croix and Eau Claire Rivers Watershed of the St. Croix Basin. See Map 5-2, Water Features, for local watershed boundaries.

5.8 Wetlands

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil develops and the types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species.
The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promotes the development of characteristic wetland (hydric) soils.

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers and streams cleaner, and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also replenish groundwater supplies. Groundwater discharge from wetlands is common and can be important in maintaining stream flows, especially during dry months.

Local, state, and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (WDNR) has inventory maps for each town that identify wetlands two acres and larger. The wetland inventory map should be consulted in conjunction with this document whenever the town reviews development proposals in order to identify wetlands and to ensure their protection from development. Wetlands located in Delta are shown on Map 5-2, Water Features and Map 5-3, Environmental Features.

The Bibon Marsh, located just east of Delta in the Town of Mason, is the largest wetland in Bayfield County and is afforded protection as the Bibon Swamp State Natural Area. Land use in the Town of Delta is important to this wetland, as a portion of the White River watershed is located within the town. This wetland occupies the basin of a glacial lake bed and displays a high level of ecological diversity. Several rare and state-listed threatened species are found within the marsh, and some forested portions contain trees that are more than 150 years old.

### 5.9 Floodplains

For planning and regulatory purposes, floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a 1% chance of occurring in any given year. Because of this chance of flooding, structural development in the floodplain should be discouraged. Floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries rapidly flowing water, while the flood fringe is the portion of the floodplain outside the floodway, generally associated with standing water. Park and open space uses may be permitted in the flood fringe.

Wisconsin Statute 87.30 requires Counties, Cities, and Villages to implement floodplain zoning. The Bayfield County Zoning Department enforces a Floodplain Zoning Ordinance. This ordinance strictly regulates development within the floodplain. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. Under the authority of the National Flood Insurance Act of 1968, FEMA conducted studies to determine the location and extent of floodlands and the monetary damage risks related to the insurance of urban development in floodland areas. The 100-year floodplain areas for the unincorporated areas of Bayfield County have been delineated by FEMA.

Floodplains are present in the Town of Delta in association with the White River and some of its tributaries and connected lakes. In addition to the main channel of the White River, the South and East Forks of the White River have floodplain identified on FEMA maps. Along the South
Fork, Lake Two is also shown as having floodplain. In association with the East Fork, Bear, Delta, Everett, and Hay Lakes all have areas of floodplain along their shores. Floodplains within the town are relatively narrow and usually found in conjunction with wetland areas. Floodplains in Delta are shown on Map 5-2, Water Features.

The Town of Delta received FEMA disaster relief funds in 1999 and 2001 due to flooding situations. Early spring rains overwhelmed the still frozen road ditches, washing out several roads and culverts.

5.10 Surface Water Features

The Town of Delta is rich in surface water resources, and the vast majority of existing development is centered around the town’s 50 plus lakes. The town’s lakes are generally small to medium sized and occupy a total of approximately 1,800 acres. These lakes vary widely from wild 5 acre, 50 foot deep glacial potholes to 180 acre drainage lakes ringed with cottages and resorts. Table 5-1 displays a list of DNR identified lakes found in the Town of Delta. The public access information in this table has been updated by the Town Plan Commission. Map 5-2 displays lakes, rivers, and streams found in the town.

The surface waters of the Town of Delta include many unique and pristine resources. Several of the town’s lakes form the headwaters of the White River – one of the primary sources of water for the Bibon Marsh State Wildlife Area. This wildlife area, as well as the Iron River watershed, are both considered critical to the integrity of the Lake Superior ecosystem. The Town of Delta is also home to Bollen Creek – an Exceptional Resource Water and class I trout stream. The Lake Superior Basin Water Quality Management Plan (1999) identifies the White River as an “aquatic priority site” exhibiting high species diversity. The Bayfield County Critical Resource Information Booklet (1975) identified the following “potentially critical resources” within the Town of Delta:

- The White River watershed
- Cold water environments
- Rainbow Lake
- Beaver Lake
- Bullhead Lake
- Steelhead Lake
- Trout Lake

Delta contains more than 50 lakes and many miles of streams.
## Table 5-1: Lake Descriptions, Town of Delta, 2001

<table>
<thead>
<tr>
<th>Lake Name</th>
<th>Surface area (acres)</th>
<th>Maximum depth (feet)</th>
<th>Public access</th>
<th>Water source</th>
<th>Abundant and common fish species</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bass Lake</td>
<td>76</td>
<td>43</td>
<td>boat ramp</td>
<td>seepage</td>
<td>panfish</td>
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<tr>
<td>Basswood Lake</td>
<td>119</td>
<td>9</td>
<td>trail</td>
<td>spring</td>
<td>N. pike, panfish</td>
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<td>Bear Lake</td>
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<td>trail</td>
<td>drainage</td>
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<td>Beaver Lake</td>
<td>19</td>
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<td>Bog Lake</td>
<td>12</td>
<td>13</td>
<td>roadside</td>
<td>spring</td>
<td>LM bass</td>
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<td>boat ramp</td>
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<td></td>
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<td>drainage</td>
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<td>Eagle Lake</td>
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<td></td>
<td>seepage</td>
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<td>drainage</td>
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<td>18</td>
<td>wilderness</td>
<td>seepage</td>
<td>LM bass, panfish</td>
</tr>
<tr>
<td>Little Phantom Lake</td>
<td>no data</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mud Lake (46 -7)</td>
<td>8</td>
<td>8</td>
<td>wilderness</td>
<td>seepage</td>
<td></td>
</tr>
<tr>
<td>Mud Lake (46-8)</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Muskellunge Lake</td>
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<td>33</td>
<td>seepage</td>
<td>N. pike</td>
<td></td>
</tr>
<tr>
<td>Mystery Lake</td>
<td>14</td>
<td>13</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Phantom Lake</td>
<td>44</td>
<td>35</td>
<td>seepage</td>
<td>panfish</td>
<td></td>
</tr>
<tr>
<td>Rainbow Lake</td>
<td>14</td>
<td>21</td>
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<td></td>
</tr>
<tr>
<td>Ruth Lake</td>
<td>66</td>
<td>30</td>
<td>boat ramp</td>
<td>seepage</td>
<td>N. pike, LM bass, panfish</td>
</tr>
<tr>
<td>Sawmill Lake</td>
<td>12</td>
<td>45</td>
<td>seepage</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Silver Lake</td>
<td>26</td>
<td>51</td>
<td>trail</td>
<td>seepage</td>
<td>LM bass, panfish</td>
</tr>
<tr>
<td>Spirit Lake</td>
<td>35</td>
<td>30</td>
<td>seepage</td>
<td>panfish</td>
<td></td>
</tr>
<tr>
<td>Square Lake</td>
<td>3</td>
<td>9</td>
<td>wilderness</td>
<td>seepage</td>
<td>LM bass, panfish</td>
</tr>
<tr>
<td>Steelhead Lake</td>
<td>17</td>
<td>51</td>
<td>seepage</td>
<td>panfish</td>
<td></td>
</tr>
<tr>
<td>Swede Lake</td>
<td>27</td>
<td>35</td>
<td>wilderness</td>
<td>seepage</td>
<td></td>
</tr>
<tr>
<td>Toothpick Lake</td>
<td>7</td>
<td>20</td>
<td>trail</td>
<td>seepage</td>
<td>LM bass, panfish</td>
</tr>
<tr>
<td>Tower Lake</td>
<td>13</td>
<td>54</td>
<td>wilderness</td>
<td>seepage</td>
<td>LM bass</td>
</tr>
<tr>
<td>Trout Lake</td>
<td>14</td>
<td>39</td>
<td>seepage</td>
<td>LM bass, trout</td>
<td></td>
</tr>
<tr>
<td>Tub Lake</td>
<td>11</td>
<td>31</td>
<td>boat ramp</td>
<td>seepage</td>
<td>LM bass, panfish</td>
</tr>
<tr>
<td>Twin Bear Lake</td>
<td>172</td>
<td>59</td>
<td>boat ramp</td>
<td>seepage</td>
<td>N. pike, walleye</td>
</tr>
<tr>
<td>Two Lake</td>
<td>8</td>
<td>7</td>
<td>trail</td>
<td>drainage</td>
<td>trout</td>
</tr>
<tr>
<td>Unnamed lakes</td>
<td>23</td>
<td>7</td>
<td>various</td>
<td>various</td>
<td></td>
</tr>
<tr>
<td>West Lake</td>
<td>11</td>
<td>17</td>
<td>wilderness</td>
<td>seepage</td>
<td>panfish</td>
</tr>
<tr>
<td>Wolf Lake</td>
<td>12</td>
<td>27</td>
<td>seepage</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

5.11 Groundwater Quality

Groundwater is the source of all drinking water in the Town of Delta. Groundwater is a limited resource, and both its quality and quantity are important factors. These factors are primarily influenced by local geology and local land use. Precipitation percolates through the soil and bedrock where it eventually reaches a saturated zone known as an aquifer. It is from these aquifers that wells draw their water.

Groundwater in the Town of Delta is generally abundant and of good quality. Two primary aquifers are present in the town: the sand and gravel aquifer and the crystalline rock aquifer. The sand and gravel aquifer is present throughout the town at varying depths below the ground surface. This aquifer is easily accessible, but it is also the most easily contaminated. The crystalline rock aquifer is a deep aquifer and is also found throughout the town. The crystalline rock aquifer yields low to moderate amounts of water, but is generally less susceptible to contamination. The sand and gravel aquifer generally supplies adequate water in the town, but where this aquifer is not available, wells must draw from the deeper crystalline rock.

Groundwater contamination is most likely to occur where fractured bedrock is near the ground surface, or where only a thin layer of soil separates the ground surface from the water table. Soils are relatively deep in the Town of Delta, so shallow depth to the water table combined with highly permeable soil is the more likely scenario. Potential sources of groundwater contamination include:

- Chemical storage
- Landspreading of sewage treatment plant sludge
- Road salt usage and storage
- Animal feedlots
- Use and spillage of fertilizers and pesticides
- Accidental spills
- Septic tanks and drainfields
- Underground storage tanks
- Underground pipelines and sewers
- Landfills
- Mines, pits, and quarries

According to the map, *Groundwater Contamination Susceptibility in Wisconsin* (DNR/USGS/WGNHS, 1989), potential for groundwater contamination in the Town of Delta varies widely (see Map 5-3). In central Delta (shown in red hatch on Map 5.3), sandy, rapidly permeable soils and shallow depth to groundwater pose a very high risk for contamination. This portion of the town is comparable to the “Central Sands” region of Wisconsin (Portage, Waushara, Wood and Adams Counties) which is considered one of the highest risk areas for groundwater contamination in the state. To the other extreme, in the eastern portion of the town, where heavier silt loam and clay soils are present, there is very little risk of groundwater contamination. In the western and southern areas of Delta, the risk is moderately high.
5.12 Environmentally Sensitive Areas

Environmentally sensitive areas contain natural features that are unique, that serve special functions, or are easily impacted by intensive land uses. Such unique, functional, and sensitive features in the Town of Delta include:

- Small to medium sized lakes
- Large blocks of contiguous forest
- Trout streams
- Easily contaminated groundwater
- Rare, threatened, and endangered species
- Wetlands and floodplains
- State designated Natural Areas

These features are found throughout the landscape of the Town of Delta and are shown on Map 5-3, Environmental Features.

5.13 Threatened and Endangered Species

The Wisconsin Department of Natural Resources (WDNR) lists species as “endangered” when the continued existence of that species as a viable component of the state’s wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. “Threatened” species are listed when it appears likely based on scientific evidence that the species may become endangered within the foreseeable future. The WDNR also lists species of “special concern” of which some problem of abundance or distribution is suspected but not yet proven; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

The WDNR maps threatened and endangered species occurrences on a general level for planning purposes. According to the Department, threatened and endangered species occurrences are abundant in the Town of Delta. Threatened and endangered aquatic species have been identified in association with the central lakes area and with the White River within the town. Threatened and endangered terrestrial species are found primarily in the forest lands of southwestern Delta within the National Forest. See Map 5-3 for general locations of threatened and endangered species.

5.14 Wildlife Habitat and State Natural Areas

Wildlife habitat is defined as the presence of enough food, cover, and water to sustain a species. The Delta landscape provides habitat for a variety of plants, birds, mammals, amphibians, reptiles, and fish including many rare, threatened, and endangered species. Unique and critical habitat communities present within the town include:

- Natural shorelines of lakes and streams
- Large, uninterrupted blocks of forest
- Wetlands and floodplains
- Jack pine savannas (pine barrens)
The WDNR also identifies State Natural Areas, which are defined as tracts of land in a natural or near natural state, which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. The Sadjak Springs State Natural Area is located in the Town of Delta within the White River State Fishery Area. Sadjak Springs features soft water springs that feed a small trout stream, and eventually, the White River.

5.15 Historic and Cultural Resources

Historic Places

The Wisconsin Architecture & History Inventory (AHI), provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures and objects that illustrate Wisconsin’s unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights or benefits.

The Town of Delta has 7 sites listed on the AHI, but only 4 of these remain standing. An historic rail bridge over the White River and County Road H has since been removed. The Delta and Sutherland Schools have deteriorated and collapsed. The four remaining properties include the Delta Town Hall, St. Paul’s United Church of Christ, the White Elephant and Delta Lodge. Delta Lodge is the town’s oldest building, and the White Elephant is what remains of a large structure built in the early 20th century to house an agricultural experiment. This building has been converted to apartments. The structure that is now the Delta Town Hall was once the Pike River School and has since been structurally modified. Work on restoring the bell from this structure was in the planning stages as of the 2003 annual town meeting. The intact sites may be candidates for inclusion in an official historic register.

The National Register of Historic Places recognizes properties of local, state and national significance. Properties are listed in the National Register because of their associations with significant persons or events, because they contain important information about history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register. No historic places within the Town of Delta are currently listed on the National or State Register.

Additional information on the history of the Town of Delta is available in The History of Delta, Wisconsin, 50 Years, 1924-1974. This booklet was compiled by town residents, Shirlene Meyer and Carol Wuennecke, and a copy is included in this plan as Appendix A.
Archeological Sites

The Wisconsin Archaeological Site Index (ASI) is maintained by the Office of the State Archeologist. Similar to the AHI, these sites have no special status, rights or benefits. However, should a state or federally sponsored project potentially impact these sites, a complete archeological survey would need to be conducted before the project could proceed. It should also be noted that all burial sites are granted protection from disturbance by both public and private actions by Wis. Stats. Chapter 157.

The ASI lists 20 sites of archeological significance within the Town of Delta. Included are the Delta Cemetery, 2 sites of unknown origin, and many logging camps. One of the most significant sites is a logging camp known as the White River Camp. This site was later used to construct the Delta Civilian Conservation Corp camp which was operated from 1935 to 1942.

Cultural Resources

Bayfield County has a number of museums and historical sites, and although none are located in the town, some are within a relatively close distance and attract tourists and seasonal visitors to the area. The following sites are all open to the public:

- Apostle Island lighthouses and sites of historical significance
- Apostle Islands National Lakeshore Museum, Bayfield
- Bayfield Heritage Association Museum, Bayfield
- Bayfield Maritime Museum, Bayfield
- Cable Natural History Museum, Cable
- Drummond Historical Museum, Drummond
- Hokenson Brothers Fishery Museum, Town of Russell
- Lakeview School Museum, Madeline Island
- Madeline Island Historical Museum, Madeline Island
- Mason Historical Museum, Mason
- Northern Great Lakes Visitor Center, Town of Eileen
- Washburn Historical Museum & Cultural Center, Washburn
- Western Bayfield County Museum, Iron River
5.16 Agricultural, Natural, and Cultural Resources Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1) Preserve the pristine quality of surface water and groundwater resources for current and future generations in the Town of Delta.

Supporting Objectives:

- Evaluate the potential impact of development proposals on groundwater quality and quantity.
- Evaluate the potential impact of development proposals on surface water quality.
- Support efforts to identify features in the town that are critical to the quality of natural resources including: groundwater recharge areas, exceptional resource waters and their watersheds, trout streams and their watersheds, steep slopes, and areas that are highly susceptible to groundwater contamination.
- Encourage the development of comprehensive lake management plans which include surveys, assessment and monitoring, and recommendations for restoration and improvement.
- Encourage the formation of lake and river associations and support the activities of such associations whenever they are consistent with the Town of Delta Year 2025 Comprehensive Plan.
- Support data collection and monitoring of surface water quality in the town by lake organizations, citizen volunteers, and appropriate regulatory agencies.
- Consider coordinating town-wide efforts to identify and address ongoing water quality and water recreational use issues.
- Consider coordinating efforts to identify potential aquatic habitat areas for WDNR sensitive area designations.
Goal 2) Support further development of underutilized resources while minimizing potential negative impacts and maintaining consistency with the character of the Town of Delta.

Supporting Objectives:

- Support requests for properly located and responsibly operated non-metallic mines in the town.
- Support efforts to enhance recreational uses that are compatible with existing recreational uses on public and private lands within the Town of Delta.
- Encourage the continuation and expansion of the forest products industry in the local and regional economy.
- Support continued and expanded agricultural uses in the Town of Delta by preventing fragmentation of open space and maintaining agricultural zoning.

Goal 3) Maintain, preserve, and enhance the town’s natural environment, forested lands, open spaces, and wild lands.

Supporting Objectives:

- Support forest management practices that ensure a balance between timber harvest and recreational uses.
- Maintain involvement with publicly owned forest lands and provide input to the WDNR and U.S. Forest Service regarding forest management decisions on public lands within the town.
- Work cooperatively with the WDNR and U.S. Forest Service in sponsoring workshops and educational materials regarding sound forest management practices and programs.

Goal 4) Maintain and enhance the town’s remote and natural atmosphere which contributes to the quality of life.

Supporting Objectives:

- Identify and preserve those scenic views and vistas that characterize Delta.
- Discourage uniform residential lots sizes of less than 4.5 acres over large areas that diminish rural character and are more characteristic of urban/suburban areas.
- Develop design guidelines that require commercial and industrial uses to address aesthetic impacts through attractive building style and materials, prevention of light trespass, landscaping, hidden parking, attractive signage, shared highway access points, and functional pedestrian access.
Support Bayfield County regulations that apply to billboards and consider adopting local standards for signs that preserve the character of the town.

**Goal 5) Preserve significant historic and cultural lands and structures that contribute to community identity and character.**

**Supporting Objectives:**

- Work cooperatively with property owners, Bayfield County, local historical societies, and other appropriate organizations to identify, record, and protect lands, sites, rustic roads, and structures with historical or cultural significance.
- Promote the history of Delta and aspects of the town that have helped to define its culture and heritage.
- Encourage the adaptive re-use of historic structures and record their history.

### 5.17 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focussed responses to the issues that the town is concerned about. Policies and recommendations become the tools that the town can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the *Town of Delta Year 2025 Comprehensive Plan*. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

**Policies**

- The Town of Delta will direct future development to areas that minimize negative impacts to productive forests, farmland, unique historic and cultural features, and environmentally sensitive areas including wetlands, floodplains, and surface waters.
- The Town of Delta will work cooperatively with lake associations to resolve surface water use issues (watercraft regulations, balancing quiet uses with powered uses, etc.), as the ability of the town to address these issues directly is limited.
Recommendations

1. Host an informational meeting to provide area lake organizations with an opportunity to learn about available water quality programs such as Citizen Self-help Lake Monitoring, Sensitive Area Designations, and Lake Protection and Planning Grants.

5.18 Agricultural, Natural, and Cultural Resources Programs

The following programs could be utilized by the town to help advance agricultural, natural, and cultural resource goals and objectives. The following list is not all-inclusive. For specific information on a listed program the program sponsor should be contacted directly.

Chequamegon Community Supported Agriculture (CSA)

Community Supported Agriculture organizations provide small to medium sized farms with direct marketing opportunities in their local communities. The Chequamegon CSA is a group of farms located throughout the region that are committed to sustainable organic agriculture practices. Since 1995, the Chequamegon CSA has provided customers with weekly deliveries of locally grown fruits, vegetables, herbs, and flowers. The CSA has delivery sites in Ashland, Washburn, Bayfield, Cornucopia, Port Wing, La Pointe, Iron River, and Superior. For information on this program, contact Jenny Mahan at (715) 372-5762 or marshmeadows@cheqnet.net.

Non-Point Pollution Abatement Program

Funds are available to improve water quality by limiting or ending sources of non-point source (run-off) water pollution by providing financial and technical assistance to landowners, land operators, municipalities, and other governmental units. Governmental units within designated priority watersheds and priority lakes are eligible to apply. Eligible projects are watersheds and lakes where: 1) the water quality improvement or protection will be great in relation to funds expended; 2) the installation of best management practices is feasible to abate water pollution caused by non-point source pollution; and 3) the local governmental units and agencies involved are willing to carry out program responsibilities. Efforts are focused statewide in critical watersheds and lakes where non-point source related water quality problems are most severe and control is most feasible. A watershed or lake project normally has a 10-12 year time frame - two years for planning and eight to ten years to implement best management practices. Contact the WDNR Regional Environmental Grant Specialist for further information.

Stewardship Grants for Nonprofit Conservation Organizations

Funds are available for the acquisition of land or easements for conservation purposes and restoration of wildlife habitat. Nonprofit conservation organizations are eligible to apply. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails including the Ice Age Trail and North Country Trail, and restoration of wetlands and grasslands. Eligible types of projects include fee simple and
easement acquisitions and habitat restoration projects. Contact the WDNR for further information.

**Wetlands Reserve Program (WRP)**

The purpose of WRP is to restore wetlands previously altered for agricultural use with the goal being to improve wildlife habitat. Land which has been owned for one year that can be restored to wetland conditions is eligible. Landowners may restore wetlands with permanent easements, 30-year easements, or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contracts pay 75% cost share only. Public access is not required. Contact the USDA Natural Resources Conservation Service for additional information.

**Wildlife Habitat Incentives Program (WHIP)**

The purpose of WHIP is to develop or improve fish and wildlife habitat on privately owned land. Practices include seeding, fencing, instream structures, etc. Almost any type of land is eligible including agricultural and non-agricultural land, woodlots, pastures, and streambanks. Normally a 10 year contract is required to maintain the improved habitat. Up to 75% of restoration costs, to a maximum of $10,000, may be awarded. Public access is not required. Contact the USDA Natural Resources Conservation Service for additional information.

**Wisconsin’s Historical Markers Program**

For almost 50 years, Wisconsin’s State Historical Markers program has been making known both important small incidents and monumental events that form the state’s past. Placed on the very site where significant events occurred, markers evoke an immediacy of the past that no history book can provide. The Wisconsin State Historical Society’s Division of Historic Preservation administers the Wisconsin Historical Markers Program. Applications are required for all official State of Wisconsin historical markers and plaques. Applications are available at [www.wisconsinhistory.org/histbuild/markers/apply](http://www.wisconsinhistory.org/histbuild/markers/apply).

The following are lakes related programs…

**Self-Help Citizen Lake Monitoring**

Self-Help Volunteer Lake Monitors have played an integral part of the Wisconsin lake-scape since 1986 by collecting vital information on water quality. Citizens who live on their lakes and know their lakes better than anyone else have volunteered on behalf of their lakes and their communities in a partnership with the Department of Natural Resources. This concept was so successful that Self-Help Citizen Lake Monitoring was expanded to include volunteer opportunities for chemistry, dissolved oxygen monitoring, and aquatic plant surveys. Since its
beginning, over 3200 volunteers have participated in the program, monitoring over 1000 different lakes.

**Lake Management Planning Grants**

Lake planning grants provide funding for the lake management planning process. Small scale lake planning grants of up to $3,000 are available for use in obtaining and disseminating basic lake information, conducting education projects, and developing management goals. These grants are ideal for lake groups just beginning the planning process or for activities that supplement an existing plan.

Large scale lake planning grants up to $10,000 per project are available for bigger projects. The intent of the large-scale program is to conduct technical studies to help develop elements of, or complete, comprehensive management plans. (See University Wisconsin – Extension publication G3606, *A Model Lake Plan for a Local Community*). Depending on the condition and needs of the lake (which the planning process will help determine), the plan will specify activities, for example, related to minimizing the impact of future development, managing user conflicts, improving fishing, or improving water quality.

**Lake Protection Grants**

Lake protection grants provide funding for implementing the recommendations of a management plan. As one progresses from planning to implementation, the costs and the time involved increase. Because implementation is more expensive, protection grants are available for up to $200,000 per project. Grants for regulation or ordinance development projects are limited to $50,000.

**Sensitive Area Designations**

Definition of a Sensitive Area as stated in Chapter NR 107.05(3)(i)(1.) is an area of aquatic vegetation identified by the WDNR as offering critical or unique fish and wildlife habitat, including seasonal or lifestage requirements, or offering water quality or erosion control benefits to the body of water. Sensitive areas have been designated under this rule on lakes in Vilas, Langlade, Lincoln, and Bayfield Counties.
6 Economic Development
6. Economic Development

This analysis of Delta’s economic characteristics and resources includes: the labor force, employment by industry, unemployment characteristics, and income characteristics. Assessment of these characteristics and resources provides insight into the historical and current economic situation within the town, thereby providing direction for the town to help achieve its economic potential.

6.1 Labor Force Trends

Educational Attainment

The educational attainment level of persons in a community is often an indicator of the overall income, job availability, and well being of a community. Table 6-1 displays the educational attainment levels of residents of the Town of Delta for 2000. According to the 2000 Census, approximately 83% of residents age 25 and over have attained a high school or higher level of education (compare to 85% for the state). Approximately 31% have received a bachelor, or higher, degree (compare to 22% for the state).

Table 6-1: Educational Attainment of Persons Age 25 and Over, Town of Delta, 2000

<table>
<thead>
<tr>
<th>Attainment Level</th>
<th>Number</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 9th Grade</td>
<td>10</td>
<td>5.3%</td>
</tr>
<tr>
<td>9th to 12th Grade, No Diploma</td>
<td>22</td>
<td>11.7%</td>
</tr>
<tr>
<td>High School Graduate (includes equivalency)</td>
<td>48</td>
<td>25.5%</td>
</tr>
<tr>
<td>Some College, No Degree</td>
<td>26</td>
<td>13.8%</td>
</tr>
<tr>
<td>Associate Degree</td>
<td>24</td>
<td>12.8%</td>
</tr>
<tr>
<td>Bachelor's Degree</td>
<td>33</td>
<td>17.6%</td>
</tr>
<tr>
<td>Graduate or Professional Degree</td>
<td>25</td>
<td>13.3%</td>
</tr>
<tr>
<td>Total</td>
<td>188</td>
<td>100.0%</td>
</tr>
</tbody>
</table>


Labor Force and Employment Status

The civilian labor force consists of individuals age 16 and over who are currently employed or seeking employment, excluding persons in the armed forces. Shifts in the age and gender characteristics of residents, changing employment opportunities, and the health of the economy can all cause fluctuations in the number of persons in the labor force. Table 6-2 identifies the employment status of both males and females over the age of 16 within the town.
Table 6-2: Employment Status of Persons Age 16 and Over, Town of Delta, 2000

<table>
<thead>
<tr>
<th>Employment Status</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civilian:</td>
<td>55</td>
<td>44</td>
<td>99</td>
</tr>
<tr>
<td>Employed</td>
<td>55</td>
<td>43</td>
<td>98</td>
</tr>
<tr>
<td>Unemployed</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Not in Labor Force</td>
<td>45</td>
<td>51</td>
<td>96</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>95</td>
<td>195</td>
</tr>
</tbody>
</table>


Unemployment Rate

Figure 6-1 displays the unemployment rates for Bayfield County and the State of Wisconsin for each month in 2001. For 4 months of the year the county experienced an unemployment rate lower than the state. For the remaining 8 months of the year, the county had a unemployment rate higher than the state. As indicated by the figure, the county has a seasonal economy which appears to be fairly dependent upon seasonal visitors and seasonal employment. This trend is found in many northern Wisconsin communities and tourist destinations.

The Wisconsin Department of Tourism tracks several tourism related economic features for Bayfield County. For example, 2001 travel expenditures in the county totaled $129,811,550. This was a 5% increase from one year earlier. Tourism within the county also supported 3,736 full-time jobs. It was also estimated, for 2001, that local tourism related revenue totaled approximately $6 million in the county.

Figure 6-1: Monthly Unemployment Rates, Bayfield County, 2001

Income

Table 6-3 displays the 1999 household income of residents of Delta and Bayfield County. The largest segment of town residents, 23.4%, had a household income between $15,000 and $24,999. The largest segment of county residents, 19.5%, had an income between $35,000 and $49,999. The town’s median household income was $4,289 higher than the county. However, the town had a lower percentage of households with an income of less than $10,000 and a significant number of households within the $50,000 to $74,999 income category which contributed to the town’s higher median income.

Table 6-3: Household Income in 1999, Town of Delta and Bayfield County, 2000

<table>
<thead>
<tr>
<th>Income</th>
<th>Town of Delta</th>
<th>Bayfield County</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>% of Total</td>
</tr>
<tr>
<td>Less than $10,000</td>
<td>7</td>
<td>6.5%</td>
</tr>
<tr>
<td>$10,000 to $14,999</td>
<td>11</td>
<td>10.3%</td>
</tr>
<tr>
<td>$15,000 to $24,999</td>
<td>25</td>
<td>23.4%</td>
</tr>
<tr>
<td>$25,000 to $34,999</td>
<td>10</td>
<td>9.3%</td>
</tr>
<tr>
<td>$35,000 to $49,999</td>
<td>16</td>
<td>15.0%</td>
</tr>
<tr>
<td>$50,000 to $74,999</td>
<td>24</td>
<td>22.4%</td>
</tr>
<tr>
<td>$75,000 to $99,999</td>
<td>10</td>
<td>9.3%</td>
</tr>
<tr>
<td>$100,000 to $149,999</td>
<td>2</td>
<td>1.9%</td>
</tr>
<tr>
<td>$150,000 to $199,999</td>
<td>2</td>
<td>1.9%</td>
</tr>
<tr>
<td>$200,000 or more</td>
<td>0</td>
<td>0.0%</td>
</tr>
<tr>
<td>Total</td>
<td>107</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Median Household Income $37,679 $33,390


Commuting to Work

Commuting patterns of an area are an indication of the available transportation system and the preferences of the working public for transportation options. The majority of residents of the town, 71.7%, drove alone to work and 15.2% carpooled. Trends found in the town are very similar to those found within the state as a whole.
Table 6-4: Commuting to Work, Town of Delta, 2000

<table>
<thead>
<tr>
<th>Method of travel</th>
<th>Number</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Car, truck, or van --drove alone</td>
<td>66</td>
<td>71.7%</td>
</tr>
<tr>
<td>Car, truck, or van --carpooled</td>
<td>14</td>
<td>15.2%</td>
</tr>
<tr>
<td>Public transportation (including taxicabs)</td>
<td>0</td>
<td>0.0%</td>
</tr>
<tr>
<td>Walked</td>
<td>8</td>
<td>8.7%</td>
</tr>
<tr>
<td>Other means</td>
<td>0</td>
<td>0.0%</td>
</tr>
<tr>
<td>Worked at home</td>
<td>4</td>
<td>4.3%</td>
</tr>
<tr>
<td>Total</td>
<td>92</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Mean travel time to work (minutes) 24.4


6.2 Economic Base Analysis

Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend can partly be attributed to the general aging of the population.

Table 6-5 displays the number and percent of employed persons by industry group in the Town of Delta and Bayfield County.

According to the 2000 Census, the greatest percentage of employment for the town and the county was in the educational, health, and social services economic sector, 31.6% and 22.4% respectively. The second largest economic sector for the town and the county was arts, entertainment, recreation, accommodation, and food service, 14.3% and 12.8% respectively. These economic trends indicate the seasonal nature of the economy and dependence on tourism and seasonal visitors.
### Table 6-5: Employed Persons by Industrial Sector, Town of Delta and Bayfield County, 2000

<table>
<thead>
<tr>
<th>Economic Sector</th>
<th>Town of Delta</th>
<th></th>
<th>Bayfield County</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>% of Total</td>
<td>Number</td>
<td>% of Total</td>
</tr>
<tr>
<td>Agriculture, forestry, fishing and hunting, and mining</td>
<td>2</td>
<td>2.0%</td>
<td>407</td>
<td>6.0%</td>
</tr>
<tr>
<td>Construction</td>
<td>13</td>
<td>13.3%</td>
<td>694</td>
<td>10.3%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>7</td>
<td>7.1%</td>
<td>616</td>
<td>9.1%</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>3</td>
<td>3.1%</td>
<td>139</td>
<td>2.1%</td>
</tr>
<tr>
<td>Retail trade</td>
<td>3</td>
<td>3.1%</td>
<td>715</td>
<td>10.6%</td>
</tr>
<tr>
<td>Transportation and warehousing, and utilities</td>
<td>3</td>
<td>3.1%</td>
<td>315</td>
<td>4.7%</td>
</tr>
<tr>
<td>Information</td>
<td>2</td>
<td>2.0%</td>
<td>132</td>
<td>2.0%</td>
</tr>
<tr>
<td>Finance, insurance, real estate, and rental and leasing</td>
<td>8</td>
<td>8.2%</td>
<td>301</td>
<td>4.5%</td>
</tr>
<tr>
<td>Professional, scientific, management, administrative, and waste management services</td>
<td>3</td>
<td>3.1%</td>
<td>292</td>
<td>4.3%</td>
</tr>
<tr>
<td>Educational, health, and social services</td>
<td>31</td>
<td>31.6%</td>
<td>1,510</td>
<td>22.4%</td>
</tr>
<tr>
<td>Arts, entertainment, recreation, accommodation, and food services</td>
<td>14</td>
<td>14.3%</td>
<td>861</td>
<td>12.8%</td>
</tr>
<tr>
<td>Other services (except public administration)</td>
<td>3</td>
<td>3.1%</td>
<td>245</td>
<td>3.6%</td>
</tr>
<tr>
<td>Public administration</td>
<td>6</td>
<td>6.1%</td>
<td>522</td>
<td>7.7%</td>
</tr>
<tr>
<td>Total</td>
<td>98</td>
<td>100.0%</td>
<td>6,749</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Figure 6-2: Percentage Employed by Industry, Town of Delta, 2000

<table>
<thead>
<tr>
<th>Industry</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction</td>
<td>13.3%</td>
</tr>
<tr>
<td>Educational, health and S.S.</td>
<td>31.6%</td>
</tr>
<tr>
<td>Retail</td>
<td>3.1%</td>
</tr>
<tr>
<td>Trans., warehousing, and utilities</td>
<td>3.1%</td>
</tr>
<tr>
<td>Information</td>
<td>2.0%</td>
</tr>
<tr>
<td>Wholesale</td>
<td>3.1%</td>
</tr>
<tr>
<td>Retail</td>
<td>3.1%</td>
</tr>
<tr>
<td>Trans., warehousing, and utilities</td>
<td>3.1%</td>
</tr>
<tr>
<td>Information</td>
<td>2.0%</td>
</tr>
<tr>
<td>Professional, scientific, management, etc.</td>
<td>3.1%</td>
</tr>
<tr>
<td>Finance, insurance, R.E., etc.</td>
<td>8.2%</td>
</tr>
<tr>
<td>Public admin.</td>
<td>6.1%</td>
</tr>
<tr>
<td>Ag. forestry, fish, etc.</td>
<td>2.0%</td>
</tr>
<tr>
<td>Other services</td>
<td>3.1%</td>
</tr>
<tr>
<td>Arts, entertainment, etc.</td>
<td>14.3%</td>
</tr>
<tr>
<td>Educational, health and S.S.</td>
<td>31.6%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>7.1%</td>
</tr>
<tr>
<td>Ag, forestry, fish, etc.</td>
<td>2.0%</td>
</tr>
<tr>
<td>Other services</td>
<td>3.1%</td>
</tr>
<tr>
<td>Public admin.</td>
<td>6.1%</td>
</tr>
<tr>
<td>Other services</td>
<td>3.1%</td>
</tr>
</tbody>
</table>


County Commuting Patterns

Commuting patterns between counties indicate the employment opportunities available within an area and the tradeoffs that people are willing to make in order to live in a particular place. If there is a sufficient and diversified employment base within the county or the town then the need to commute to other areas will be reduced. The economic health of a community is also dependent upon the qualifications of its workforce, therefore reducing the loss of valuable human resources to other areas will strengthen the community. Table 6-6 displays the commuting pattern for Bayfield County as reported in 1994.
Table 6-6: County Commuting Patterns, Bayfield County, 1994

<table>
<thead>
<tr>
<th></th>
<th>Commute To</th>
<th>Commute From</th>
<th>Net Commute</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ashland County</td>
<td>1,739</td>
<td>191</td>
<td>-1,548</td>
</tr>
<tr>
<td>Douglas County</td>
<td>245</td>
<td>101</td>
<td>-144</td>
</tr>
<tr>
<td>Sawyer County</td>
<td>106</td>
<td>120</td>
<td>14</td>
</tr>
<tr>
<td>Minnesota</td>
<td>94</td>
<td>5</td>
<td>-89</td>
</tr>
<tr>
<td>Elsewhere</td>
<td>142</td>
<td>36</td>
<td>-106</td>
</tr>
<tr>
<td>Total</td>
<td>2,326</td>
<td>453</td>
<td>-1,873</td>
</tr>
<tr>
<td>Commute within County</td>
<td>3,343</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


Economic Base Analysis

The economic future of Delta requires an understanding of the local and county economies. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resource oriented firms (like logging or mining) are usually considered to be basic sector firms because their success depends largely on non-local factors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely on local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector.

There are nine economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: agriculture, forestry, and fishing; mining; construction; and manufacturing. There are five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services.

Location Quotient Analysis

The Location Quotient analysis technique compares the Bayfield County economy to the United States. This allows for identifying specializations in the Bayfield economy. This is calculated by taking the Bayfield County employment within a certain industry in a given year and dividing it by the Bayfield County total employment for the given year. The total is then divided by the result of taking the United States employment in the same industry in the given year divided by the total United States employment for the given year. The result will be one of the following:

- If the Location Quotient (LQ) is **less than 1.0**, all employment is considered non-basic, therefore that industry is not meeting local demand for a given good or service.

- An **LQ equal to 1.0** suggests that the local employment is exactly sufficient to meet the local demand for a given good or service. Therefore, all of this employment is also considered non-basic because none of these goods or services are exported to non-local areas.
An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment.

Tables 6-7 and 6-8 display the economic analysis for the United States and Bayfield County.

### Table 6-7: United States Employment Analysis, 1990 and 2000

<table>
<thead>
<tr>
<th>Economic Division</th>
<th>1990 Employment</th>
<th>% of Total</th>
<th>2000 Employment</th>
<th>% of Total</th>
<th>% Change 1990-2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ag/Forest/Fish</td>
<td>1,453,000</td>
<td>1.3%</td>
<td>2,166,800</td>
<td>1.5%</td>
<td>49.1%</td>
</tr>
<tr>
<td>Mining</td>
<td>1,044,100</td>
<td>0.9%</td>
<td>795,400</td>
<td>0.6%</td>
<td>-23.8%</td>
</tr>
<tr>
<td>Construction</td>
<td>7,260,800</td>
<td>6.3%</td>
<td>9,604,300</td>
<td>6.8%</td>
<td>32.3%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>19,697,200</td>
<td>17.1%</td>
<td>19,106,900</td>
<td>13.5%</td>
<td>-3.0%</td>
</tr>
<tr>
<td>Transportation/Utility</td>
<td>6,568,600</td>
<td>5.7%</td>
<td>8,247,100</td>
<td>5.8%</td>
<td>25.6%</td>
</tr>
<tr>
<td>Wholesale</td>
<td>6,711,500</td>
<td>5.8%</td>
<td>7,584,900</td>
<td>5.4%</td>
<td>13.0%</td>
</tr>
<tr>
<td>Retail</td>
<td>22,920,500</td>
<td>19.9%</td>
<td>27,344,100</td>
<td>19.3%</td>
<td>19.3%</td>
</tr>
<tr>
<td>Finance, Ins. R.E.</td>
<td>10,712,600</td>
<td>9.3%</td>
<td>13,495,100</td>
<td>9.5%</td>
<td>26.0%</td>
</tr>
<tr>
<td>Services</td>
<td>38,709,600</td>
<td>33.6%</td>
<td>53,276,700</td>
<td>37.6%</td>
<td>37.6%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>115,077,900</strong></td>
<td><strong>100.0%</strong></td>
<td><strong>141,621,300</strong></td>
<td><strong>100.0%</strong></td>
<td><strong>23.1%</strong></td>
</tr>
</tbody>
</table>


### Table 6-8: Bayfield County Employment Analysis, 1990 and 2000

<table>
<thead>
<tr>
<th>Economic Division</th>
<th>1990 Employment</th>
<th>% of Total</th>
<th>2000 Employment</th>
<th>% of Total</th>
<th>% Change 1990-2000</th>
<th>LQ 1990</th>
<th>LQ 2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ag/Forest/Fish</td>
<td>(D) NA</td>
<td>113</td>
<td>2.2%</td>
<td>NA</td>
<td>NA</td>
<td>1.4</td>
<td></td>
</tr>
<tr>
<td>Mining</td>
<td>(L) NA</td>
<td>628</td>
<td>12.3%</td>
<td>77.9%</td>
<td>1.5</td>
<td>1.8</td>
<td></td>
</tr>
<tr>
<td>Construction</td>
<td>353</td>
<td>9.8%</td>
<td>628</td>
<td>12.3%</td>
<td>77.9%</td>
<td>1.5</td>
<td>1.8</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>371</td>
<td>10.3%</td>
<td>254</td>
<td>5.0%</td>
<td>-31.5%</td>
<td>0.6</td>
<td>0.4</td>
</tr>
<tr>
<td>Transportation/Utility</td>
<td>215</td>
<td>5.9%</td>
<td>357</td>
<td>7.0%</td>
<td>66.0%</td>
<td>1.0</td>
<td>1.2</td>
</tr>
<tr>
<td>Wholesale</td>
<td>(D) NA</td>
<td>105</td>
<td>2.0%</td>
<td>NA</td>
<td>NA</td>
<td>0.4</td>
<td></td>
</tr>
<tr>
<td>Retail</td>
<td>1,000</td>
<td>27.6%</td>
<td>1,153</td>
<td>22.5%</td>
<td>15.3%</td>
<td>1.4</td>
<td>1.2</td>
</tr>
<tr>
<td>Finance, Ins. R.E.</td>
<td>219</td>
<td>6.1%</td>
<td>431</td>
<td>8.4%</td>
<td>96.8%</td>
<td>0.7</td>
<td>0.9</td>
</tr>
<tr>
<td>Services</td>
<td>1,460</td>
<td>40.4%</td>
<td>2,081</td>
<td>40.6%</td>
<td>42.5%</td>
<td>1.2</td>
<td>1.1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>3,618</strong></td>
<td><strong>100.0%</strong></td>
<td><strong>5,122</strong></td>
<td><strong>100.0%</strong></td>
<td><strong>41.6%</strong></td>
<td>1.0</td>
<td>1.0</td>
</tr>
</tbody>
</table>

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Accounts Data, Total Full and Part Time Employment by Industry, 2002. (D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals. (L) Less than 10 jobs, but the estimates for this item are included in the totals.
**Basic Employment**

There are five areas within the 2000 Bayfield County economy which can be considered basic employment areas: agriculture, forestry and fishing; construction; transportation and utilities; retail; and services. These areas produce more goods and services than the county economy can use. This finding supports previous information indicating the seasonal nature of the county’s economy. An increase in the Location Quotient over time suggests that the Bayfield County economy is getting closer to reaching or exceeding local demand. Having basic employment suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they’re dependent more on non-local economies. Having strong basic sector employment and industry within the county will strengthen the county’s economy as well as the economies of communities within the county.

**Non-Basic Employment**

The remaining economic divisions are considered non-basic employment sectors. These industries are not meeting local demand for a given good or service. The finance, insurance, and real estate sector has a Location Quotient very close to 1.0, indicating that local demand is being met but services are not being exported.

**Bayfield County Economic Development Diversification**

In 1998, a three-county economic development committee was formed between Ashland, Bayfield, and Iron Counties. The committee’s responsibilities were to analyze local economic conditions and develop goals, economic strategies, and activities to further economic development in the region. The results of the committee’s findings and recommendations are contained in the *Bayfield County Economic Development Diversification Plan*.

In the fall of 1999 the Bayfield County Economic Development Corporation (BCEDC) was formed, partially as a result of the plan. A strategic plan for the Corporation was completed in June of 2002. The BCEDC provides economic development assistance to several businesses, secures grant funding and pursues numerous other economic development initiatives.

**Natural Resource and Tourism Impacts**

According to the 2002 report *Forests and Regional Development* (Marcoullier & Mace), tourism and forest products are the mainstays of the regional economy in northwestern Wisconsin. According to the report, forest related industry output in northwest Wisconsin amounted to nearly $9 billion for the year 1994. These forest related outputs included both timber harvest and recreation related activities.

The economic impact of tourism on Bayfield County and the Town of Delta is substantial. In 2001, tourist expenditures in Bayfield County exceeded $129 million dollars, the highest of all four of Wisconsin’s Lake Superior counties. According to the *Bayfield County Land Use Plan*, these expenditures equate to $44,927,000 in resident income, and an additional $10,992,000 in state revenue. Additionally, 3,736 jobs were supported by tourism expenditures in Bayfield County.
Economic data for the Town of Delta reflect a tourism based economy with characteristic seasonal employment fluctuations and a strong service industry employment sector. The connection to forest products is not as evident but is likely demonstrated indirectly through the characteristics of the forestry, manufacturing, construction, wholesale trade, and retail trade sectors of the economy.

**Employment Forecast**

To determine the economic health of Delta, it is important to determine the amount and types of jobs currently available within the community and to make a forecast for the future. Census information, provided earlier in this element, only provides the employment status of residents of the community, it does not provide the number of employees working at businesses in the town. To ensure the confidentiality of individual employers, these data are no longer available for public use.

Therefore, the most accurate way to estimate future employment trends is to look at the state as a whole and take into consideration trends that are known locally. In January of 2001, the Wisconsin Department of Workforce Development (WDWD) released a publication titled *Wisconsin Projections, 1998-2008*. This publication makes economic projections for the state regarding the labor force, industries, and occupations. Some of these predictions will likely influence local and regional employment trends.

According to the WDWD projections, the top five industries adding the most new jobs from 1998 to 2008 will be the business service industry, health services, educational services, social services, and miscellaneous retail stores. The top five occupations with the most job openings for the same period are cashiers, retail salespersons, waiters and waitresses, general office clerks, and general managers/top executives. The WDWD publication also noted that Wisconsin’s population is projected to grow slower and older than the nation as a whole, therefore leading to lower participation rates in the workforce. Wisconsin is also having difficulty attracting international immigrants and domestic migrants, and retaining its own citizens. Wisconsin will continue to face challenges of filling job openings.

**6.3 Desired Economic Development**

The Town of Delta does not anticipate a great deal of commercial or industrial development over the next 20 years, but does support business uses that are compatible with the goals, objectives, and policies of the comprehensive plan. Generally speaking, economic development that will be supported in the town will be small-scale and will not significantly increase noise, traffic, odors, lighting, or otherwise negatively impact the surrounding area. Characteristics of desired economic development in the Town of Delta include:

- Home based businesses that are compatible with surrounding land uses
- Development that does not negatively impact nearby residences
- Development that does not negatively impact property values
Business uses in the Town Center preferred land use area that pay attention to building and site design

Development that supports the forest products industry

Development that supports the agriculture industry

Development that supports the tourism industry

Development that promotes the features unique to the Town of Delta including its natural resources, history, and culture

6.4 Strengths and Weaknesses Analysis with Regard to Attracting and Retaining Business and Industry

In general, the Town of Delta has more weaknesses than strengths relative to economic development. Weaknesses include a lack of public infrastructure (sewer and water) needed for many types of commercial or industrial development. The town also lacks direct access to major transportation routes for trucking and rail, as well as areas zoned for commercial development.

Strengths relative to economic development include abundant tourism and recreation opportunities given the seasonal population and presence of lakes, streams, and public lands. Other strengths include the existing land use pattern and availability of land for future development. Appropriate commercial uses in the Town of Delta may be identified in the preferred land use plan.

Strengths

- Natural features of the area including lakes, streams, forests, and open spaces.
- Reliable power and phone service.
- Abundant recreation opportunities.
- Available land for development.
- Abundant natural resources including timber, gravel, groundwater, and surface water.
- Housing growth.
- Significant segment of town population employed in health, education, finance, and other professional services.

Weaknesses

- Distance to major markets - other communities and major regional centers.
- Distance to government services and medical care.
- Distance to main transportation routes.
- Small and aging population.
- Limited tax base with which to encourage economic development.
Lack of public infrastructure such as sewer and water.
Lack of a significant community center.

6.5 Evaluation of Environmentally Contaminated Sites For Commercial/Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) encourage the clean-up and use of environmentally contaminated sites for commercial and industrial use. The WDNR has created the Bureau for Remediation and Redevelopment Tracking System (BRRTS) which identifies environmentally contaminated sites for communities in Wisconsin. The most commonly listed types of sites are the following:

- Spills, a discharge of a hazardous substance that may adversely impact, or threaten to adversely impact, public health, welfare, or the environment. Spills are usually cleaned up quickly.

- A Leaking Underground Storage Tank (LUST) that has contaminated soil and/or groundwater with petroleum. Some LUST cleanups are reviewed by the WDNR and some are reviewed by the Wisconsin Department of Commerce.

- ERP, Environmental Repair Program sites are sites other than LUSTs that have contaminated soil and/or groundwater. Often, these are old historic releases to the environment.

According to this database only one active site was identified. An Environmental Repair Program (ERP) site was identified on Eagle Lake Road, indicating the presence of contaminated soil and/or groundwater. Contamination of soil, groundwater, and surface water was caused by an above-ground fuel oil tank that tipped and spilled in 1987. This site has limited potential for economic development as it does not currently qualify for any federal or state aid programs.

6.6 Economic Development Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1) Promote the stabilization and expansion of the economic base and quality employment opportunities in the

Supporting Objectives:

- Encourage efforts that distinguish and promote features unique to the Town of Delta in order to compete with neighboring communities.
Show local businesses that they are appreciated and support their long-term goals when they are consistent with the *Town of Delta Year 2025 Comprehensive Plan*.

Explore opportunities for expanded tourism businesses based on the town’s natural resources and historic heritage.

Support environmentally sensitive and appropriately located and designed development in the town.

Promote and enhance year-round recreational opportunities.

**Goal 2) Promote the forestry industry and related business as an important economic base for the future of the community.**

*Supporting Objectives:*

- Support efforts that maintain forestry as a component of the local economy (which helps provide the community and the area with revenue at a minimal cost of service and supports related wood processing and service industries).

- Discourage the fragmentation of contiguous tracts of privately owned forest lands in order to maintain a critical mass of private lands as productive forests.

**6.7 Economic Development Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focussed responses to the issues that the town is concerned about. Policies and recommendations become the tools that the town can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the *Town of Delta Year 2025 Comprehensive Plan*. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

**Policies**

- The Town of Delta will utilize design review criteria when reviewing proposals for new commercial and industrial uses within the Town Center preferred land use areas.

- The Town of Delta will consider compatibility with neighboring land uses when reviewing proposals for new business uses (including home based businesses) outside of...
the Town Center preferred land use area, but site and building design will not be a primary consideration.

**Recommendations**

1. Conduct public outreach activities to develop commercial and industrial design review criteria that will be supported by Town of Delta property owners and residents.

2. Adopt a commercial and industrial design review standards ordinance based on public input and the comprehensive plan.

### 6.8 Economic Development Programs

The following programs are available to the town with regard to economic development. The following list is not all-inclusive. For specific information on a program, the program sponsor should be contacted.

**Bayfield County Economic Development Corporation**

The BCEDC was formed in the fall of 1999. Information about the Corporation and its activities can be found on its web-site at [www.bayfieldwwyp.com](http://www.bayfieldwwyp.com). Information on quality of life, real estate, workforce, and other economic development related data is provided.

**Northwest Regional Planning Commission**

Since 1959, the Northwest Regional Planning Commission has provided a vast array of professional services to local units of government in northwestern Wisconsin. The purpose of the commission is to improve the quality of life of the residents of the region by increasing the number of jobs and wages paid, while recognizing the importance of planning for balanced use of natural resources. Examples of past services include the development of land use plans, tax increment districts, zoning ordinances, highway corridor plans, roadway management plans, maps, grant applications (state, federal, and foundation), outdoor recreation plans, water quality plans, and natural resource plans.

Past grant applications prepared by NWRPC staff include Community Development Block Grant program Public Facilities (PF), Public Facilities for Economic Development (PF-ED), Economic Development (ED), Housing Rehabilitation; Transportation Economic Assistance (TEA), WisDOT Enhancement Grant, Federal Ferry Boat Grant, and Economic Development Administration (EDA). Visit the Commission’s website at [www.nwrpc.com](http://www.nwrpc.com) for more information.

**Northwest Business Development Corporation**

Northwest Wisconsin Business Development Corporation (NWBDC) was formed to manage the Northwest Regional Planning Commission's loan fund programs which provide a source of long-term, low-interest financing for businesses that are creating employment within the region.
University of Wisconsin Extension-Bayfield County

The Community Resource Development Program within the UW-Extension for Bayfield County offers a number of economic development assistance programs. Assistance can be provided within the following areas: community economic development and tourism, small business assistance, socioeconomic information, grant development, and several other economic development areas.

Bayfield County Chamber of Commerce

The Bayfield Chamber of Commerce is a voluntary organization of business and professional men and women who have joined together for the purpose of promoting the civic and commercial progress of the Bayfield Community. The mission of the Chamber is as follows: To promote, support and expand community business activities which are compatible and consistent with the special image, traditions and culture of the community. More information can be found at the Chamber’s website at www.bayfield.org.

Wisconsin Department of Commerce

The Wisconsin Department of Commerce (WDOC) has several grant programs and services available to communities or businesses within communities. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. WDOC also offers many more business assistance and financing programs as well as economic development news and statistics. For more information regarding available WDOC services call (608) 266-1018 or visit its web-site at www.commerce.state.wi.us for a further list of programs and financial resources.

USDA, Wisconsin Rural Development Programs

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Some programs and services available include: community development programs, business and community programs, rural housing and utilities services, and community facility programs. Such funding was recently secured in nearby Iron River for the construction of the Iron River Enterprise Center. For more information visit the Wisconsin Rural Development web site at http://www.rurdev.usda.gov/wi/index.html.

Joint Effort Marketing (JEM) Grant Program

The Joint Effort Marketing (JEM) Grant Program provides partnership funding to help non-profit organizations promote tourism and to maintain a strong tourism industry in Wisconsin. JEM is based on state statutes and administrative rules that govern its administration and permit the Department of Transportation to conduct a matching grant program with local non-profit organizations on a cooperative basis. The program offers Wisconsin's tourism communities a variety of options to assist in the development of marketing initiatives. Contact the Wisconsin Department of Transportation for further information.
AB437, Wisconsin Act 231 – TIF for Tourism, Agriculture and Forestry

Signed by the Governor, this bill authorizes towns to use tax incremental financing for limited purposes. Under the legislation, a town may use the TIF law to expend money or incur monetary obligations for projects related to tourism, agriculture, or forestry. Such expenditures could be used to fund infrastructure improvements including all-season roads, power lines, rail connections, and the like. A town may also use the TIF law for residential projects, but only to the extent that the residential project has a necessary and incidental relationship to tourism, agriculture, or forestry. Under the legislation, towns may also use the TIF law for retail projects to the extent that the retail development is related to the retail sale of a product that is produced due to an agriculture or forestry project.
Intergovernmental Cooperation
7. Intergovernmental Cooperation

Intergovernmental relationships are simplified by the Town of Delta’s remote location. There are no incorporated municipalities bordering the town, as Delta is surrounded only by other towns. Delta and all of the surrounding towns are under the jurisdiction of Bayfield County Zoning, so consistency between land use regulations on town borders has not been an issue. The presence of the Chequamegon National Forest presents the potential for conflict and cooperation with the U.S. Forest Service.

Cooperation between governmental units is becoming increasingly necessary in order to deal with issues that cross municipal boundaries and to establish mutual relationships that can benefit both communities. Intergovernmental cooperation not only means cooperation with other towns, but also with the county, neighboring counties, county departments, non-profit organizations, regional organizations, the state, and state departments.

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

7.1 Inventory of Existing Plans and Agreements

The Town of Delta has an agreement with the Iron River Volunteer Fire Department for fire protection service, and with Iron River Ambulance for emergency medical service. Both agreements are one year contracts. The cost of service is based on the valuation of the real estate in the Town of Delta, and the total cost for both services in 2002 was approximately $28,000.

The Town of Delta is party to road maintenance agreements with surrounding towns and with the U.S. Forest Service. Roads that border the Towns of Mason and Keystone are maintained under a cooperative agreement with the Town of Delta. Thirty-four miles of roads within Delta are maintained in cooperation with the Forest Service.

7.2 Intergovernmental Cooperation in Wisconsin

Wisconsin’s Comprehensive Planning legislation requires the Intergovernmental Cooperation element of a comprehensive plan to incorporate any plans or agreements to which the town is a party to under s. 66.0301, 66.0307 and 66.0309.

66.0301 - Intergovernmental Cooperation

Wisconsin Statute, 66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, sewer utility districts, Indian tribes or bands, and others.
Intergovernmental agreements prepared in accordance with s. 66.0301, formerly s. 66.30, are the most common form of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement, and boundary changes have to be accomplished through the normal annexation process.

66.0307 - Boundary Agreements Pursuant to Approved Cooperative Plan

Under Section 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include: a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan. The plan must also address the need for safe and affordable housing. The participating communities must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for state approval. Upon approval, the cooperative plan has the force and effect of a contract.

66.0309 - Creation, Organization, Powers, and Duties of a Regional Planning Commission

Wisconsin Statute 66.0309 permits local governments to petition the governor to create a regional planning commission (RPC). If local support for a commission is unanimous, the governor may create it by executive order. The governor may also create a commission if local governments representing over 50% of the population or assessed valuation of the proposed region consent to the creation. Commission members are appointed by either local governments or the governor.

State Statutes require the RPC to perform three major functions:

- Make and adopt a master plan for the physical development of the region.
- If requested by a local unit, report recommendations to that local unit on the location of or acquisition of land for any of the items or facilities which are included in the adopted regional master plan.
- Make an annual report of its activities to the legislative bodies of the local governmental units within the region.

RPCs are also authorized to perform several other functions, however, by law, they serve a strictly advisory role.
7.3 Analysis of the Relationship Between Delta and Other Jurisdictions Including Potential Opportunities for Cooperation

School District

The Drummond School District provides service to the Town of Delta. Potential opportunities for cooperation include working with the school district to anticipate future growth and facility needs.

Surrounding Towns

The Town of Delta is active in working with the surrounding towns. Delta contracts with the Town of Iron River for ambulance and fire protection service. Delta has agreements for shared road maintenance with the Towns of Mason and Keystone. All towns surrounding Delta have the common thread of jurisdiction under Bayfield County’s general zoning ordinance. Potential opportunities for cooperation include continuing current cooperative efforts and exploring other opportunities for joint service delivery and joint purchasing in pursuit of maximum efficiency of town budgets.

Bayfield County

Bayfield County agencies provide various services to the town including law enforcement, highway maintenance, and zoning. The Town of Delta is under the jurisdiction of the Bayfield County Zoning Ordinance. Potential opportunities for cooperation include continuing to communicate with the county to develop a mutually beneficial implementation program to ensure orderly and efficient land use planning. The town will continue its participation in the county’s comprehensive planning process toward this same goal. There is also a potential opportunity for cooperation by coordinating transportation planning efforts with the Bayfield County Highway Department.

Regional Planning Commission

Bayfield County and the Town of Delta are members of the Northwest Wisconsin Regional Planning Commission (NWRPC). The NWRPC offers local planning assistance to counties and municipal governments within its region. Typical functions of NWRPC include, but are not limited to: comprehensive, intergovernmental planning; transportation planning and programming; water quality planning; collecting and analyzing data; conducting studies; sewer service area planning; economic development planning and grant writing; and meeting area wide requirements so local jurisdictions can receive federal grants. The town could utilize NWRPC services for future projects such as park planning or transportation grant assistance.

Wisconsin Department of Natural Resources

The Town of Delta was awarded a Lake Planning grant to assist the town in the development of its comprehensive plan. Given the abundance of natural resources within the town, including
wetlands, endangered resources, and the presence of more than 50 lakes, the town has the opportunity to continue working with the WDNR to protect and preserve these resources.

**USDA Forest Service**

Nearly one half of the Town of Delta is located within the Chequamegon National Forest. The town maintains 34 miles of roads in cooperation with the Forest Service. Given the expansive presence of the National Forest, the town has the opportunity to continue working with the Forest Service to protect and preserve its forest resources.

**Lake Organizations**

The Iron River Lakes Association is the oldest active lake association in the Town of Delta. This association serves lakes in the Towns of Delta, Hughes, Iron River, Oulu, and Tripp. The Iron River Lakes Association was formed to provide a forum for concerns related to environmental issues, law enforcement, crime prevention, the quality and cost of local educational services, and governmental activities. The association meets at least twice each year and calls special meetings as necessary.

A new lake association was formally initiated in 2003 – the Delta Area Lakes Association. This group plans to meet bi-monthly in order to launch the new organization. At the time this comprehensive plan was developed, the association had not yet identified a particular focus or mission.

The Bayfield County Lakes Forum (BCLF) is a lake organization that includes representatives of many different waterways throughout the county. The mission of the BCLF is to facilitate education, research and information sharing between organizations, individuals, governmental bodies, and the general public with regard to issues relating to the protection, preservation, and improvement of Bayfield County water bodies, shorelands, environs, and watersheds. Such issues include, but are not limited to, aesthetics, water quality, wildlife habitat, fisheries and recreation.

**7.4 Plans of Neighboring Jurisdictions**

Several surrounding towns have completed land use plans. Although these plans contain many elements of a comprehensive plan, none of them are fully compliant with Wis. Stats. 66.1001 Comprehensive Planning law.
The Town of Iron River completed a land use plan in 1984. This plan included recommendations in the areas of housing, community facilities, recreation and tourism, transportation, and economic development, but did not include a future land use map. The plan included an implementation strategy that was focused on economic development and community facilities planning. Key recommendations included:

- Directing new developments to areas that can be serviced by existing or easily expanded infrastructure.
- Improvements to Moon Lake Park.
- Developing a capital improvements program.
- Revising transportation budgets.
- Encouraging economic development.

The Town of Keystone developed a land use plan in 2000. Although no specific recommendations were made in the plan, a future land use map was developed. No potentially conflicting uses were identified on lands bordering the Town of Delta. Key goals cited by the plan included:

- Preserve the existing quality of life through orderly and sustainable growth.
- Encourage light, non-polluting industry.
- Preserve and protect unique natural resources and rural characteristics.
- Preserve productive agricultural land.

The Town of Drummond adopted a land use plan in 2002. This plan included a land use plan map and detailed recommendations for future development. No conflicting uses are planned for the areas that border the Town of Delta. Key goals of the land use plan map included:

- Direct development away from sensitive environmental areas.
- Protect and maintain natural resources.
- Continue active agricultural and forest uses.
- Maintain rural and open landscape character by avoiding high density development in rural areas.
- Maintain scenic visual resources.
- Disallow commercial and retail development outside of existing business areas within the existing sanitary district.

The Town of Grandview finalized a land use plan in 2002. This plan included a land use plan map and detailed recommendations for future development. No conflicting uses are planned for the areas that border the Town of Delta. Key goals of the land use plan map included:

- Direct development away from sensitive environmental areas.
- Protect and maintain natural resources.
- Continue active forest uses.
- Continue active resort and recreational uses.
- Maintain rural and open landscape character by avoiding high density development in rural areas.
- Maintain scenic visual resources.
- Maintain strict road standards.
- Keep larger parcels manageable and intact.

Several surrounding towns have not adopted a land use or comprehensive plan to date. However, plan development is in progress in each of these communities including the Towns of Hughes, Barnes and Mason.

Bayfield County Land Use Plan

The Bayfield County Land Use Plan addresses eight of the nine required elements of Wisconsin’s Comprehensive Planning legislation, however, the plan is not considered a comprehensive plan. The county continues to work on this plan and should be referred to as needed in the future.

7.5 Existing and Potential Conflicts

Existing and potential intergovernmental conflicts were considered in the analysis of relationships with other units of government, the inventory of plans of neighboring jurisdictions, and during the town’s plan development process. Two areas of conflict have been identified: the treatment of nonconforming structures by the Bayfield County Zoning Ordinance, and the forest management practices of the USDA-Forest Service.

Nonconforming Structures

The Town of Delta Year 2025 Comprehensive Plan contains recommendations for changes to the Bayfield County Zoning Ordinance with regard to the treatment of structures that have a
nonconforming setback from the water. These recommendations are found in the
Implementation element. These zoning rules are the source of existing conflict and have the
potential to be a source of continuing conflict in the future.

The relationship between towns and counties that are involved in a county zoning program is
often a difficult one. Counties are often the best equipped unit of government to provide zoning
services to rural areas in a cost-effective manner. However, counties in this situation are
challenged by the differing needs of various towns under their jurisdiction. It is an ongoing
challenge to administer a single set of zoning rules that apply to many different communities.
This relationship is also challenged by the requirements of regulatory programs mandated by the
state. Any changes to the rules that apply to nonconforming structures in the shoreland zone
must also meet the minimum requirements of Wisconsin Administrative Code NR 115.

The recommended method of resolving these conflicts is continued communication with
Bayfield County and neighboring towns. This includes active participation in development of
comprehensive and land use plans of the county and of neighboring towns. County government
cannot be expected to modify ordinance provisions that apply to an entire county based on the
recommendations of one town. However, if the plans of several towns identify the same issues,
then action on the part of the county may be justified. Working through lake organizations may
also prove valuable in resolving these conflicts. Continuing to monitor the progress of revisions
to NR 115 is also recommended.

National Forest Management

No specific existing conflicts with the management of the Chequamegon National Forest have
been identified during the planning process. However, the Forest Service is developing a new
forest management plan that includes changes to the management of forest land in the Town of
Delta. In order to avoid future conflicts with the Forest Service, town participation in the
development of the forest management plan is recommended. The Bayfield County Board of
Supervisors and the Bayfield County Economic Development Corporation reviewed a draft of
the plan and took action against its adoption. Concerns over limited timber harvesting were cited
as a primary objection.

7.6 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long
term (20 years or more). They specifically address key issues, opportunities, and problems that
affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through
direct action and implementation of plan recommendations. The accomplishment of objectives
contributes to fulfillment of the goal.

Goal 1) Seek to establish and improve mutually beneficial relationships with other
units of government.
Supporting Objectives:

- Seek opportunities to enhance the provision of coordinated public services and facilities such as police, fire, emergency rescue, waste management, transportation systems, parks and recreation with other units of government.

- Achieve cooperation and coordination with adjacent towns with respect to comprehensive planning and land use controls.

- Maintain town involvement in county planning efforts and policy development.

- Promote communication and cooperation by providing neighboring towns and overlapping authorities opportunities to comment on the town comprehensive plan, implementing land use controls, and future development proposals.

- Coordinate implementation of the town comprehensive plan with Bayfield County to avoid conflicting regulations, duplication of regulatory and review processes, and public confusion on applicable regulations.

- Work toward improving the completeness of Bayfield County’s decision record regarding land use decisions that affect the Town of Delta.

- Seek county technical assistance to support town planning efforts and implementation of land use controls.

Goal 2) Improve relationships with state and federal agencies with a major presence in the town.

Supporting Objectives:

- Support Wisconsin Department of Natural Resources lake and river protection programs in the town when they are consistent with the Town of Delta Year 2025 Comprehensive Plan.

- Establish regular, two-way communication between Delta and the Wisconsin Department of Natural Resources regarding natural resource issues in the town.

- Continue and improve regular communications with the U.S. Forest Service regarding issues of mutual concern such as forest management and road maintenance.

7.7 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focussed responses to the issues that the town is concerned about. Policies and recommendations become the tools that the town can use to aid in making land use decisions.
Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the *Town of Delta Year 2025 Comprehensive Plan*. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

**Policies**

- The Town of Delta will work to maintain positive relationships with the surrounding towns, with Bayfield County, and with state and federal agencies.

- Neighboring communities and districts will be invited to any future meetings in which amendments or updates to the comprehensive plan that apply to them are made or discussed.

- The Town of Delta will work toward recording all intergovernmental agreements in writing including joint road maintenance agreements.

**Recommendations**

1. Meet with Bayfield County and neighboring town officials to explore opportunities for the cooperative development and administration of Delta’s proposed implementation strategy. Specific opportunities include the commercial and industrial design review ordinance and proposed changes to the Bayfield County Zoning Code.

**7.8 Intergovernmental Cooperation Programs**

**Wisconsin Towns Association (WTA)**

The Wisconsin Towns Association (WTA) is a non-profit, non-partisan, statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the state's 1,266 towns and to improve town government. The association is organized into six districts and is headquartered in Shawano. The WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs, and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin. The WTA may provide information and resources for the development of shared service agreements.
Land Use
8. Land Use

This element provides an analysis of the existing development pattern in the Town of Delta. Land use regulations, private market demands, ownership patterns, and resource management programs all contribute to the character of the Town of Delta as it is known today. This element also includes an explanation of the town’s preferred future development pattern.

A primary function of this comprehensive plan is to help guide future land use in a way that is desirable in the town. This requires the consideration of a range of ideas and opinions relative to land use, property rights, and community values. The Town of Delta can effectively manage land use through sensible land use controls and policies. This element covers the range of issues that affect land use, and how the Town of Delta intends to manage expected future development.

8.1 Existing Land Use

Forests, open space and other non-intensive uses make up the vast majority of land use in the Town of Delta. Less than 3% of the town is composed of intensive land uses like housing, businesses, government services, campgrounds, boat landings, and resorts. The majority of existing intensive uses are concentrated around the lakes with the most focused development in the areas of Eagle, Muskellunge, and Flynn Lakes.

Resource uses in the town are predominantly forest related with the most significant agricultural and open space uses in the northeast part of the town. Both public and private forest lands are significant in the town with the United States as the largest single land owner. Public lands represent more than half of the Town of Delta, and lands associated with the Chequamegon National Forest occupy approximately 45% of the town.

These data all support the fact that the Town of Delta is a remote, rural community that has substantial public lands and is closely tied to its resource base. Table 8-1, Figure 8-1 and Map 8-1 portray the existing land use situation in the town.

Surface water in the Town of Delta covers nearly 1,800 acres, or roughly 4% of the town’s land area. The amount of surface water shown in Table 5-1 differs from the amount shown in Table 8-1, because Table 5-1 includes areas of lakes that extend beyond the town’s borders.
### Table 8-1: Existing Land Use, Town of Delta

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Acreage</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Intensive Land Use</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Active Quarry</td>
<td>49.4</td>
<td>0.1%</td>
</tr>
<tr>
<td>Commercial</td>
<td>6.9</td>
<td>0.0%</td>
</tr>
<tr>
<td>Cemetery</td>
<td>1.7</td>
<td>0.0%</td>
</tr>
<tr>
<td>Farmstead</td>
<td>28.4</td>
<td>0.1%</td>
</tr>
<tr>
<td>Government Service/Institutional</td>
<td>371.8</td>
<td>0.8%</td>
</tr>
<tr>
<td>Public Outdoor Recreation</td>
<td>24.5</td>
<td>0.1%</td>
</tr>
<tr>
<td>Public Road</td>
<td>456.9</td>
<td>1.0%</td>
</tr>
<tr>
<td>Private Outdoor Recreation</td>
<td>11.8</td>
<td>0.0%</td>
</tr>
<tr>
<td>Residential - Single Family</td>
<td>311.9</td>
<td>0.7%</td>
</tr>
<tr>
<td>Structure - Non Residential</td>
<td>4.3</td>
<td>0.0%</td>
</tr>
<tr>
<td><strong>Public Resource Land Use</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>County Resource Land</td>
<td>17.6</td>
<td>0.0%</td>
</tr>
<tr>
<td>Federal Resource Land</td>
<td>20,943.4</td>
<td>45.4%</td>
</tr>
<tr>
<td>State Resource Land</td>
<td>3,268.0</td>
<td>7.1%</td>
</tr>
<tr>
<td>Town Resource Land</td>
<td>148.8</td>
<td>0.3%</td>
</tr>
<tr>
<td><strong>Private Resource Land Use</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cropped Farmland</td>
<td>916.5</td>
<td>2.0%</td>
</tr>
<tr>
<td>Managed Forest Law (Open)</td>
<td>1,257.4</td>
<td>2.7%</td>
</tr>
<tr>
<td>Managed Forest Law (Closed)</td>
<td>259.3</td>
<td>0.6%</td>
</tr>
<tr>
<td>Industrial Forest</td>
<td>1,554.6</td>
<td>3.4%</td>
</tr>
<tr>
<td>Private Woodland/Open Space</td>
<td>14,725.3</td>
<td>31.9%</td>
</tr>
<tr>
<td><strong>Surface Water</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>46,109.5</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Refer to Appendix D for a full description of the existing land use classifications used in Table 8-1, Figure 8-1, and Map 8-1.
Figure 8-1: Existing Land Use, Town of Delta

- Intensive Land Use: 2.7%
- Public Resource Land Use: 52.9%
- Private Resource Land Use: 40.6%
- Surface Water: 3.8%
### 8.2 Development Regulations

Development regulations provide insight into existing development patterns and are essential to the implementation of a comprehensive plan. Land use regulations are also an important part of the planning process, as Wisconsin’s Comprehensive Planning law (Wis. Stats. 66.1001) requires that the comprehensive plan and associated land use ordinances are consistent with each other by the year 2010. The vast majority of Delta’s land use regulations are administered by Bayfield County, so cooperation with the county will be paramount to the implementation of the town’s plan.

A general description of existing land use controls and related issues pertaining to Delta are presented in this section. The applicable ordinance must be consulted for additional information.

#### Town Ordinances

The only land use ordinance currently administered by the town is a *Driveway Ordinance* that was last updated in 1999. This ordinance sets minimum standards for new driveways and requires inspection and the issuance of a permit before beginning construction. Other existing town ordinances are identified in the Implementation element.

#### Bayfield County Ordinances

The following ordinances are administered by Bayfield County and have jurisdiction in the Town of Delta.

**Zoning Code**

Under Wisconsin Statutes, counties and local units of government are authorized to adopt zoning ordinances. Zoning is one method that can be utilized to implement or carry out the recommendations contained in the Land Use element of a comprehensive plan.

The zoning ordinance consists of a map and written text. The zoning map arranges the community into districts or zones such as residential, agriculture, commercial, industrial, or conservancy. The text of the ordinance specifies, for each district, the permitted land uses, the size of buildings, yard/lot dimensions, and other prerequisites in obtaining permission to develop. The goal of the zoning ordinance is to secure a reasonable development pattern by keeping similar and related uses together and separating dissimilar, unrelated, and incompatible uses.

A county may enforce a zoning ordinance as described above for the unincorporated areas of the county, that is, outside the corporate boundaries of cities and villages. It is only effective, however, if a town adopts it for application to its jurisdiction. Initial countywide zoning in Bayfield County was enacted in 1934 and revised to incorporate shoreland zoning provisions in the 1970s. All towns in Bayfield County, except the Town of Pilsen, adopted the county zoning ordinance by 1990.
The county’s zoning ordinance identifies 12 distinct land use districts (zones). Map 8-2 displays current zoning in the town. County zoning districts currently found within the Town of Delta include:

**R-1 Residential-1.** This district provides for permanent residential developments in unsewered neighborhood environments capable of being served with required services and utilities while, at the same time, being protected from traffic hazards and the intrusion of incompatible land uses. The minimum lot size is 30,000 square feet.

**R-RB Residential-Recreational Business.** This district is intended to provide for permanent or seasonal residential development and associated recreational value. The minimum lot size is 30,000 square feet.

**F-1 Forestry-1.** This district is to provide continuation of forestry programs and to permit compatible recreational development. Permanent residences in this district shall require Town Board approval. The minimum lot size is 4.5 acres.

**F-2 Forestry-2.** This district is to provide for large contiguous tracts that may be used primarily for forestry programs. The minimum lot size is 35 acres.

**A-1 Agricultural-1.** This district is designed to provide areas for general agriculture and to prevent the encroachment of scattered commercial and industrial enterprises and small lot residential development. Non-farm residences in this district shall require Town Board approval. The minimum lot size is 4.5 acres.

**C Commercial.** This district is intended to provide for the orderly and attractive grouping, at convenient locations, of retail stores, shops, offices, and establishments serving the daily needs of the area. The minimum lot size is 20,000 square feet.

Other Bayfield County zoning districts not currently found within the Town of Delta include:

- R2, Residential-2
- R3, Residential-3
- R4, Residential-4
- I, Industrial
- A-2, Agricultural-2
- W, Conservancy

The expressed purpose of the Bayfield County Zoning code is “promoting and protecting the public health, safety, convenience and general welfare, to further the maintenance of safe and healthful conditions, to prevent and control water pollution, to protect spawning grounds, fish, and aquatic life, to control building sites, placement of structures and land uses, to prevent overcrowding of any natural resource such as a lake, to preserve shore cover and natural beauty, and to promote the better uses of scenic resources.”
Lake Classification

In the Town of Delta, Lake Classification is an important aspect of the Bayfield County Zoning Code. Lakes in Bayfield County have been classified into one of three groups depending on surface area, lake depth, lake type, watershed size, and existing development density. Zoning requirements have been increased for those lakes considered more sensitive that could react negatively to additional development. For example, spring fed lakes are considered more sensitive than drainage lakes. Small lakes and lakes with small watersheds are considered more sensitive than larger lakes. Map 5-2, Water Features, displays the classifications of lakes in the Town of Delta.

Zoning regulations modified by the Lake Classification system include lot sizes, shore frontage requirements, lot depths, water setbacks, side yard setbacks, and shoreline vegetation protection areas. Class 1 lakes have the least restrictive requirements, while class 3 lakes are the most restrictive. The following requirements apply to lakes in Delta depending on their classification:

<table>
<thead>
<tr>
<th>Lake Class</th>
<th>Class 1</th>
<th>Class 2</th>
<th>Class 3 (and all rivers)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lot Size</td>
<td>30,000 sq. ft.</td>
<td>60,000 sq. ft.</td>
<td>120,000 sq. ft.</td>
</tr>
<tr>
<td>Shoreline Frontage</td>
<td>150 ft.</td>
<td>200 ft.</td>
<td>300 ft.</td>
</tr>
<tr>
<td>Lot Depth</td>
<td>200 ft.</td>
<td>300 ft.</td>
<td>400 ft.</td>
</tr>
<tr>
<td>Shoreline Setback</td>
<td>75 ft.</td>
<td>75 ft.</td>
<td>100 ft.</td>
</tr>
<tr>
<td>Shoreline Vegetation Protection Area</td>
<td>50 ft.</td>
<td>50 ft.</td>
<td>75 ft.</td>
</tr>
<tr>
<td>Side Yard Setback</td>
<td>10’ min/</td>
<td>20’ min/</td>
<td>30’ min/</td>
</tr>
<tr>
<td></td>
<td>40’ min total</td>
<td>50’ min total</td>
<td>60’ min total</td>
</tr>
</tbody>
</table>

(See Map 5-2 for Lake Classifications)
Floodplain Zoning

The Bayfield County Floodplain Zoning ordinance regulates development and use of town floodplains, rivers, streams, and creeks. Land uses and alterations within the floodplain district are limited and subject to specific development and engineering standards to minimize flood hazard.

Shoreland-Wetland Zoning

The Bayfield County Shoreland-Wetland Zoning ordinance creates a zoning district that applies to all wetlands, 5 acres or greater, within the shoreland zone. This ordinance specifies uses which are allowed by right, allowed by permit, and uses which are prohibited. Alterations of shoreland wetlands including filling, grading, excavating, and construction are limited in order to prevent negative impacts to wetlands.

County Subdivision Control Code

Bayfield County also administers a Subdivision Control Code in order to govern the division of land into smaller parcels. This ordinance defines a land division as the creation a lot of less than 5 acres generally for the purpose of sale or transfer of ownership. Land divisions are reviewed for compliance with minimum lot dimensions, various design standards, surveying standards, and recording requirements.

Bayfield County reviews land divisions on two levels. When four or fewer lots of less than five acres are created, a certified survey map review process is required. When five or more lots of less than five acres are created within a five year period, a plat review process is required.

Sanitary and Private Sewage Code

Bayfield County is required to administer regulations that apply to private on-site waste treatment systems (POWTS) by the Wisconsin Department of Commerce. The Sanitary and Private Sewage Code enacts Wisconsin Administrative Code Chapter Comm 83 for Bayfield County. This code includes requirements for the design and installation of POWTS (or septic systems), inspections, enforcement, and ongoing maintenance.

Nonmetallic Mining Reclamation Ordinance

Bayfield County is required by the Wisconsin Department of Natural Resources to administer regulations that apply to nonmetallic mines. The Nonmetallic Mining Reclamation Ordinance enacts Wisconsin Administrative Code Chapter NR 135 for Bayfield County. This code includes requirements for reclamation and restoration of active non-metallic (sand, gravel, stone, etc) mines, annual licensing, and enforcement.
8.3 Supply and Price Trends of Land

The supply of land in the Town of Delta is extensive. Table 8-1 indicates that 40.6% of the town, or 18,713.1 acres are currently undeveloped and in private ownership. Undeveloped land is well distributed throughout the town including many undeveloped parcels around the lakes.

Tables 8-2 and 8-3 detail trends in agricultural and forestland sales for Bayfield County. Agricultural land sale trends indicate that while the number of transactions and the number of acres sold decreased, the dollar value per acre has continually increased.

Table 8-2: Agricultural Land Sales, Bayfield County, 1999-2001

<table>
<thead>
<tr>
<th></th>
<th># Change</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural Land Continuing in Ag Use</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of Transactions</td>
<td>23</td>
<td>26</td>
</tr>
<tr>
<td>Acres Sold</td>
<td>942</td>
<td>1,065</td>
</tr>
<tr>
<td>Dollars per Acre</td>
<td>$636</td>
<td>$748</td>
</tr>
<tr>
<td>Agricultural Land Diverted to Other Uses</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of Transactions</td>
<td>10</td>
<td>14</td>
</tr>
<tr>
<td>Acres Sold</td>
<td>445</td>
<td>479</td>
</tr>
<tr>
<td>Dollars per Acre</td>
<td>$559</td>
<td>$749</td>
</tr>
<tr>
<td>Total of all Agricultural Land</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of Transactions</td>
<td>33</td>
<td>40</td>
</tr>
<tr>
<td>Acres Sold</td>
<td>1,387</td>
<td>1,544</td>
</tr>
<tr>
<td>Dollars per Acre</td>
<td>$612</td>
<td>$748</td>
</tr>
</tbody>
</table>


The most dramatic trend in forest land sales is the significant increase in dollars per acre for forest land being diverted to other uses. However, most forest land sold remains as forest and is not diverted to other uses.
### Table 8-3: Forest Land Sales, Bayfield County, 1999-2001

<table>
<thead>
<tr>
<th></th>
<th>1999</th>
<th>2000</th>
<th>2001</th>
<th># Change</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Forest Land Continuing in Forest Land</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of Transactions</td>
<td>50</td>
<td>57</td>
<td>68</td>
<td>18</td>
<td>36.0%</td>
</tr>
<tr>
<td>Acres Sold</td>
<td>2,655</td>
<td>3,590</td>
<td>3,872</td>
<td>1,217</td>
<td>45.8%</td>
</tr>
<tr>
<td>Dollars per Acre</td>
<td>$1,765</td>
<td>$1,008</td>
<td>$1,075</td>
<td>-$690</td>
<td>-39.1%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Forest Land Diverted to Other Uses</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of Transactions</td>
<td>23</td>
<td>37</td>
<td>19</td>
<td>-4</td>
<td>-17.4%</td>
</tr>
<tr>
<td>Acres Sold</td>
<td>1,252</td>
<td>1,666</td>
<td>1,218</td>
<td>-34</td>
<td>-2.7%</td>
</tr>
<tr>
<td>Dollars per Acre</td>
<td>$655</td>
<td>$1,553</td>
<td>$1,278</td>
<td>$623</td>
<td>95.1%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total of all Forest Land</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of Transactions</td>
<td>73</td>
<td>94</td>
<td>87</td>
<td>14</td>
<td>19.2%</td>
</tr>
<tr>
<td>Acres Sold</td>
<td>3,907</td>
<td>5,256</td>
<td>5,090</td>
<td>1,183</td>
<td>30.3%</td>
</tr>
<tr>
<td>Dollars per Acre</td>
<td>$1,409</td>
<td>$1,181</td>
<td>$1,123</td>
<td>-$286</td>
<td>-20.3%</td>
</tr>
</tbody>
</table>


### 8.4 Projected Supply and Demand of Land Uses Over Planning Period

The following table reports the estimated total acreage that will be utilized by residential, commercial/industrial, government/institutional, and agricultural land uses for five-year increments throughout the planning period. These future land use demand estimates are largely dependent on population increases as well as a number of other factors, therefore, should only be utilized as planning estimates.

#### Table 8-4: Projected Land Use Demand (acres), Town of Delta, 2000-2030

<table>
<thead>
<tr>
<th>Year</th>
<th>Residential (1)*</th>
<th>Commercial/Industrial (2)*</th>
<th>Institutional (3)*</th>
<th>Agricultural (4,5)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>340.3</td>
<td>56.3</td>
<td>373.5</td>
<td>916.5</td>
</tr>
<tr>
<td>2005</td>
<td>356.2</td>
<td>58.9</td>
<td>391.0</td>
<td>891.8</td>
</tr>
<tr>
<td>2010</td>
<td>373.6</td>
<td>61.8</td>
<td>410.1</td>
<td>867.7</td>
</tr>
<tr>
<td>2015</td>
<td>391.0</td>
<td>64.7</td>
<td>429.1</td>
<td>844.2</td>
</tr>
<tr>
<td>2020</td>
<td>409.8</td>
<td>67.8</td>
<td>449.8</td>
<td>821.5</td>
</tr>
<tr>
<td>2025</td>
<td>428.6</td>
<td>70.9</td>
<td>470.5</td>
<td>799.3</td>
</tr>
<tr>
<td>2030</td>
<td>448.9</td>
<td>74.3</td>
<td>492.7</td>
<td>777.7</td>
</tr>
</tbody>
</table>

* Assumes that year 2000 ratios will remain the same throughout the planning period. (1) Includes residential – single family and farmsteads. (2) Includes commercial and active quarry. (3) Includes government service/institutional and cemetery. (4) Includes cropped farmland. (5) Assumes 2.7% decrease in farmland per year. Based on county trends.

Year 2000 acreage figures are the existing land use acres for each land use category in the town while year 2005 to 2030 acreage calculations are projected by utilizing linear trend population projections, as presented in the Issues and Opportunities Element. Projected demand for
residential, commercial/industrial, and government/institutional land use assumes that the ratio of the town’s 2000 population to the current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for residential use in the future as today. The projected decrease in agricultural land use is based on Bayfield County trends from 1992 to 1997. Data from the 1997 Census of Agriculture indicate that land in Bayfield County farms decreased by approximately 2.7% per year from 1992 to 1997. Therefore, projected agricultural land use acreage assumes these trends will continue.

8.5 Land and Resource Protection/Management Programs

A tremendous amount of the land in Delta is impacted by land and resource management programs. This section identifies the various natural resource management programs, including forms of public ownership, that are being utilized in the Town of Delta. These programs are an important element of the town’s rural character and natural resource base. These lands provide wood products, employment, and recreation opportunities. Map 8-3 displays the impact of land and resource management programs in the town.

Privately Owned Lands

Private lands play a vital role in land and resource protection and management. According to the WDNR, 57% of Wisconsin’s 16 million acres of forest land is owned by private landowners. Although there is a significant amount of public land in Delta, the actions and management decisions of private landowners are equally important in protecting and enhancing the town’s rural character and resource base. There are approximately 18,713 acres of private resource (undeveloped) land in Delta. Voluntary land and resource management programs including Managed Forest Law, Forest Crop Land, and the Farmland Preservation Program are utilized by private landowners in the Town of Delta.

Federally Owned Lands

The United States owns approximately 21,000 acres of land in the Town of Delta. These lands are managed by the USDA Forest Service as the Chequamegon-Nicolet National Forest and include the Rainbow Lake Wilderness Area. See the Utilities and Community Facilities, Transportation and Agricultural, Natural, and Cultural Resources elements for a description of the uses and management of these lands.

State Owned Lands

The State of Wisconsin owns approximately 3,300 acres in the Town of Delta. These lands include the White River State Fishery Area and Sadjak Springs State Natural Area. See the Agricultural, Natural, and Cultural Resources element for a description of the management and uses of these lands.
County Owned Lands

County owned resource lands in the Town of Delta are primarily associated with the Delta Lake Campground. See the Utilities and Community Facilities element for a description of the management and uses of this campground.

Town Owned Lands

The Town of Delta owns approximately 150 acres of resource lands in the town. These lands include a wayside park and a non-metallic mine site that is operated as a source of pit run gravel. The town’s remaining acreage is currently managed for forest production. Forest management plans for these areas were developed with the WDNR in 1990. The town’s reclaimed landfill property is now owned by the WDNR.

Managed Forest Law (MFL)

More than 2,000 acres of privately owned forest lands were enrolled in the Managed Forest Law program in 2002 in the Town of Delta. The purpose of the Managed Forest Law is to promote sound forestry management practices by providing property tax reduction incentives to landowners. Wooded parcels at least 10 acres in size are eligible to be enrolled in the program. However, at least 80% of the land must be productive forest land (timber producing). Lands may be enrolled for either 25 or 50-year periods, requiring a long-term commitment. Land occupied by residences and commercial buildings are not eligible, however cabins, hunting shacks, and utility buildings are allowed though will be taxed as personal improvements.

Preparation of an approved forestry management plan is required which a WDNR forester, at no charge, can prepare. Practices identified in the plan must be carried out for the duration of the contract period. Mandatory management activities required by the law include cutting mature timber, thinning plantations and natural stands, pine release, planting, post harvest treatments, and soil conservation practices. The MFL program is managed by the WDNR.

Private landowners in the town should be encouraged to participate in the Managed Forest Law program, or engage in some other form of formalized forest management practices, to ensure the preservation and health of the town’s woodlands. There are numerous benefits which result from participation in forestry management programs, including:

- Protection against over cutting.
- Low regular property tax.
- Predictable property tax.
- Technical assistance for private forest lands.
- Long-term forestry investment.
- Preservation and management of wildlife habitat.
- Preservation of community character.

It is anticipated that during the planning period a number of revisions or adjustments may be made to the Managed Forest Law Program. Assembly Bill 323, introduced in May of 2003, detailed some major proposed changes to the program including tax adjustments and changes in
the amount of lands that can be closed to public hunting, when lands can be withdrawn from the program, and fines for failure to comply with management practices. Contact the WDNR for further information and any possible changes to the program that have been made.
Forest Crop Law (FCL)

Approximately 280 acres of privately owned forest lands were enrolled in the Forest Crop Law program in 2002. The management objectives of FCL lands are essentially the same as MFL, but the older FCL program is being phased out. No new enrollments in FCL are being accepted. Those lands currently in the program are nearing the completion of their management commitments.

8.6 Land Use Trends and Growth Pressures

The following land use trends and predictions were developed based partly on the analysis of the background data which were presented in the previous sections of this report. Other predictions are based on local, regional, or statewide trends. These trends or growth pressures identify situations that are likely to be experienced within Delta over the next 20 to 25 years. These trends should be viewed as the forces that the town must be prepared to address throughout the life of this comprehensive plan.

Population and Housing

2. Persons per household will continue to decline meaning proportionately more housing units will be required to accommodate growing population.
3. Continued growth in total number of housing units.
4. Increasing demand for services and housing related to aging population.
5. Increasing federal protection of the right to use manufactured and mobile homes.

Shoreland Development

6. Additional pressure for development of medium and small lakes for permanent and seasonal homes.
7. Increased conversion of seasonal homes to permanent homes.
8. Increasing size of waterfront homes.
9. Closing of resorts and conversion to condominium ownership.
10. Increasing value of waterfront property.

Resource Lands Development

11. Increasing value of forested and open land for recreational use.
12. Price of land for recreational use or development will continue to outpace price of land that continues in forestry or agricultural use.
13. Increasing pressure on forests for both timber harvest and recreational uses.
15. Increasing agricultural land use for property tax relief under use-value assessment.
16. Increasing tax burden shifting to home owners.
Community Facilities and Services

17. Increasing demand for “state of the art” emergency rescue services resulting in local budget impacts.
18. Additional development will result in increasing demands for local services such as police, fire, emergency rescue, recycling, and solid waste collection.
19. Town residents will demand improved local government efficiency – continued quality service for the lowest possible cost.

Economic Development

20. Town’s economic strengths are expected to continue in tourism, forestry, and individuals employed in professional services.
21. Recreation and tourism will continue to play a major role in local economy.

8.7 Existing and Potential Land Use Conflicts

No existing land use conflicts have been identified within the town or with neighboring towns. No potential future conflicts are anticipated, and the plan has been designed to minimize potential conflicts. For example, the town has not proposed any development densities that differ from what is already contained in the Bayfield County Zoning ordinance. As a result of the town’s planning process, there are some inconsistencies between the town’s preferred land use plan and Bayfield County’s Land Use Plan for the town.

Inconsistencies between the Bayfield County Land Use Plan and the preferred land use component of the Town of Delta Year 2025 Comprehensive Plan will not be an issue. A land use plan for the Town of Delta was completed at the county level, because the town had not developed its own plan at that time. The county’s policy for land use planning is to incorporate local land use plans into the county plan as they are developed. Bayfield County’s planning process was not intended to take the place of more detailed local level planning.
8.8 Preferred Land Use

The plan for preferred land use is a central component of the comprehensive plan and helps to guide the type, location, and appearance of community growth and development. The Town of Delta’s land use plan consists of the Preferred Land Use Map (Map 8-4), the preferred land use classifications, and the land use goals, objectives, policies, and recommendations.

All components of the preferred land use plan were developed through a consensus based process. The Plan Commission began by thinking broadly about land use by developing goals and objectives. It continued by creating a conceptual map and a draft set of preferred land use classifications. This map was presented for feedback in the May, 2003 public informational meeting. The conceptual map and draft classifications were generally supported by those in attendance. Portions of the map and classifications that were objected to were specifically identified and revisions were made. A revised preferred land use map and classifications were presented for feedback at the August, 2003 public informational meeting. No additional changes to the draft map or classifications were identified by those in attendance. The preferred land use map and classifications included in the comprehensive plan reflect the results of this process.

In the Town of Delta, the vision for the future pattern of land use can be generally described as accommodating expected growth in areas scattered throughout the privately owned lands in the town. Some concentration of the development pattern is expected to continue as a function of the lakes. These features of the landscape are attractive for development, and are extensively regulated through shoreland zoning. Continued development around the lakes is anticipated on lands that are suitable for development. The remote and undeveloped areas of the town are expected to remain largely undeveloped. Although agriculture is expected to decline, adequate areas have been designated for continuing agricultural use.

The intent of the preferred land use plan is generally to support the rights of property owners to pursue the land uses that are allowed under Bayfield County zoning and land division regulations. The only variation of this intent can be found with regard to the Resource Conservation preferred land use classification. This category establishes a policy that subdivisions (the creation of five or more lots of less than five acres within a five year period) not be allowed in the remote areas of the town. The creation of one to four lots within a five year period would continue to be allowed. The Resource Conservation area is found primarily in the undeveloped areas of the town including shoreland areas that are dominated by wetlands and floodplain. This policy does not change the existing regulations, but is intended to help prevent the untimely development of large, multiple lot land divisions in the remote areas of the town.

Business uses, including commercial and industrial development, have not been precluded in any of the preferred land use classifications. The policies for each classification should be used to evaluate the potential impacts of a proposed business use. Business uses in Shoreland Community areas should be evaluated especially for potential negative impacts to existing residences and businesses. A mixed-use pattern of land use is encouraged within the Town Center overlay areas. Business uses that meet the policies and site design criteria of the Town Center classification are encouraged in these areas. Construction of the Delta Diner began in 2003 within the CTH H and Delta-Drummond Road town center area.
Figure 8-2
Desired Features of Town Center Development
Table 8-5 displays the area occupied by each of the preferred land use classifications as shown on Map 8-4. In comparison with the projected land use demand displayed in Table 8-4, more than adequate amounts of land have been designated to accommodate expected growth to the Year 2030 and beyond.

**Table 8-5: Preferred Land Use Classifications (acres), Town of Delta**

<table>
<thead>
<tr>
<th>Preferred Land Use</th>
<th>Acreage</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Resource</td>
<td>23,069.4</td>
<td>50.0%</td>
</tr>
<tr>
<td>Resource Conservation</td>
<td>11,848.4</td>
<td>25.7%</td>
</tr>
<tr>
<td>Wetlands and Floodplains</td>
<td>3,548.6</td>
<td>7.7%</td>
</tr>
<tr>
<td>Agriculture</td>
<td>2,621.2</td>
<td>5.7%</td>
</tr>
<tr>
<td>Shoreland Community</td>
<td>2,265.6</td>
<td>4.9%</td>
</tr>
<tr>
<td>Surface Water</td>
<td>1,751.2</td>
<td>3.8%</td>
</tr>
<tr>
<td>Rural Transition</td>
<td>551.3</td>
<td>1.2%</td>
</tr>
<tr>
<td>Roads</td>
<td>453.7</td>
<td>1.0%</td>
</tr>
<tr>
<td>Total</td>
<td>46,109.4</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

**How to Use the Preferred Land Use Plan**

The comprehensive plan is a tool for the citizens and Town Board of the Town of Delta, and the Land Use element is a key component of that tool. Some examples of town decisions that should involve consulting the preferred land use plan include:

- Review of conditional use and special exception permits
- Review of rezone requests
- Review of land divisions
- Review of proposed commercial buildings and sites
- Review of Bayfield County plans and actions that impact the town
- Road improvement planning
- Community facilities improvement planning
- Responding to changes in county zoning regulations
- Responding to changes in the town’s development pattern

Land use decisions that apply to a specific property or area of the town should be evaluated based on the preferred land use classification. After determining which classification applies based on the preferred land use map, the corresponding classification’s intent and policies/review criteria should be consulted for guidance.

The Land Use element is connected to all other elements of the comprehensive plan. Therefore, land use decisions should be evaluated based not only on the preferred land use map, classifications, and land use policies, but also on the policies of all other related plan elements. For example, a proposed business development will impact the town’s economy. The Economic Development element contains a list of the desired features of business development. In addition to the land use plan, this list should be used to evaluate any such proposal. A proposed residential development is another example. Any new residential development will need access
Relationship Between Planning and Zoning

A land use plan is not a zoning ordinance, and a preferred land use map is not a zoning map. A plan defines community goals based on a combination of scientific data, the desires of the public, and the wishes of private property owners. The preferred land use map is an advisory map that expresses the town’s vision for the future use of all properties in the town. These are not mandates, but rather the town’s desires for the future. Some aspects of the preferred land use plan may not be realized in the town for 10, 15, or even 20 years. Some aspects may never take place during the planning period.

After the local government adopts the plan, it should be put in motion, or implemented. Zoning is one tool that may be used to implement a plan. Unlike plans, zoning ordinances contain legally enforceable standards and requirements. Different zoning districts may be mapped to realize the community land use desires previously expressed in the preferred land use map. Although plans do not carry the same legal status as zoning ordinances, the preferred land use component of a comprehensive plan should serve as a guide for zoning decisions.

8.9 Preferred Land Use Classifications

The following preferred land use classifications correspond with the preferred land use map and have been provided to guide future growth in the town. Included with each classification is a statement of intent to provide general guidance, and a set of policies to provide more specific guidance. The review criteria can be used to review zoning requests, such as conditional use and special use applications, as forwarded to the town by Bayfield County. These criteria are one of the key tools that the town can use to promote consistency and to establish an objective basis for land use decision making.

Public Resource

The intent of this classification is to identify all lands that are under the jurisdiction of other units of government (federal, state, county, town) for which land and/or resource management plans already exist.

Key Policies and Conditional Use/Special Exception Review Criteria:

- Although the Town of Delta does not have jurisdiction in most Public Resource areas, it is the town’s desire that any future use or development of these lands be consistent with the comprehensive plan and the remote, rural character of the town.

Wetlands and Floodplains

The intent of this classification is to identify physical features of the land for which regulations and conditions that severely restrict development are in place.
Key Policies and Conditional Use/Special Exception Review Criteria:

- Development in wetlands and floodplains shall meet all federal, state, and county requirements.

**Town Center**

The intent of this classification is to promote the future development of a mixed use town center that could potentially include a mixture of compatible residential, commercial, and public land uses. Due to historic and existing development patterns, two areas have been designated for this classification. The Town Center area indicated at the intersection of County Road H and Pike River Road is likely to continue as the central location for government services including the town hall and any other town facilities. The Town Center area designated at the intersection of County Road H and Delta-Drummond road is the most likely location for commercial uses. Attention to building and site design is paramount in order to promote town identity and preserve connections to the town’s history and culture.

Key Policies and Conditional Use/Special Exception Review Criteria:

- A site plan shall be submitted to the Town Board for the review of all proposed developments that involve town review. The site plan shall include proposed plans for structures, parking, landscaping, lighting, signage, grading, driveway access, and any other items deemed necessary by the town.

- A construction plan shall be submitted to the Town Board for the review of all proposed developments that involve town review. The construction plan shall detail the design, materials, and colors for all buildings, signs, lighting, and other structures.

- Proposed developments will be reviewed by the Town Board for consistency with the intent of the Town Center planned land use classification as described above and as demonstrated in Figure 8-2.

- All components of the site and construction plan approved by the Town Board will be forwarded to Bayfield County as recommended conditions of approval.

**Shoreland Community**

The intent of this classification is to identify suitable areas for future waterfront development, to ensure the continued use of these areas for homes and compatible businesses, and to focus future growth into areas without physical constraints (wetlands and floodplains). This classification includes existing concentrated waterfront development. Both existing residential and recreational business uses are included. Densities in these areas would be consistent with lake classification provisions established by Bayfield County Shoreland Zoning.

Key Policies and Conditional Use/Special Exception Review Criteria:
A site plan shall be submitted to the Town Board for the review of all proposed developments that involve town review (conditional uses, special exceptions, rezones, etc.). Where applicable, the site plan shall include proposed plans for structures, parking, landscaping, lighting, signage, alterations to shoreline vegetation, grading, driveway access, and any other items deemed necessary by the town.

Proposed developments will be reviewed by the Town Board for consistency with the intent of the Shoreland Community planned land use classification as described above. Potential negative impacts to existing residences and businesses should be a primary consideration.

All components of the proposed development approved by the Town Board will be forwarded to Bayfield County as recommended conditions of approval.

Rural Transition

The intent of this classification is to identify areas in the town where future growth can be directed at a medium density in order to take advantage of substantial existing roads and service areas, thereby maximizing the efficiency of public investment. This classification most closely parallels the existing zoning outside of the lakes area. A 4.5 acre minimum lot size would produce the desired development density within this classification.

Key Policies and Conditional Use/Special Exception Review Criteria:

- A site plan shall be submitted to the Town Board for the review of all proposed developments that involve town review (conditional uses, special exceptions, rezones, etc.). The site plan shall include proposed plans for structures, grading, driveway access, and any other items deemed necessary by the town.

- Proposed developments that involve town review will be reviewed by the Town Board for consistency with the comprehensive plan, the intent of the Rural Transition planned land use classification, and its related policies.

Agriculture

The intent of this classification is to identify areas that are currently being farmed and for which the right to farm should be protected. The town can do very little to promote farming in the midst of a struggling farm economy, but it can take steps to reduce the potential for conflicting land uses to move into farming areas. A low development density is anticipated in Agriculture areas.

Key Policies and Conditional Use/Special Exception Review Criteria:

- A site plan shall be submitted to the Town Board for the review of all proposed developments that involve town review (conditional uses, special exceptions, rezones, etc.). The site plan shall include proposed plans for structures, grading, driveway access, and any other items deemed necessary by the town.
Proposed developments that involve town review will be reviewed by the Town Board for consistency with the comprehensive plan, the intent of the Agriculture planned land use classification, and its related policies.

Proposed non-farm residential uses should not adversely affect surrounding agricultural operations or be situated so that future inhabitants of non-farm residences might be adversely affected by agricultural operations.

Road building should be discouraged in order to prevent the fragmentation of farmland and the costly expansion of the town road network.

Resource Conservation

The intent of this classification is to identify areas in the town that currently have very little development and where future development should be limited. Limiting development in Resource Conservation areas is intended to preserve the remote character of the town, to limit sporadic development that inefficiently expands service areas at a cost to the local taxpayers, and to preserve large blocks of forested lands to protect the viability of forest management and forest based recreational activities. A low development density is anticipated in Resource Conservation areas.

Key Policies and Conditional Use/Special Exception Review Criteria:

- A site plan shall be submitted to the Town Board for the review of all proposed developments that involve town review (conditional uses, special exceptions, rezones, etc.). The site plan shall include proposed plans for structures, grading, driveway access, and any other items deemed necessary by the town.

- Proposed developments that involve town review will be reviewed by the Town Board for consistency with the comprehensive plan, the intent of the Resource Conservation planned land use classification, and its related policies.

- Subdivisions as defined by the Bayfield County Subdivision Control Ordinance (the creation of five or more lots of less than five acres within a five year period) shall not be permitted in Resource Conservation areas. Other land divisions should be permitted only when consistent with the comprehensive plan, the intent of the Resource Conservation planned land use classification, and its related policies.

- Proposed permanent residences should not adversely affect surrounding forestry operations or recreational pursuits or be situated so that future inhabitants of permanent residences might be adversely affected by forestry operations or recreational pursuits.

- Road building should be discouraged in order to prevent the fragmentation of forest land and the costly expansion of the town road network.
8.10 Land Use Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community.

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1) Provide for a well-balanced mix of land uses within the Town of Delta.

Supporting Objectives:

- Identify and establish planned land use classifications that contain areas of similar features and functions (e.g., private forest, single-family residential, commercial, recreational, etc.) and potential land uses that can co-exist with each another.

- Explore the establishment of a “town center” that incorporates existing public facilities and allows for a mix of business, residential, and public land uses while strengthening a sense of town identity.

Goal 2) Encourage planned growth that enhances the local economy without harming the quality of natural resources, viability of recreational opportunities, or the character of the town.

Supporting Objectives:

- Identify preferred areas for future residential growth that minimize negative impacts to productive forests, farmland, and environmentally sensitive areas.

- Maintain the characteristic low density of development throughout the vast majority of the town.

- Direct higher density development to areas already served by existing roads, public utilities, public lands, and other services.

- Explore various programs and concepts that encourage creative ways to preserve rural character and natural resources such as conservation subdivisions, planned unit developments, and design review.

- Require industrial and extractive uses to locate in areas where impacts to residences are minimized and to operate in a manner that minimizes negative impacts to the environment.
Identify Delta’s natural resources, environmentally valuable features, open spaces, and cultural and historic resources that should be afforded protection from inappropriate development.

Goal 3) Work cooperatively with Bayfield County to achieve the town’s desired future pattern of land use.

Supporting Objectives:

- Continue to provide recommendations to Bayfield County Zoning on Conditional and Special Use applications using the *Town of Delta Year 2025 Comprehensive Plan* as a basis for decision making.

- Continue to review all rezone requests within the town and provide recommendations to Bayfield County using the *Town of Delta Year 2025 Comprehensive Plan* as a basis for decision making.

- Develop a planned response to the sale of large tracts of land such as industrial forests (possibly including an evaluation of existing zoning, environmental conditions, and options for preservation).

- Recognize the changing nature of the camping and resort industries and develop a planned response to their conversion to other uses.

- Compile long-term and short-term recommendations to Bayfield County for zoning map and ordinance changes that would assist in implementing the town’s desired future pattern of land use.

- Identify issues and provide alternative solutions to Bayfield County regarding the regulation of nonconforming lots and structures.

8.11 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focussed responses to the issues that the town is concerned about. Policies and recommendations become the tools that the town can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the *Town of Delta Year 2025 Comprehensive Plan*. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.
Policies

- All proposed development shall be reviewed for consistency with the Town of Delta Year 2025 Comprehensive Plan.
- The Town of Delta will utilize its preferred land use classifications and map when reviewing development proposals.

Recommendations

1. Review the effectiveness of the conditional use/special exception review criteria on an annual basis at a minimum. Revise those criteria that are unclear, and consider codifying in an ordinance any specific standards that prove to be consistently effective.

8.12 Land Use Programs

Wisconsin Land Information Program

The Wisconsin Land Information Program is a voluntary, statewide program that provides financial support to local governments for land records modernization efforts. All 72 Wisconsin counties voluntarily participate in the program. The Wisconsin Land Information Board oversees the program's policies. The Board's statutory authority includes preparing guidelines to coordinate the modernization of land records and land information systems; implementing a grant program for local governmental units; approval of countywide plans for land records modernization; serving as the clearinghouse for access to land information; and providing technical assistance and advice to state agencies and local governmental units with land information responsibilities.

Office of Land Information Services (OLIS), Wisconsin Department of Administration

OLIS provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about OLIS visit its web-site via the WDOA web-site at: www.doa.state.wi.us.

UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at www.uwsp.edu/cnr/landcenter/.
**Trust for Public Land**

Land trusts are private, community-based, non-profit organizations established to protect land and water resources for the public benefit. They are independent, non-governmental organizations whose mission is determined by their volunteers and members. The Trust for Public Land is a nation-wide land trust that has been active in Bayfield County. Camp Shewahmegon in the Town of Drummond was recently purchased (May of 2003) and the property will be added to the Chequamegon National Forest.

**Bayfield Regional Conservancy**

A locally based land trust, the Bayfield Regional Conservancy seeks to initiate innovative partnerships that combine economic development with conservation. The core work of the Bayfield Regional Conservancy is helping private landowners draft conservation easement deeds. They also provide technical assistance, such as grant writing, to local governments working on land protection. The Conservancy is currently partnering with the Town of Bayfield by administering their Farmland Preservation Program.
9 Implementation
9. Implementation

The *Town of Delta Year 2025 Comprehensive Plan* was developed with straight-forward and cost-effective implementation in mind. The Plan Commission obtained direction on the implementation strategy through the public opinion survey and public informational meetings. The messages conveyed by the public with regard to plan implementation options included:

- Keep the cost of implementation low
- Maximize opportunities to work with Bayfield County
- Pursue commercial and industrial design standards
- Use implementation tools that can be administered by the Town Board with minimal enforcement

The *Implementation* element presents a strategy and programs that follow the guidance obtained through the execution of the public participation plan. This element includes a compilation of programs and specific actions to be completed in a stated sequence. These include, but are not necessarily limited to, proposed changes to zoning ordinances, official maps, sign regulations, erosion and stormwater control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes, and subdivision ordinances. These programs and specific actions will be used to implement the objectives, policies, plans, and programs contained in the other elements of this plan. Integration of and consistency between the nine planning elements will be discussed in addition to a process for amending and updating the plan. A mechanism to measure the town’s progress toward achieving all aspects of the plan is provided.

9.1 Action Plan

An Action Plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This Action Plan outlines those steps and recommends a rough time line for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element.

1. Task: Adopt the *Town of Delta Year 2025 Comprehensive Plan* by resolution (Implementation)
   - Who: Town Board

2. Task: Meet with Bayfield County and neighboring town officials to coordinate implementation (Intergovernmental Cooperation and Implementation)
   - Who: Town Board
   - When: Spring 2004

3. Task: Host an informational meeting for area lake organizations (Agricultural, Natural, and Cultural Resources)
4. Task: Adopt written town road specifications (Transportation)  
   Who: Town Board  
   When: Within 1 to 2 years

5. Task: Amend the town driveway ordinance (Transportation)  
   Who: Town Board  
   When: Within 1 to 2 years

6. Task: Update town ATV and snowmobile trail ordinances (Utilities and Community Facilities)  
   Who: Town Board  
   When: Within 1 to 2 years

7. Task: Adopt a mobile home ordinance (Housing)  
   Who: Town Board  
   When: Within 1 to 2 years

8. Task: Conduct public outreach activities to develop commercial and industrial design review criteria (Economic Development and Land Use)  
   Who: Town Board  
   When: Within 2 to 3 years

9. Task: Adopt a commercial and industrial design review standards ordinance (Economic Development and Land Use)  
   Who: Town Board  
   When: Within 2 to 3 years

10. Task: Review the Comprehensive Planning law and adopt the plan by ordinance if necessary (Implementation)  
    Who: Town Board  
    When: Prior to January 1, 2010

11. Task: Review the comprehensive plan (Implementation)  
    Who: Town Board  
    When: Annually (performance) and every 10 years (comprehensive)

12. Task: Review the effectiveness of the conditional use/special exception review criteria (Land Use)  
    Who: Town Board  
    When: Annually
13. Task: Monitor comprehensive planning laws. (Issues and Opportunities)
   Who: Town Board
   When: Ongoing

Physical Community Facilities and Transportation Improvements

1. Task: Obtain additional dumpster capacity (Utilities and Community Facilities)
   When: Summer 2004

2. Task: Participate in the reconstruction of Delta-Drummond Road (Transportation)
   When: Within 1 to 5 years

3. Task: Improve the intersection of Delta-Drummond Road and CTH H (Transportation)
   When: Within 1 to 5 years

4. Task: Construct a new town garage (Utilities and Community Facilities)
   When: Within 1 to 5 years

5. Task: House a fire truck (Utilities and Community Facilities)
   When: Within 1 to 5 years

6. Task: Evaluate the effectiveness of solid waste and recycling services (Utilities and Community Facilities)
   When: Within 5 to 10 years

7. Task: Repair the foundation on the town hall (Utilities and Community Facilities)
   When: Within 6 to 20 years

8. Task: Evaluate the need for local parks (Utilities and Community Facilities)
   When: Within 6 to 20 years

9. Task: Replace 5 culverts per year (Transportation)
   When: Ongoing

10. Task: Monitor the effectiveness of stormwater management along town roads (Utilities and Community Facilities)
    When: Ongoing

11. Task: Monitor the effectiveness of fire protection (Utilities and Community Facilities)
    When: Ongoing

9.2 Plan Adoption and Status of the Plan

The Town of Delta Year 2025 Comprehensive Plan is a tool for the citizens and Town Board of Delta. As a participant in Bayfield County’s zoning program, and as a town that administers local land use ordinances, it is in the interest of the town to have a comprehensive plan that provides guidance for land use decision making. However, the town also feels that there are
many unanswered questions about Wisconsin’s Comprehensive Planning law (Wis. Stats. 66.1001).

Although the content of this plan will fulfill the requirements of Wisconsin’s Comprehensive Planning law, the plan will not be adopted under the procedural requirements of this statute until the town determines that this step is necessary. Adopting this plan by resolution allows the town to utilize its policies and recommendations as guidance for land use decision making. Prior to adopting the plan in compliance with 66.1001, the town is authorized to utilize a comprehensive plan by exercising village powers and Wis. Stats. 61.35.

As Wisconsin’s Comprehensive Planning law (Wis. Stats. 66.1001) is currently written, the status of a comprehensive plan will change in 2010. Until the year 2010, the recommendations of the Town of Delta Year 2025 Comprehensive Plan will be advisory on town decision making. After 2010, the consistency requirement of the Comprehensive Planning law will take effect unless the law is amended. Although the precise meaning of this requirement is unclear, this will generally require that all land use decisions made by the town are consistent with applicable policies and recommendations of the town’s comprehensive plan. After 2010, a comprehensive plan will still be an advisory document, but land use decisions that are clearly inconsistent with the plan will be more easily challenged and possibly overturned. Options for this sort of challenge already exist, and can take place at a Board of Adjustment or in the court system.

### 9.3 Implementation Strategy and Programs

The Town of Delta gave full consideration to several alternatives for implementation of the comprehensive plan. These alternatives were also reviewed by Town of Delta property owners through public informational meetings, the public opinion survey, and by participating in plan commission meetings. The implementation strategy selected by the town as reflected in the comprehensive plan’s policies, recommendations, and action plan include:

- Utilizing conditional use/special exception review criteria
- Requesting zoning ordinance changes from Bayfield County
- Developing a commercial and industrial design review ordinance
- Developing a town mobile home ordinance
- Amending the town driveway ordinance
- Amending town ATV and snowmobile ordinances

All of the implementation alternatives considered by the town are described in detail below. An analysis of the advantages and disadvantages of each option is also provided. The intent of recording this analysis in the Town of Delta Year 2025 Comprehensive Plan is to put the town in a position to be able to make adjustments to its course of action should the need arise. The need to adopt different implementation strategies may be the result of greater than anticipated population growth, greater than expected housing growth, a drastic change in economic conditions, major changes in the town’s development pattern, or major changes in land use regulations that apply to the town. In such a case, the town should look to its goals and objectives to identify areas that had public support at the time the plan was adopted. Then this discussion of the advantages and disadvantages of various implementation tools can be referred to as a starting point to begin a more detailed evaluation of the options.
Programs included in the implementation strategy include:

**Plan Commission as a Standing Committee**

The Town of Delta created a plan commission primarily to guide the development of the comprehensive plan, however, this body can continue to serve the town as an administrative and advisory body. The plan commission can share in the responsibility of implementing the comprehensive plan by providing recommendations to the Town Board. In this advisory role, the Town Board retains the final decision making authority. For the Plan Commission to serve an administrative role, the Town Board would delegate certain decision making authority to the Plan Commission through the Plan Commission Ordinance. For example, decision making authority on building permits and driveway permits, which are routinely granted, are commonly delegated to plan commissions.

- **Advantages:** The contentious nature of land use decision making can often be diffused by sharing the responsibility with more people. By keeping the Plan Commission as a standing committee, there will be more local people participating in the decision making process, and better solutions to the town’s land use issues can be found. The Town Board is not bound to accept the recommendations of a plan commission, but can always benefit by the thoughts and insights of additional town citizens. This also reduces the chance that a developer could slip through town level review with a development proposal that would hurt the town. Difficult land use decisions can be made on a stronger basis when the public can be assured that the process involved both a citizen plan commission and the elected town board. The cost of maintaining a plan commission is minimal in comparison with the benefits it can provide.

- **Disadvantages:** The use of a plan commission in land use decision making adds a step to the local review process. This may cause delays for individuals seeking town permits or a town recommendation for a county level zoning permit.

**Conditional Use/Special Exception Review Criteria**

This is a strategy for working within the realm of the Bayfield County Zoning Ordinance. This ordinance establishes permitted, conditional, special, and prohibited uses in each zoning district. Permitted uses are presumed compatible with the surrounding land uses in a district, so no public hearing is required. The Bayfield County Zoning Department can directly issue a permit for these uses. Conditional uses and special exceptions are those uses that may only be compatible with surrounding land uses under certain conditions. These uses may require public hearings and are subject to the approval of the Bayfield County Planning and Zoning Committee. The zoning ordinance also requires that towns are notified of conditional and special use requests within their jurisdictions, and that the recommendation of the Town Board is sought.

By establishing a set of review criteria within the comprehensive plan, the town is provided a set of guidelines that can be used to review such requests and to formulate a recommendation to the county. Using a set of established review criteria promotes an objective review process, predictability for permit applicants, and consistency in decision making for the town board.
Overcoming the disadvantages discussed below will be the responsibility of town decision makers.

- **Advantages:** This program can be implemented by the town board at low cost and with very little enforcement on the part of the town. This approach takes full advantage of the county zoning system. Review criteria can be established in a planning context rather than a regulatory context, granting a significant degree of flexibility to town decision makers in how the criteria are applied. The complexities of each application can be considered on a case-by-case basis.

- **Disadvantages:** This program may not always produce the results that the town is looking for. A recommendation from the town is not binding on the Bayfield County Planning and Zoning Committee. The Planning and Zoning Committee may or may not accept the town’s recommendation. The flexibility provided through a planning rather than regulatory approach can also be viewed as a disadvantage. The level of predictability and consistency provided by adopting an ordinance cannot be met with this approach. By adopting an ordinance, all standards and requirements are plainly spelled out for everyone to see. Conditional use/special exception review criteria will not have this advantage as they are subject to a high degree of interpretation.

**Request Zoning Ordinance Changes from Bayfield County**

This is another strategy for working within the realm of the Bayfield County Zoning Ordinance, while seeking to influence the county regulatory structure to meet the town’s needs. The Town of Delta, based on its comprehensive plan, could request:

- The creation of new zoning districts that apply new densities or allow a different combination of land uses

- The creation of new regulatory areas like commercial design review or maximum development densities

- Changes to the zoning map using existing zoning districts

- Changes to any number of other provisions such as setbacks, minimum lot sizes, the treatment of nonconforming structures, etc.

- **Advantages:** This program can be implemented at low cost to the town as it takes full advantage of the county zoning system. Once zoning map and text amendments are agreed to and adopted, administration and enforcement continues to be in the hands of the county. Timing is also optimal for this approach. Bayfield County has recently completed a land use plan, and the plan deferred heavily to the towns regarding specific land use policies and recommendations. Many towns in Bayfield County have recently adopted, or are currently adopting, land use and comprehensive plans. As a result, Bayfield County may be very receptive to proposed changes to its zoning ordinance at this time.
Disadvantages: This program may not always produce the results that the town is looking for. Bayfield County may not approve the changes that the town is requesting. And although the direct costs to the town of this approach should be minimal, there may be significant indirect costs as the county may find that it needs more staff to administer additional regulations. Public support may be a significant challenge to this approach as well. Significant changes to zoning district regulations and map boundaries has direct impacts on how people are allowed to use their property.

**Town Commercial and Industrial Design Review Ordinance**

This is a strategy that would involve creating a new set of town level regulations. A town can establish minimum standards and performance criteria relative to building and site design for commercial and industrial development. Requirements of such an ordinance might include building materials, building colors, landscaping, access control, lighting standards, parking design, and sign controls. Such an ordinance would be a form of town zoning, similar to a driveway ordinance.

- **Advantages:** A design review ordinance would give the town direct review and approval authority over the appearance and design of commercial and industrial development. A design review ordinance can work in concert with county zoning, as business uses are generally conditional or special uses in the county zoning ordinance. Adopting an ordinance to require design review will ensure that the town’s desires are enforced, rather than depending on the county to enforce non-binding town recommendations (as in the conditional use/special exception review criteria scenario). Enforcing a design review ordinance helps enhance the tax base, as business development will be higher value real estate. Enforcing a design review ordinance can also support the town’s character and culture by requiring new businesses to use designs that are of an appropriate scale and compatible with the town’s land use goals and objectives.

- **Disadvantages:** Creating a design review ordinance has the potential to be difficult and controversial. Requiring developers to meet certain design standards can add costs to their construction projects. Public input is required to develop a design review ordinance that will be effective. Visual preference, one the most challenging forms of public input, will need to be measured. Cost to the town may be another limitation. Although a design review ordinance could be administered through the town board, there would be costs associated with creating the ordinance, enforcement of the ordinance, and possibly even litigation.

**Town Mobile Home Ordinance**

This is a strategy that would involve creating a new set of town level regulations. A town mobile home ordinance can be adopted to create standards for mobile and manufactured homes. Such ordinances are commonly used to require mobile homes to obtain a town permit, to provide review of the structure before the home is placed in the town, to require a foundation, anchoring and skirting, to require a pitched roof, and to ensure that homes meet related state and federal requirements. This ordinance should include provisions for the grandfathering of existing mobile home parks in the town.
Advantages: A town mobile home ordinance is relatively easy to administer and helps to track the placement of mobile and manufactured homes in a town. Due to their mobile nature, these structures are commonly missed by county level zoning enforcement, so the local level is often the better place for such rules. Bayfield County zoning already requires mobile homes to have a foundation, skirting, and anchoring, and requires mobile homes constructed before 1976 to obtain a special use permit. A town level ordinance could be very focussed to cover any additional items. For example, a town ordinance could require mobile homes to have a pitched roof, or specify submittal requirements to aid in the review of homes manufactured before 1976 (such as a photograph of the structure and copy of the title).

Disadvantages: Mobile and manufactured homes are often the only affordable housing option in rural areas. As such, they have considerable state and federal level protection. A town mobile home ordinance must be crafted carefully in order to avoid legal pitfalls. And although it should be fairly easy to administer, there would be costs associated with creating the ordinance, enforcement of the ordinance, and possibly even litigation.

Town Driveway Ordinance

This is a strategy that would involve making some adjustments to an existing town level ordinance. The town currently administers a driveway ordinance that requires a permit for new driveways on town roads. It requires a minimum width for driveway surfaces, a minimum clearance width and height that must be free of obstructions, a maximum grade, a minimum radius for a turn around area, and minimum requirements for culvert size. Additional ordinance provisions that may be considered include expanding jurisdiction to include county roads in the town, and establishing a mechanism for enforcement of the ordinance.

Advantages: This option would give the town additional oversight of new development that is occurring, but in a very limited context. Administering an effective driveway ordinance helps a town protect one its biggest investments, its local roads, from costly damage. This can also help ensure that emergency vehicles have adequate and safe access to developed properties. A town driveway ordinance can typically be administered by the town board.

Disadvantages: An expanded driveway ordinance will result in some additional administration and enforcement responsibilities for the town board. And although it should be fairly easy to administer, there would be costs associated with creating the ordinance amendments, enforcement of the ordinance, and possibly even litigation. If the ordinance is to cover county roads as well, coordination with the County Highway Department will also need to be considered. Town regulations must be at least as restrictive as any standards adopted by the county.

Town ATV and Snowmobile Ordinance

This is a strategy that involves making some adjustments to an existing town level ordinance. The town currently administers an ATV and Snowmobile ordinance that allows the use of all
town roads in Delta by snowmobiles and ATVs. This issue was raised on the town’s public opinion survey, but responses were very evenly split regarding potential changes in regulations. More detailed information on the nature of proposed ordinance changes are needed before a review of the advantages and disadvantages could be completed.

Additional implementation programs considered by the town plan commission but not recommended include:

**Town Subdivision Ordinance**

This is a strategy that would involve creating a new set of town level regulations. The Town of Delta could regulate land divisions as long as the provisions of such an ordinance are at least as restrictive as county standards. A land division ordinance can be used to control development densities, minimum lot sizes, lot layouts, road and street layouts, utilities, and public dedications. Land division ordinances are commonly used by towns under county zoning in order to pursue local comprehensive plan goals and objectives.

- **Advantages:** A subdivision ordinance would give the town direct review and approval authority over many aspects of future development. A subdivision ordinance can work in concert with county zoning. For example, in areas deemed less suitable for residential development, a subdivision ordinance could be used to place a maximum cap on development density while the minimum lot size provided by the county zoning ordinance remains unchanged.

- **Disadvantages:** A subdivision ordinance in the Town of Delta would be limited in that it can only be used to create performance standards (such as minimum lots sizes, road frontage requirements, etc.) that are identical to or more restrictive than county zoning and land division regulations. Cost is another limitation. Although a subdivision ordinance could be administered through the Plan Commission and Town Board, there would be costs associated with creating the ordinance, enforcement of the ordinance, and possibly even litigation.

**Town Zoning Ordinance**

This is a strategy that would involve disconnecting from Bayfield County zoning and developing an extensive set of town level regulations. Wisconsin towns have the authority to adopt and administer their own comprehensive zoning ordinances. However, this option only becomes available to a town that is currently covered by county zoning if the county opts to do a comprehensive revision of its zoning ordinance. A comprehensive revision is characterized as a change in numerous provisions of a zoning ordinance and map, possibly including the creation of new or different zoning districts.

- **Advantages:** This approach would give the town the most autonomy to have the land use regulations that it feels are necessary.

- **Disadvantages:** This would be the most costly implementation option of all those considered. The town would most likely need to hire a zoning administrator in order to
maintain a level of zoning oversight similar to that which is currently provided by the county. The cost of administration, enforcement, ordinance development, and legal fees would very likely be prohibitive. This option is also limited in effectiveness in that Bayfield County would still maintain jurisdiction over all shoreland areas – most of the town’s development. The town could also regulate these areas, but could only be more restrictive than the regulations established by the county. This approach could also be a threat to both the spirit and practice of intergovernmental cooperation. Towns with their own zoning ordinances are more likely to experience land use conflicts along their borders than towns with zoning coordinated at the county level.

9.4 Changes to Applicable Land Use Controls

Changes to applicable land use controls are needed to implement many aspects of the Town of Delta Year 2025 Comprehensive Plan. The following analysis presents all available land use controls as specified by the Wisconsin Comprehensive Planning Law and explains whether or not the town has such regulations, has proposed new or amended regulations, and why a particular land use control was, or was not, selected as part of the town’s implementation strategy.

Zoning Ordinances

The Town of Delta has adopted the Bayfield County Zoning Code. The town recommends the following changes to the county zoning ordinance in order to implement its comprehensive plan goals, objectives, and policies:

- Structures that are nonconforming due to the water setback should be grandfathered in a meaningful way and allowed to construct reasonable additions.

- Eliminate the use of the word “non-conforming” in the ordinance text. Preferred alternatives include “legal pre-existing” and “previously approved.”

These recommended changes to the Bayfield County Zoning Code are primarily related to the town’s Issues and Opportunities goals. Any potential conflicts with the town’s Agricultural, Natural, and Cultural Resources or Intergovernmental Cooperation goals and objectives must be taken into consideration as the town pursues these ordinance changes.

Subdivision Ordinances

The Town of Delta does not administer a local subdivision ordinance. The town gave consideration to the creation of a land division ordinance during the comprehensive plan development process, but ultimately decided that it was not likely to be necessary during the planning period. Issues that were discussed included the need to limit the maximum density of development in the town’s agricultural and forest production areas, the need to discourage scattered development in order to facilitate efficient service delivery, and the need to limit the maximum density of resort properties that are converted to other forms of ownership. Due to the limited amount of growth that is being projected in the town and the limited number of services provided by the town, it was decided that the cost of creating and administering such an
ordinance would outweigh the benefits. Population and housing growth should be monitored to
determine whether a subdivision ordinance will become necessary at some time in the future.

The Town of Delta is under the jurisdiction of the Bayfield County Subdivision Control Code
and is not recommending any changes to that code at this time.

Official Maps

The Town of Delta has not adopted an official map and does not anticipate that expected levels
development will warrant the creation of an official map during the planning period.
Population and housing growth should be monitored to determine whether area development
planning will become necessary at some time in the future. Area development planning involves
examining the need for transportation connections between proposed development and expected
nearby future development as a part of the plat review process.

Design Review Ordinances

The Town of Delta has proposed the development of a commercial and industrial design review
ordinance as part of its implementation strategy. The town may be able to coordinate the
development of this ordinance with surrounding towns or with Bayfield County in order to
maximize the town resources needed to develop and administer such an ordinance. This
ordinance should include standards for the layout of structures, parking, landscaping, lighting,
signage, grading, and driveway access. There should also be standards for the review of the
design, materials, and colors of buildings, signs, lighting, and other structures. The development
of this ordinance should involve public input that gauges the visual preferences of town residents
and property owners.

Sign Regulations

The Town of Delta has proposed the development of a commercial and industrial design review
ordinance as part of its implementation strategy. This ordinance is recommended to include
standards for the location and appearance of signs. Only developments that would be reviewed
under such an ordinance are being considered for town level sign regulations.

The Bayfield County Zoning Code also contains standards for signs and the Town of Delta is not
recommending any changes to those regulations at this time.

Erosion/Stormwater Control Ordinances

The Town of Delta is under the jurisdiction of the Bayfield County Zoning and Subdivision
Control Codes which include provisions for erosion control and stormwater management. The
town is not recommending any changes to these regulations at this time.

Historic Preservation Ordinances

The Town of Delta has not adopted a Historic Preservation Ordinance and does not anticipate the
need to adopt one during the planning period.
Site Plan Regulations

The Town of Delta has proposed site plan requirements as part of its implementation strategy. Site plan requirements for permit applications that involve town review, such as conditional use and special exception permits, are included in the Land Use element policies. Specific site plan requirements vary somewhat based on the preferred land use classification in which a proposed development is located. Site plan requirements will also be included in the town’s proposed commercial and industrial design review ordinance.

Building, Housing, and Mechanical Codes

The Town of Delta does not currently administer a building, housing, or mechanical code. The town gave consideration to the administration of the Uniform Dwelling Code (UDC) or similar regulations during the comprehensive plan development process, but ultimately decided that such codes would not be appropriate for the Town of Delta during the planning period. Since that discussion the state law regarding enforcement of the UDC has changed. Towns are allowed to opt out of enforcement of the UDC up until December of 2004. The new deadline for enforcement of the UDC is January 1, 2005. After this deadline, Towns may choose to contract with a licensed building inspector for this service, petition the County to provide this service, or take no action and allow the State Department of Commerce to provide the service.

The Town of Delta has proposed the development of a town mobile home ordinance. This ordinance should require pitched roofs, specify submittal requirements to aid in the review of homes manufactured before 1976 (such as a photograph of the structure and copy of the title), and prohibit the establishment of mobile home parks in the town. Mobile home parks are not consistent with the character or desired development density of the Town of Delta.

Driveway Ordinances

The Town of Delta currently administers a Driveway Ordinance. This ordinance should be amended to expand jurisdiction to include county roads in the town and to include provisions for enforcement and penalties for violations. Provisions that apply to county roads will be coordinated with the Bayfield County Highway Department and must be at least as restrictive as county driveway requirements.

Sanitary Codes

The Town of Delta does not administer sanitary codes. Responsibility for Wisconsin Administrative Code Chapter Comm 83 lies with Bayfield County. No proposed changes to the county’s sanitary code are recommended by the town at this time.

Other Town Ordinances

The following ordinances and resolutions are also in effect in the Town of Delta. No changes to these ordinances are being recommended at this time.
- White River Motor Boat Ordinance (prohibits the use of boats with motors on the White River and its tributaries)
- Sign Ordinance (establishes a penalty for damaging, defacing, or removing signs)
- Herbicide and Defoliants Ordinance (prohibits the use of herbicides and defoliants with certain exceptions)
- Recycling Ordinance (establishes procedures and requirements for recycling)
- Bass Lake Ordinance (establishes Bass Lake as a slow-no-wake area)
- Election Worker Ordinance (provides for alternate election workers)
- Special Town Board Meeting Ordinance (allows special meetings at the cost of the requester)
- Snow Removal Policy (establishes the town’s policies for winter road maintenance)
- Uniform Dwelling Code Non-enforcement resolution (opts out of enforcement of the uniform dwelling code in the town)

## 9.5 Mechanism to Measure Progress

Wisconsin’s Comprehensive Planning law requires that the implementation element provide a mechanism to measure the community’s progress toward achieving all aspects of the comprehensive plan. The following tool can be used to measure the town’s progress towards achieving the goals, objectives, and policies identified within the comprehensive plan. Policies, located in the left-hand column of the tool, are the lowest level of measurement for achieving goals and objectives. The effective pursuit of these policies will therefore lead to the implementation of the town’s goals and objectives. Indicators, located in the middle column of the table, offer a means to measure policy implementation. This mechanism should be used when the plan is reviewed, evaluated, or updated and on an as needed basis.

### Issues and Opportunities

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator of Policy</th>
<th>Purpose</th>
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</thead>
<tbody>
<tr>
<td>The Town of Delta will conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan.</td>
<td>Meeting notification process used. Number of meetings in which plan was utilized.</td>
<td>To ensure the public is given the opportunity to be involved and effect decision making. To maintain the effectiveness of the plan.</td>
</tr>
<tr>
<td>The Town of Delta Comprehensive Plan will maintain consistency with State of Wisconsin comprehensive planning requirements.</td>
<td>Number of amendments made to the plan. Number of plan reviews that were conducted to ensure statutory compliance. Number of successful challenges to town land use decisions.</td>
<td>To maintain compliance with statutory requirements.</td>
</tr>
</tbody>
</table>
## Housing

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator of Policy</th>
<th>Purpose</th>
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<tbody>
<tr>
<td>The Town of Delta will work cooperatively with the county and neighboring communities to plan for the housing needs of its aging population, as the ability to meet this need within the town is very limited by lack of access to medical facilities and other services.</td>
<td>Number of meetings or discussions held with other units of government.</td>
<td>To meet the needs of an aging population in an effective and cost effective manner.</td>
</tr>
<tr>
<td>Mobile and manufactured homes shall be constructed to meet federal, state and county standards and shall feature designs similar to stick-built homes.</td>
<td>Number of homes not in compliance.</td>
<td>Community aesthetics, assures safety and building compliance to codes.</td>
</tr>
<tr>
<td>Mobile home parks shall not be permitted within the Town of Delta, as the density and appearance of such developments are not consistent with the character of the town.</td>
<td>Number of mobile home parks created and/or allowed in the town.</td>
<td>To maintain the character of the town and consistency with community goals.</td>
</tr>
</tbody>
</table>

## Transportation

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator of Policy</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>Developers shall bear the costs of constructing new roads to town standards before any new road is accepted by the town.</td>
<td>Number of roads funded by developers, number funded by town.</td>
<td>To ensure the town is not funding development and reduce overall tax burden.</td>
</tr>
<tr>
<td>New roads should be designed and located in such a manner as to maintain and preserve natural topography, cover, significant landmarks, and to preserve views and vistas.</td>
<td>Location of new roads and features that are present.</td>
<td>To maintain community character and preserve valuable resources and natural features.</td>
</tr>
<tr>
<td>The Town of Delta will utilize erosion control and other appropriate best management practices when conducting road improvement work.</td>
<td>Type of efforts made to control erosion.</td>
<td>To minimize the effects of erosion while allowing improvement work to be completed.</td>
</tr>
<tr>
<td>Roads that serve multiple improved properties may be constructed to town standards, and private access points shall conform to the Town of Delta Driveway Ordinance.</td>
<td>Number of roads not to town standards, number not in conformance with ordinance.</td>
<td>To ensure safe access to local properties and consistency throughout the town.</td>
</tr>
</tbody>
</table>
# Utilities and Community Facilities

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator of Policy</th>
<th>Purpose</th>
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</thead>
<tbody>
<tr>
<td>The Town of Delta will consider both the impacts to local property taxes and to the quality of life for its residents and visitors when reviewing any proposed change to the provision of town facilities or services.</td>
<td>Review process that was used, level of citizen involvement and consideration made.</td>
<td>To control local taxes and ensure a fair and equitable process of funding projects.</td>
</tr>
<tr>
<td>The Town of Delta will utilize an open public process and a planned approach when considering the use of town roads, rights-of-way, or lands as recreational trails for both motorized and non-motorized uses.</td>
<td>Level of citizen involvement, meeting process and outreach efforts used.</td>
<td>To ensure citizen input is included in the process and town land is used for a beneficial purpose.</td>
</tr>
</tbody>
</table>

# Agricultural, Natural, and Cultural Resources

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator of Policy</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Town of Delta will direct future development to areas that minimize negative impacts to productive forests, farmland, unique historic and cultural features, and environmentally sensitive areas including wetlands, floodplains and surface waters.</td>
<td>Type and amount of land lost to development.</td>
<td>To protect natural features, productive resource base, viability of forest economy, and community character.</td>
</tr>
<tr>
<td>The Town of Delta will work cooperatively with lake associations to resolve surface water use issues (watercraft regulations, balancing quiet uses with powered uses, etc.), as the ability of the town to address these issues directly is limited.</td>
<td>Number of meetings or discussions held with lake associations.</td>
<td>To resolve water issues with stakeholder involvement and increase probability of finding mutual solutions.</td>
</tr>
</tbody>
</table>
## Economic Development

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator of Policy</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Town of Delta will utilize design review criteria when reviewing proposals for new commercial and industrial uses within the Town Center preferred land use areas.</td>
<td>Review process used, objectivity and consistency of criteria applied.</td>
<td>To maintain community character and the overall intent of the Town Center preferred land use.</td>
</tr>
<tr>
<td>The Town of Delta will consider compatibility with neighboring land uses when reviewing proposals for new business uses (including home based businesses) outside of the Town Center preferred land use area, but site and building design will not be a primary consideration.</td>
<td>Location and types of development allowed, review process that was utilized.</td>
<td>To allow for economic development while ensuring compatible land use. To protect property value.</td>
</tr>
</tbody>
</table>

## Intergovernmental Cooperation

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator of Policy</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Town of Delta will work to maintain positive relationships with the surrounding towns, with Bayfield County, and with state and federal agencies.</td>
<td>Contacts made with other jurisdictions, level of involvement.</td>
<td>To promote coordinated planning and development and overall good working relationships.</td>
</tr>
<tr>
<td>Neighboring communities and districts will be invited to any future meetings in which amendments or updates to the comprehensive plan that apply to them are made or discussed.</td>
<td>Invitations extended, contacts made with other communities and districts.</td>
<td>To reduce future conflicts and promote cooperative relationships.</td>
</tr>
<tr>
<td>The Town of Delta will work toward recording all intergovernmental agreements in writing including joint road maintenance agreements.</td>
<td>Number of agreements formally made and number lacking a written agreement.</td>
<td>To reduce chances of litigation and clearly state expectations and obligations.</td>
</tr>
</tbody>
</table>

## Land Use

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator of Policy</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>All proposed development shall be reviewed for consistency with the comprehensive plan.</td>
<td>Level of review and use of plan in development decision process.</td>
<td>To maintain the integrity and purpose of the comprehensive plan.</td>
</tr>
<tr>
<td>The Town of Delta will utilize its preferred land use classifications and map when reviewing development proposals.</td>
<td>Level of review and use of maps and classification in decision process. Objectivity and consistency of review process.</td>
<td>To ensure the proper implementation of the plan.</td>
</tr>
</tbody>
</table>
## Implementation

<table>
<thead>
<tr>
<th>Policy</th>
<th>Indicator of Policy</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.</td>
<td>Number of decisions made that were not in conformance.</td>
<td>To maintain the integrity and purpose of the comprehensive plan.</td>
</tr>
<tr>
<td>The Town of Delta will consider the regulatory and administrative impacts associated with any proposed implementation tool and adopt only those tools that are reasonable and cost-effective.</td>
<td>Level of review and discussion used before the implementation of a tool.</td>
<td>To allow for ease of implementation of the plan and minimal unneeded regulation.</td>
</tr>
<tr>
<td>The Town of Delta will work cooperatively with Bayfield County for the cost-effective delivery of comprehensive zoning.</td>
<td>Meetings and discussions held, cooperation extended.</td>
<td>To continue beneficial relationship with county and minimize cost to tax-payers.</td>
</tr>
<tr>
<td>The Town of Delta will review conditional use, special use and rezone requests for their conformance to the comprehensive plan when making recommendations to the Bayfield County Zoning Committee and County Board of Supervisors.</td>
<td>Number of reviews and level of scrutiny applied. Objectivity and consistency of review process.</td>
<td>To maximize opportunities to realize the town plan through county zoning decisions.</td>
</tr>
<tr>
<td>The Town of Delta should provide an opportunity for an annual review of the performance of the comprehensive plan.</td>
<td>Number of reviews completed.</td>
<td>To ensure that the plan continues to function effectively for the town.</td>
</tr>
<tr>
<td>If the town experiences substantial land use or land use regulation changes within the planning period, maps which represent these features should be updated to ensure the most accurate information is utilized in community decision making.</td>
<td>Amount of changes that should be made, number of map adjustments that have been made.</td>
<td>To ensure the most accurate information is utilized in community decision making.</td>
</tr>
<tr>
<td>Any plan elements, which are later to be found overly vague or unscientific, will be adjusted to ensure the plan’s effectiveness and reduce possibilities of related litigation.</td>
<td>Number of adjustments that have been made, conflicts or litigation that has resulted.</td>
<td>To ensure the plan’s effectiveness and reduce possibilities of related litigation.</td>
</tr>
</tbody>
</table>

### 9.6 Planning Element Integration and Consistency

Wisconsin’s Comprehensive Planning law requires that the implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was utilized to create the Town of Delta’s Comprehensive Plan provided a mechanism for achieving these goals.
Delta Year 2025 Comprehensive Plan required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore eliminating the threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies, and recommendations.

The Action Plan and land use policies are two components of the plan that were specifically designed to ensure planning element integration and consistency. The Action Plan, found in the Implementation element, brings together the recommendation statements of all nine elements in a chronological sequence. The land use policies, found in the Land Use element, advise that land use decisions are made not only based on the conditional use/special use review criteria, but also for consistency with the comprehensive plan as a whole.

Over time the potential for inconsistency between the plan and existing conditions could increase, therefore requiring amendments or updates to be made, as discussed within the following section. Over time, additional plans regarding specific features within Delta may also be developed (i.e., outdoor recreation plan, forest management plan). The process used to develop any further detailed plans should be consistent with the comprehensive plan.

9.7 Comprehensive Plan Amendments

The Town of Delta should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations within the comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency established within the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation in a non-accommodating manner to maintain the plan as a planning tool upon which decisions are based.

According to Wisconsin’s Comprehensive Planning law, the same process that was used to initially adopt the plan shall also be used when amendments are made. The town should be aware that as more Wis. Stats. 66.1001 compliant plans are developed within the state, the amendment procedure may be clarified or changed and should therefore be monitored.

Should the Town of Delta elect to come into full compliance with Wisconsin’s Comprehensive Planning law at a later date, the following steps must then be followed for plan amendments as required by Wis. Stats. 66.1001(4). Following these steps as closely as possible is advisable for any plan amendments even prior to coming into compliance with 66.1001.

- The established public participation procedures must be followed and need to provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such comments.

- The Plan Commission recommends its proposed comprehensive plan amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
♦ One copy of the comprehensive plan amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the town, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the town; (c) the Wisconsin Land Council; (d) after September 1, 2003, the Department of Administration; (e) the Regional Planning Commission in which the town is located; (f) the public library that serves the area in which the town is located.

♦ Following publication of a Class I notice, hearings will be held to adopt amendments to the ordinance. Ordinance approval requires a majority vote of the Town Board. The ordinance will then be filed with the public library that serves the community and the clerk of all adjacent local governmental units. The final plan report or amendment must then be sent to the same distribution list as received the recommended comprehensive plan amendment.

9.8 Comprehensive Plan Update

Wisconsin’s Comprehensive Planning law requires that the comprehensive plan be updated at least once every 10 years. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for in the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any changes and new or removed language.

9.9 Implementation Policies and Recommendations

Implementation policies and recommendations build on the goals and objectives of the entire plan by providing more focussed responses to the issues that the town is concerned about. Policies and recommendations become the tools that the town can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill plan goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the Town of Delta Year 2025 Comprehensive Plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.
Policies

- Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.

- The Town of Delta will consider the regulatory and administrative impacts associated with any proposed implementation tool and adopt only those tools that are reasonable and cost-effective.

- The Town of Delta will work cooperatively with Bayfield County for the cost-effective delivery of comprehensive zoning.

- The Town of Delta will review conditional use, special use, and rezone requests for their conformance to the comprehensive plan when making recommendations to the Bayfield County Zoning Committee and County Board of Supervisors.

- The Town of Delta should provide an opportunity for an annual review of the performance of the comprehensive plan.

- If the town experiences substantial land use or land use regulation changes within the planning period, maps which represent these features should be updated to ensure the most accurate information is utilized in community decision making.

- Any plan elements, which are later to be found overly vague or unscientific, will be adjusted to ensure the plan’s effectiveness and to reduce possibilities of related litigation.

Recommendations:

1. Meet with Bayfield County officials to communicate the town’s intended implementation strategy and to request the cooperation of applicable county departments.

2. Review the comprehensive plan annually for performance on goals, objectives, and policies, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as detailed or as formal as the comprehensive review required every 10 years.

3. Conduct a comprehensive review of the plan at least once every 10 years. All components of the plan should be reviewed for applicability and validity.

4. Monitor the deadline for compliance with Wisconsin’s Comprehensive Planning law (currently January 1, 2010) and take action to fulfill the procedural requirements of the law prior to the deadline. The plan must be adopted by ordinance to comply, and holding an additional public hearing is advisable. See Appendix C for a sample ordinance.
Appendix A

The History of Delta, Wisconsin
THE HISTORY OF

DELTA, WISCONSIN

50 Years

1924 - 1974
THE HISTORY OF DELTA, WISCONSIN

by

Shirlene Meyer and Carol Wuennecke

Published by
Shirlene R. "Meyer" Vskoe
Bribe, Wisconsin 54820

R1  Box 2A
We wish to dedicate this book to Mrs. William Meyer. Without all her help and information this book would not have been possible. This dedication is just a small indication of our appreciation.
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INTRODUCTION

You are now looking at the very first written history of Delta, Wisconsin. For this reason, you will find, throughout the book that there may be dates that are only approximations. This was due to the lack of further information on the subject. Therefore, you will only, in some cases, have an idea of the time period of the happenings described.
CHAPTER 1

THE BEGINNINGS

At first, we were all one Town of Mason, consisting of Townships 46-6, 46-7, and 46-8. This township was created in 1884.

On March 22, 1924, the Town of Delta was created. It consisted of all of towns 46-7 and 46-8.

Officers elected for the first year were as follows:
E. Max Glass - Town Chairman
John Visocky - Supervisor
Isaac Gustafson - Supervisor
L. D. Butler - Clerk

The first annual meeting was held upstairs at the Delta Store. This large room was considered the Town Hall, and also had Church and Sunday School held in it for a few years.

The Delta Store was under construction in 1923 and into 1924. Between 1924 and early 1925 a Post Office was established here under the name of Buhl, Wisconsin. Postal authorities would not listen to the name of Delta because there were so many in the U. S. The Delta Store burned down March 26, 1972.

Walter C. Hafner, owner of the store, was appointed the first Post Master. He held this until June 23, 1925, when William and Olga Meyer bought the store from him and Olga Meyer was commissioned as Post Master. Later, during this time, with the help of Nels E. Ledin, Charles Larson, who was Post Master of Mason, Wis., and Ollie and Henry Axness through Governor Bob LaFollette Sr., the name of Delta, Wisconsin was reinstated to the Post Office.
CHAPTER 2
LOGGING

It was in 1880 that logging in the Delta area really started.

The Chain of Lakes from near Iron River, Wisconsin, flowed through Flynn's dam at Delta. From there, logs were flumed to Bluebird Lake. There was another dam near Mud Lake and a road along the lake's edge. The logs finally reached the bridge camp through Lake Delta where there also was a dam, and were entered into the White River.

In the late '80s and early '90s, the South Shore logs were hauled by a "narrow gauge railroad," then owned by Hines Lumber Co., to the Bluebird Lake Headquarters. There was a round house here for these logging trains. These limy engines had pistons on the side; they were slow but very powerful. From Bluebird Lake Headquarters, the logs were loaded on the Duluth South Shore Railroad and taken to Iron River, Wisconsin, where there were three mills. In 1913, Hines' last mill burned.

There also was a camp between Lake Belview (then known as Long Lake) and Kern Lake toward Sotherland and Pike River Station.

The White River Lumber Company was the original owner which logged off most of the Pine. The White River Lumber Company sold to the Hines Lumber Company which logged off all the hardwood and denuded this area. A good share of the Hines' holdings were sold to the Bayfield Investment Company, later known as the Bayfield Land Company. This was controlled by Edward F. Swift of the famous meat packing company. In later years, Mr. Swift sold most of his holdings to Mr. Carl F. Weschke of St. Paul, Minnesota.
CHAPTER 3

THE WHITE RIVER

The mouth of the White River starts at the cement bridge at Delta. An old wooden bridge was replaced by the cement bridge in 1927. Bert Kahler, a contractor from Washburn, Wis. did this work for about $3800.

All the water from the Chain of Lakes, then known as Upper and Lower Pike Lakes empties into and forms the mouth of the famous White River. The White River eventually goes through the Bibon Swamp, White River Hall, on Highway 13 near Ashland, and empties into the Bad River near Lake Superior.

Water from the West Fork which gets its supply from Spirit Lake and Basswood Lake and the South Fork which was supplied by Spring Lake, both empty into the White River, forming a delta south of the Delta Store.

Hence, that's how Delta got its name. Lower Pike Lake has since been named Lake Delta.

From the cement bridge to the Pike River there were 7 Sluice ways used to back up the water in the winter. Gates were opened in the Spring to float the logs down the river to the Mason saw mill.

Some of the prominent Lumber Companies in earlier days were the White River Lumber Co. and the Hines Lumber Co. In later years, Rueben Wicklund and associates logged in the Long Lake (Belview) and Bass Lake Areas.
CHAPTER 4

TRAINS THROUGH DELTA

At least 50 years ago, the Duluth South Shore and Atlantic Railroads, which ran from Duluth, Minn. to Nestoria, Michigan, passed through Delta. There were 8 trains a day: four freight trains and four passenger trains. There also was a spur siding at Delta. Much freight and wood products were loaded from this spur. One had to flag down the passenger trains in order to get on. One could go to Duluth in the morning, shop, and come back that night. Before the store was built, one would take the forenoon train to Bibon, walk two miles to Mason, buy a weeks supply of groceries, carry them by pack sack on their backs and make it back to Bibon to catch the afternoon train for Delta.

The depot was a box car which stood where Old Highway “H” and New Highway “H” come together. Later, after Delta Store was built, the depot was moved to a location in front of it.

The mail went out and came in twice a day. Outgoing mail was hung from a “Mail Crane.” The postal clerk on the train with a kind of iron arm, would catch it on the run. In-coming mail usually was thrown from the baggage car.

This train service was discontinued in 1936. Tracks were pulled up in 1937. The railroad trestle, which went across about where the Snake Trail is, was also torn down. The depot and Delta sign were bought by William Meyer. The sign is still at Delta Store. Much of the railroad grade has been made into Highway “H.”
CHAPTER 5

THE C. C. C. CAMPS

Camp Delta was started in September, 1935. The commanding officer was Capt. Eldon C. Grafton, who was assisted by Lieut. Gilbert M. Schucht.

In 1935, Captain Grafton left Camp Delta to go with part of the camp personnel to form a new camp at Twin Lakes. Lt. Kapuscinski then became commanding officer and Lieut. Schucht was replaced by Lieut. Raymond B. Steiner. Lieut. Kapuscinski remained as commanding officer until 1937, at which time Capt. Ralph O. Gilbertson took over.

On the Forest Service side, the first camp superintendent was P. H. McCreedin. He was followed by a man named Wangard, and then by Ferris Green. Available information shows that Ferris Green remained at the camp. All the CCC camps were closed down in 1942.

At first Camp Delta was in tents, but barracks and garages were built. At the time the camp was built, there were only a few white pine and a couple of clumps of white birch on the site, which was at Bass Lake. Today all evidences of the buildings are gone and the whole area is heavily covered with trees.

The work that was done out of Camp Delta was varied according to the crew they were on. The men did roadside clean-up, timber stand improvement, building of recreation areas, served as fire-fighters, fish planters, tree planters, and helped foresters and engineers with their technical work. In early 1937 one group went down to Ohio to help there during floods. They built a 110 foot fire tower and did other work toward the control and prevention of fire.
There was also a lot of work done on wild life management. They did surveys of grouse, to find out how many there were, and ran a prairie chicken investigation during which they banded birds, planted food patches for sharp-tailed grouse, and planted wild rice on some of the lakes.

Crews surveyed lakes, mapping the bottoms during winter, and the weed-beds in the summer.

A fish-catching study was done during which fishermen were interviewed to find out what kind of fish they were catching, what tackle and bait were used and what the weather conditions were. There was also a fish food study done on Lake Owen.

Deer drives were made before and after hunting season; these were to determine the deer population per square mile. Checking stations were run during hunting season to make a count of the number of hunters, to weigh heer, to measure and count their antlers and try to determine their age.

A great deal of fish stocking, under an agreement with the state whereby certain lakes were to be kept for certain kinds of fish, was done.

A map was made of the two Delta townships, work done on the telephone lines between the camps and ranger stations at Washburn and Drummond, and a trailer camp-site was built on Lake Ruth along with a good many other recreation areas.

There was also a great deal of blister rust control work done out of Camp Delta with Mr. Bud Sorenson in charge of it.

There was a tent camp between Delta and Highway 2 that served as a construction camp. It was occupied by a
crew which was working on the roads in that area. When bad weather came, the camp was closed and the crew worked out of Camp Delta.
CHAPTER 6

SPRING LAKE

About the years of 1918-1919, Spring Lake was established as a Fish Hatchery by the State of Wisconsin under License Number 52. At that time, Spring Lake was owned by C. F. Wiehe, a lumberman of the Edward Hines Lumber Company.

In 1920, a group of sportmen from Ashland and the vicinity challenged the issuing of the above license. Mr. Wiehe then challenged the commission and took it to Federal Court. After a series of hearings, the Federal Court Judge Luce decided in favor of Mr. Wiehe to retain his license. In this same year, William Meyer was employed by Mr. Wiehe to operate the Fish Hatchery. Upon the death of Mr. Wiehe in 1924, the employment of William Meyer was terminated.

Mrs. C. F. Wiehe then sold the property to a Sportmen’s Club which consisted of the members from Park Falls, Marshfield, Milwaukee, and Ashland.

Later this club disbanded and since the banker, Mr. Kaiser from Park Falls, Wis., had acquired Spring Lake, a club known as the Namagosh Club was formed. Namagosh means “trout” in English.

Mr. John Henry Sykes, father of Robert Sykes, caretaker of the Delta Girl Scout Camps, became manager of the Fish Hatchery.

Namagosh Club later sold the place to Mrs. Ford, an heir of the Abbot Laboratories family. It was under the management of Leslie Combs and later by Mr. and Mrs. Ed Smart.

After the death of Mrs. Ford, the Hatchery was purchased by Stanley Wilcox and Henry Wilson. In
turn, it was resold to the Conservation Commission of Wisconsin.

The Commission tore out the dam; now all that is left is a creek instead of the beautiful lakes that used to be there. Eventually it is hoped there will be a recreation center with walking and snow-mobile trails and hopefully better trout fishing.
CHAPTER 7

THE SCHOOLS

The first Sutherland school originally came from the Hans Reiten's (now Nels Reiten's) place. It was moved from there to below the Sutherland Hill on Jake Westland's field. Later, this school was moved to the corner on the Art Hanson farm. While in this location, it was struck by lightning.

To replace it, a small school was built in the same location. The year Fannie Johnston, from Barksdale, taught there, the air tight heater exploded and the school once again burned.

In 1914, another school was built on the Hanson corner, with Gena Rude as the first teacher. Miss Evelyn Johnson taught there in 1926-1927.

After we became the Town of Delta on March 22, 1924, Delta began having its own school problems.

In the winter of 1924-1925, Miss Agnes Meyer of Washburn taught the Ruby and John Bell children in a cabin on the Bell property. This is now Mullin's Lodge.

In 1923, a small building was built on the present location of the Delta Town Hall, for a church. This also served as a school house with Miss Lois French in charge. While teaching, she stayed with the Frank Schellin family. Between 1925-1927, this building was moved to the E. Max Glass' property. School was held in it for a few more years. Miss A. Larson, who stayed with the Maki family, and Miss Elizabeth Hawkes, who stayed with the E. Max Glass family, and taught about 12 pupils, were the teachers here.

A new school was soon built in the former location
and studies were soon held there. This school cost about $3000 and was paid for in one year by putting it on the tax roll.

Becker’s School (later known as Bulter’s School) was located on County Trunk “E” on the corner south of where the Cheese Factory was. This school burned in 1934 or 1935 and the children temporarily went to Henry Horstmann’s House to finish the year. The children were transported to the school on Hanson’s corner after this. Mr. E. M. Johnson taught these children. Later, when this school was closed, it was bought by Mr. and Mrs. Art Hanson.

Another school was built in the settlement. It still stands in Delta. It was built just north of where Munson’s Tavern is now located. All the children of Delta were transported to the school. This was in 1941 or 1942.

The West Mason School, which stood near County Trunk “A” (which runs between Iron River and Drummond), no longer had students, so it never became a part of the new school. The “Jack Pine Settlement” as it was called, closed their school and sold it to William Meyer. The building was moved to Delta and annexed to the Delta Store as a tavern.

All of these schools were only grade schools; high school students were transported to Iron River for one year and later to Ashland.

In 1954, Delta School System was annexed to the Ondossagon School System. First, the grade school children were brought to Benoit but later this was changed to Mason. The high school students went to Ondossagon.

So, all of our progress has left us with no schools at all.
CHAPTER 8

THE DELTA CHURCHES AND MINISTERS

The first religious service held in Delta was an "Open Air" one. It was held at John Bell's place (now Mullin's Lodge), in the summer of 1923, when Rev. Theodore Gehele of Milwaukee and Rev. Ernst were spending their 2 weeks vacation at John Bell's. The only attendants were the John Bell, Walter Hafner families, and Rev. Gehele, and Rev. Ernst.

Later, in the same summer, Rev. William Deihl, who was connected with the Evangelical Home Mission Board, the Evangelical Church Board Colonization plan, and in some way with the Bayfield Land Co., came to the Delta area and finally, with the help of student minister Fred Iseli of St. Paul, Minn., interested the Pike River Area people on a location for a little church. This resulted in the building of a small church on the present location of the Delta Town Hall. Rev. Deihl and Rev. Iseli preached in this church.

While the building was under construction, they tried to have an English Sunday School in the large room upstairs at the Delta Store. Some interested people gave them an organ which was later, in 1924, moved to the little church. In August of 1924, Rev. Gehele was back on a visit and a Baptismal Service was held in the large room upstairs at the Delta Store. Rev. Hafner administered the rites of baptism. At that time, Charles Hall and Charlotte Hafner were baptized.

Sometime between 1925-1927, the little building was moved to the Glass property. Mrs. Frank Schellin was church organist for years. Sermons were for the most
part, in the German Language. Later, German services were abolished and English Services were established.

In 1935, a new church was built. Today, this beautiful chapel stands in the Pines on the Glass property with Rev. Joseph Jenkins of Cable, Wisconsin presently in charge.
CENSUS OF DELTA

1930  –  Population - 163  
Farms - 31  
(taken by Isadore Cohn, Superior, Wis.)

1950  –  Population - 145  
(We shrunk!)

1960  –  Population - 160  
(We’re growing)

1970  –  Population - 168  
(An all time High!)

1980  P O P U L A T I O N  2 0 5

1990  P O P U L A T I O N  2 1 5

2000  P O P U L A T I O N  2 3 5
BIBLIOGRAPHY

William W. Barton  As written in letter  C.C.C. Camps
Ferris Green  As written in letter  C.C.C. Camps
Mrs. Walter Hafner  As written in letter  churches
Mrs. Art Hanson  As written in letter  schools
Elizabeth Hawkes  As written in letter  schools
Robert Sykes  Interview  lumbering
William Meyer and Olga Meyer  Everything else!
Appendix B

Public Participation Plan and Results
Public Participation Plan
for the development of the
Town of Delta Comprehensive Plan

Introduction

The Town of Delta will develop a comprehensive plan as defined in section 66.1001 of the Wisconsin Statutes to guide community actions and to promote more informed decision-making regarding land use and related issues. Section 66.1001(4)(a) of the Wisconsin Statutes specifies that local governments preparing a comprehensive plan must adopt written procedures that are:

“Designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan.”

These written procedures must also:

“Provide for wide distribution of proposed, alternative, and amended elements of a comprehensive plan, and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

The following Public Participation Plan has been developed by the Town of Delta to foster public participation throughout the comprehensive planning process consistent with the spirit and intent of section 66.1001(4)(a) of the Wisconsin Statutes.

Methods of Public Participation

The Town of Delta will foster public participation through the efforts described below. These efforts will include sharing of plan related information, hosting public outreach activities, and following a plan adoption process that is open and responsive to the citizens of the Town of Delta.

☐ Information Sharing and Availability

< Posting of all Plan Commission and Town Board meetings, public informational meetings, and public hearings at the following sites:
< Town Hall
< Town Recycling Center
< The “Delta” Sign

< Publishing the appropriate notices and news releases regarding public informational meetings and public hearings to the official newspaper.
Plan Commission meetings will be held throughout the planning process. The technical process of drafting the plan will take place in this setting, and all meetings are open to the public. At least seven meetings of the Plan Commission devoted to the development of the Comprehensive Plan are anticipated.

Project update reports are given to the Town Board at their monthly meetings by the Plan Commission. These meetings are open to the public and are a good source of up-to-date information on the process.

Keeping materials and documents at the Delta Town Hall and the Iron River Public Library for review by local residents. Contact the Town Clerk for access to the Town Hall to review current working documents and drafts. Official review drafts of the comprehensive plan will also be available at the library as they are completed for distribution.

Bayfield County will be kept appraised of the planning effort in the Town of Delta. Town planning information shared with the County may be posted on their web site (www.bayfieldcounty.org) and available through the “Land Use Planning” link. Minutes and agendas of plan development related meetings will be sent to the Bayfield County Zoning Department.

Plan distribution will take place with the Plan Commission “recommended” and “final” drafts. Neighboring towns, Bayfield County, the Drummond Area School District and all other required parties will receive copies of the plan as required by the Comprehensive Planning law.

Public Outreach Activities

A public opinion survey will be mailed to each property owner in the town. The survey will contain questions relative to the required planning elements. The results will be analyzed and used to help guide the plan formulation process.

Public informational meeting #1 will be held and is tentatively scheduled for April of 2003. This public meeting will present the background data and maps that have been gathered including the survey results. Growth trends and critical issues that the Town will face over the next 20 to 25 years will be presented. The attendees will also be able to review the vision statement, goals and objectives drafted by the Plan Commission.

Public informational meeting #2 will be held and is tentatively scheduled for September of 2003. This meeting will present the draft preferred land use map in addition to draft policies and recommendations for each of the required planning elements. The attendees will be invited to comment on each of these items. The comments received at this meeting will play a significant role in shaping the future recommendations of the Town of Delta Comprehensive Plan.
A public hearing will be held before the Town Board regarding the Comprehensive Plan. The Plan Commissions’ “recommended” draft will be presented, and the public will be invited to comment. Comments received will be taken into consideration by the Town Board as they consider adoption of the plan.

Direct mailed meeting invitations will be used to inform Town residents of the public informational meetings and the final public hearing.

Written comments will be accepted at any public informational meetings as well as the formal public hearing. The Town of Delta will respond in writing to written comments submitted at the public hearing as specified under section 66.1001(4).

◆ Other Potential Activities

A planning process newsletter could be created to update local residents.

A display of draft planning materials could be posted at the town recycling center for viewing by local residents.

News releases explaining upcoming public input opportunities could be drafted for printing by local newspapers.

Regular office hours could be held at the town hall at critical times in order to give interested individuals opportunities to review draft planning materials.

Intergovernmental workshops could be held that include the neighboring communities.

Focus group meetings could be held to gain public input on specific planning elements or strategic issues such as future growth, water quality or intergovernmental cooperation.

Procedures for Adopting The Town of Delta Comprehensive Plan

The Town of Delta shall comply with all of the procedures for adopting a comprehensive plan under section 66.1001 (4) of the Wisconsin Statutes.

The Town of Delta Plan Commission will recommend by a majority vote, adoption of a Resolution to Adopt the Comprehensive Plan. The resolution and majority vote will take place at a regularly scheduled and publicly noticed meeting of the Plan Commission. The vote shall be recorded in the official minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the Comprehensive Plan.
In accordance with State Statute 66.1001(4), *Procedures for Adopting Comprehensive Plans*, one copy of the plan recommended for adoption by the Plan Commission will be sent to the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
3. The Wisconsin Land Council and/or Department of Administration
4. The public library that serves the area in which the local governmental unit is located.

Copies of the plan will also be made available for public review at Delta Town Hall. Contact the Town Clerk to gain access to the Town Hall. Citizens will have a minimum, two-week opportunity to review and provide written comments on the Comprehensive Plan. After the Plan Commission has received all written comments, it shall respond in writing to the comments received as specified in State Statute 66.1001(4)(a).

After adoption of a resolution by the Plan Commission, the Town Board will adopt the Comprehensive Plan by ordinance. A majority vote is necessary for adoption. The Town Board will hold at least one public hearing at which the ordinance relating to the Comprehensive Plan will be discussed. The hearing will be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The class 1 notice shall contain at least the following information:

- The date, time, and place of the hearing.
- A summary, which may include a map, of the proposed Comprehensive Plan.
- The name of an individual employed by the Town Board who may provide additional information regarding the proposed ordinance.
- Information relating to where and when the proposed comprehensive plan may be inspected before the hearing, and how a copy of the plan may be obtained.
Purpose

The Town of Delta Plan Commission set objectives for public participation for the purpose of establishing measurable benchmarks for public involvement in the plan development process. Achieving these objectives will help assure the plan commission and town board that adequate opportunities for public involvement will take place before the plan is considered for adoption. Failure to achieve any of these objectives should be addressed in some manner before considering the plan for adoption.

Objectives

1. Points of Contact

The Town of Delta Plan Commission will strive to achieve at least 1200 points of contact throughout the planning process. This means that the plan commission hopes that citizens of the town (other than town board and plan commission members) will interact with the planning process at least 1200 times. A range of activities could count toward this objective including: receiving meeting notices, attending meetings, completing surveys or submitting comments.

<table>
<thead>
<tr>
<th>Potential points of contact</th>
<th>Objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mailed public opinion survey</td>
<td>213  (50% return)</td>
</tr>
<tr>
<td>Mailed public open house invitations</td>
<td>850  (2 invitations mailed to every household)</td>
</tr>
<tr>
<td>Informational meeting attendance</td>
<td>100  (2 public informational meetings)</td>
</tr>
<tr>
<td>Plan commission meeting attendance</td>
<td>20   (citizen attendance of regular meetings)</td>
</tr>
<tr>
<td>Public hearing attendance</td>
<td>17   (low number indicating that the vast majority of concerns were answered in public informational meetings)</td>
</tr>
</tbody>
</table>

Total:                                           1200

2. Variety of Methods

The Town of Delta Plan Commission will strive to utilize at least 13 different methods of public outreach. Twelve were identified as mandatory in the public participation plan, and 6 were listed as potential activities. This means that the plan commission will elect at least one of the potential activities to use during the plan development process.
3. Purpose of Methods

The Town of Delta Plan Commission will strive to utilize public outreach methods that cover all levels of involvement from public awareness to public interaction.

**Public awareness:** To make the public aware of the comprehensive planning process. (Direct mailed informational meeting invitations; Posting and noticing of meetings; Publicly accessible draft documents; Interaction with Bayfield County plan; Plan distribution)

**Public education:** To provide the public with balanced and objective information to assist them in understanding the problem, alternatives and/or solution. (Public informational meetings; Plan commission meetings with public comment; Town Board meetings with public comment)

**Public input:** To obtain public feedback on issues, alternatives and/or decisions. (Public opinion survey; Plan commission meetings with public comment; Town Board meetings with public comment; Public hearing)

**Public interaction:** To work directly with the public throughout the process to ensure that public concerns are consistently understood and considered. (Public informational meetings; Respond to written comments)

4. Response Rate

The Town of Delta Plan Commission will strive to respond to 100% of all public comments submitted to the Town Board or Plan Commission regarding development of the comprehensive plan. Verbal comments may be responded to verbally or in writing. Written comments will be responded to in writing.
Introduction

A questionnaire was administered during the May 29th Public Informational Meeting at the Delta Town Hall. Each question was explained by the facilitator, and time for discussion was allowed. This helped provide clarification where needed and encouraged an in-depth look at each of the issues presented. Educational materials and displays were also presented with several of the discussion items.

The results of this activity should be viewed as one more piece of the total body of public participation. This format of public participation is advantageous in that the discussion leads to well thought out responses. However, only a small number of people are represented. Fewer people attended the public informational meeting than responded to the public opinion survey, for example. These results alone should not be used to guide development of the plan. They should be used to shape the plan where they are consistent with the results of other public participation. Many of the responses did indeed confirm and clarify the results of the public opinion survey and the work completed to date by the plan commission.

The total number of responses to each question ranged from 29 to 36. Most questions were responded to by at least 32 people. A summary of the responses is presented below and includes the facilitator’s recommended action.

Discussion Questions

1. The town should coordinate with the county and neighboring communities to plan for an aging population’s housing needs.

   78 percent of respondents agreed with this statement. This should become a town housing policy.

2. The town should promote flexibility in land use controls by exploring incentive based approaches and by allowing mitigation of potential negative impacts to produce win-win outcomes.

   47 percent of respondents agreed with this statement, while 28 percent were unsure, and 14 percent disagreed. The intent of this statement was unclear without specific examples. The concept should be clarified during the discussion of plan implementation and presented again at the next public informational meeting.
3. The town should direct future high density development proposals to areas served by the existing road network.

52 percent of respondents agreed, 20 percent were unsure and 28 percent disagreed. This needs further discussion, but it may become a potential transportation policy for the town.

4. Future high density small lot* development proposals that will require schools, emergency services and other community services should be clustered or concentrated rather than scattered.

53 percent of respondents disagreed and 12 percent were unsure. This is consistent with the survey results that suggest the overall development pattern should be scattered. The town should not adopt this statement as a land use policy.
* This change was made during the public informational meeting to clarify the question.

5. The town should direct future residential growth to areas that minimize negative impacts to productive forests, farmland and environmentally sensitive areas.

63 percent of respondents agreed with this statement. This confirms results of the public opinion survey. This should become an agricultural, natural and cultural resources policy. The plan commission may want to clarify what “negative impacts” and environmentally sensitive” mean.

6. The town should allow flexibility in lot sizes, but limit maximum density in agriculture and forest preservation areas.

44 percent of respondents disagreed, while 21 percent were unsure and 35 percent agreed. This response suggests that there should be more consideration given to this concept, but it does not appear to support that portion of the draft definition of the Agriculture Preservation or Resource Conservation preferred land use classifications.

7. The town should encourage the establishment of a "town center" that incorporates existing public facilities and allows for a mix of business, residential and public land uses while strengthening a sense of town identity.

72 percent of respondents agreed with this statement. This supports the town’s draft land use goals and objectives and conceptual preferred land use map relative to the proposed town center.
8. The town should require commercial and industrial uses to follow design guidelines that address aesthetic impacts including attractive building style and materials, prevention of light trespass, landscaping, hidden parking, attractive signage, shared highway access points and functional pedestrian access.

   66 percent of respondents **agreed** with this statement. This supports the town’s draft goals and objectives and should become an economic development policy.

9. The town should work cooperatively with Bayfield County to achieve the town’s desired future pattern of land use.

   81 percent of respondents **agreed** with this statement and should be reflected in the town’s implementation strategy. This appears to strongly refute some of the written comments received in the public opinion survey.

10. The town should consider implementation tools that can be administered by the plan commission with minimal enforcement required.

    83 percent of respondents **agreed** with this statement. This should be a theme in the town’s implementation strategy and potentially supports the establishment of town ordinances such as mobile home standards, commercial building design review, and subdivision controls. This is consistent with public opinion survey.

**Draft Preferred Land Use Map**

Respondents reviewed the following descriptions of the preferred land use classifications and their locations on the conceptual preferred land use map.

**Town Center (Multi-colored)**

   76 percent **agreed** with the definition, and 61 percent **agreed** with the location. This classification should be carried forward to the next draft of the preferred land use map.

   Comments: Should encompass more area. The historical town center would be OK as well.

**Shoreland Community (Yellow)**

   67 percent **agreed** with the definition, and 76 percent **agreed** with the location. This classification should be carried forward to the next draft of the preferred land use map.

   Comments: More land should be included in this classification.
Rural Transition (Orange)

69 percent agreed with the definition, and 62 percent agreed with the location. This classification should be carried forward to the next draft of the preferred land use map.

Comments: Preserve agricultural land? Too much directing.

Agriculture Preservation (Brown)

53 percent disagreed with the definition, and opinions on the location were almost evenly split. This area should be classified rural transition, or perhaps it can remain as agriculture preservation if some other method of preserving agriculture is identified.

Comments: Let the farmers decide what is best for their land.

Resource Conservation (Green)

66 percent agreed with the definition, and 72 percent agreed with the location. This classification should be carried forward to the next draft of the preferred land use map.

Comments: We need more development.

Surface Water Quality Issues

Surface water quality issues were a focus of the public informational meeting. This activity was intended to provide a broad survey of potential issues that could serve as a starting point for more detailed study at a later date. The results represent the opinions of a few individuals and are not statistically representative of the town as a whole. This information may be useful to the town, to lake associations, or the Department of Natural Resources. Respondents were asked to identify a waterway with which they were most familiar or to consider waterways in the town in general. They were then asked to rate the top 5 issues facing those bodies of water.

For those that chose Town of Delta waterways in general, the top 3 issues were (5 responses):
   1. Lack of fish or wildlife.
   2. Loss of shoreline vegetation.
   3. Balancing use of waterways between quiet uses and powered uses.

For those that identified specific water bodies, the top issues were:

Bass Lake (1 response)
   1. Balancing use of waterways between quiet uses and powered uses.
   2. Permanent ice houses.
3. Erosion of banks.

Basswood Lake (2 responses)
1. Balancing use of waterways between quiet uses and powered uses.
2. Failing septic systems.
3. Controlling aquatic plants or “weeds.”

Bellevue Lake (2 responses)
1. Balancing use of waterways between quiet uses and powered uses.
2. Failing septic systems.
3. Loss of shoreline vegetation.

Camp One Lake (1 response)
1. No issues. This lake is perfect.
2. Adequacy of public access.
3. Appearance and character of development.

Delta Lake (2 responses)
1. Balancing use of waterways between quiet uses and powered uses.
2. Rate of new shoreline development.
3. Lack of fish or wildlife.

Eagle and Flynn Lakes (1 response)
1. Balancing use of waterways between quiet uses and powered uses.
2. Lack of enforcement of no wake zones.
3. Loss of shoreline vegetation.

Hart Lake (1 response)
1. No issues. This lake is perfect.
2. Lack of fish or wildlife.

Line and Black Bear Lakes (1 response)
1. No issues. This lake is perfect.

Phantom Lake (1 response)
1. Controlling construction site erosion.
2. Rate of new shoreline development.

Pike Lake Chain (9 responses)
1. Failing septic systems
2. Invasion of exotic species
3. No issues. This lake is perfect.

White River (3 responses)
1. No issues. This river is perfect.
2. Lack of fish or wildlife.
3. Appearance and character of development.
Introduction

The second of 2 planned public informational meetings was held at the Delta Town Hall on August 28. As was the procedure for the first public informational meeting, all property owners in the Town of Delta were mailed an invitation to the meeting. Included with this mailing was a “Frequently Asked Questions” document that addressed many of the questions that Plan Commission members had been hearing in the community since the first public informational meeting.

This public informational meeting had a more open format than the first one. There were no questionnaires. The presented material was followed by an open discussion period. Those attending could ask questions related to any aspect of the presented materials or the planning process as a whole. After the presentation and discussion period ended, attendees were encouraged to stay and review the available draft plan products including:

- Draft Preferred Land Use Classifications
- Draft Preferred Land Use Map
- Draft Plan Element Policies and Recommendations
- Draft Implementation Strategy and Programs
- May 29, 2003 Public Informational Meeting Results (including Surface Water Quality Issues results)

The results of this meeting should be viewed as one more piece of the total body of public participation. This format of public participation is advantageous in that an open ended discussion allows all items of interest to be raised. However, only a small number of people are represented. Fewer people attended the public informational meeting than responded to the public opinion survey, for example. These results alone should not be used to guide development of the plan. They should be used to shape the plan where they are consistent with the results of other public participation. Overall, the discussion showed support for the work completed to date by the Plan Commission. Concerns raised were primarily related to the town’s relationship to the State of Wisconsin, Regional Plan Commissions, and the Comprehensive Planning Law (Wis. Stats. 66.1001).

Results

The topics presented and discussed focused on the draft implementation strategy. This included draft policies, recommendations, an action plan, and all other programs needed to put the plan in motion after adoption. How the plan can be used by the Town Board was a central component of the presentation. Questions were solicited during both the presentation period and the open discussion period. However, very few suggestions for changes to the content of the plan were offered. The facilitator collected the questions and comments, and the Plan Commission
responded to them in its next meeting. The public comments and Plan Commission responses are recorded below:

1. The policy "Road building should be discouraged..." should also state that it "Does not apply to private roads."

Plan Commission Response: This actually should apply to private roads. Certain private roads have the potential to become costly expansions of the town road network. Keeping in mind that this is a loose guideline that applies in the Agriculture and Resource Conservation areas, the Plan Commission suggests the following alternative change - Add "Roads that serve multiple improved properties may be constructed to town standards, and private access points shall conform to the Town of Delta Driveway Ordinance."

2. An implementation policy should be added that states "Bayfield County should be required to provide detailed written explanation when they do not uphold a town recommendation on a land use decision."

Plan Commission Response: This issue is important, but the suggested wording adds a negative tone to the plan. The Plan Commission suggests that the Intergovernmental Cooperation objectives are modified to include - "Work toward improving the completeness of Bayfield County's decision record regarding land use decisions that affect the Town of Delta." The county Zoning Department already provides a copy of the Zoning Committee's decision record to the town, but it lacks detail. A cooperative approach will likely go further toward improving communication with the county. It is hoped that the Town of Delta, by utilizing its conditional use/special use review criteria, will have even fewer instances of disagreement between the town recommendations and the county's decision. The town's reasoning for its decision will be even more clear to the county.

3. Designate an industrial area in the town.

Plan Commission Response: Thus far, the draft land use plan neither encourages nor prevents industrial development. Nor does the town anticipate significant industrial growth over the next 20 years. The Plan Commission does not think there is a need to single out any areas for industrial development, but that the "Characteristics of Desired Economic Development" should be used as guidance on industrial development proposals. Any such development must go through the existing channels of zoning, and this guidance will be included in the plan document for use by the town board as needed.

4. There is already a mobile home park in the town, so preventing future mobile home parks may be complicated.

Plan Commission Response: This is a valid concern that should be addressed in the plan. The Plan Commission suggests that the description of the mobile home ordinance (within the Implementation Strategy) should include provisions for the grandfathering of existing mobile home parks.

5. A bicycle ordinance is needed in the town.
Plan Commission Response: What exactly needs to be regulated about riding bicycles? At this point, the Plan Commission does not recommend regulating bicycles.
Appendix C

Wisconsin’s Comprehensive Planning Law
GUIDELINES FOR THE ADOPTION AND DISTRIBUTION OF YOUR COMMUNITY’S COMPREHENSIVE PLAN

RECOMMENDATIONS BY OFFICE OF LAND INFORMATION SERVICES

The Office of Land Information Services' (OLIS) staff are frequently asked by local officials and consultants about the adoption and distribution procedures for a comprehensive plan under s. 66.1001, Wis. Stats. This document highlights these procedures and provides some staff suggestions and recommendations. These suggestions and recommendations are intended only as guidance.

Background. The comprehensive planning statutes are presented in several sections.
- Section 66.1001 (1), Stats., defines a comprehensive plan.
- Section 66.1001 (2), Stats., outlines the contents of a plan.
- Section 66.1001 (3), Stats., lists the local actions that must be consistent with a plan by 2010.
- Section 66.1001 (4), Stats., outlines procedures for adopting a plan.

An important feature of the law is the focus on a “bottom-up” approach centering around local government and its decision-making abilities for its own future. Keeping this in mind, local communities are responsible for following the statutes when developing and adopting its comprehensive plan.

SUMMARY OF S. 66.1001(4), STATS.

General Summary of Required Procedures. The statutory procedures required in the plan adoption process of the comprehensive plan are summarized below. Local governments may certainly choose to conduct additional activities above and beyond the statutory requirements such as conducting citizen surveys, developing a capital improvements plan, updating a farmland preservation plan, developing an open space plan, developing community design guidelines, etc.

1. Written public participation procedures, fostering public participation in every stage of the preparation of the comprehensive plan, are developed.
2. The procedures are “adopted” by the local governing body (elected officials).
3. By majority vote, the plan commission (or appointed county committee assigned to develop the plan) recommends the plan to the governing body for approval.
4. The “recommended” plan is distributed to the recipients listed in s. 66.1001 (4) (b), Stats., and any others identified in the adopted public participation procedures.
5. Elected officials may spend time reviewing, revising, and requesting plan commission revision to the “recommended” plan.
6. The local governing body drafts an ordinance adopting the plan.
7. A class 1 public notice is published 30 days prior to the hearing on the proposed ordinance to adopt the final “recommended” plan.
8. The local governing body provides an opportunity for written comments by the public and responds to such comments.
9. The public hearing is held on the ordinance.
10. By majority vote, the ordinance is approved by the governing body.
11. The “adopted” plan and ordinance are distributed to the recipients listed in s. 66.1001 (4) (b), Stats.
Written Procedures for Public Participation. Section 66.1001(4) (a), Stats., requires that local governments adopt a set of written procedures for public participation. These procedures must include opportunities for participation in every stage of the plan development. There is a variety of participation options for your community to consider based on your needs, planning timeline and budget. These options may include mechanisms such as informational meetings, forums, newsletters, surveys, mailings, and interactive web sites.

The statute clearly indicates that the procedures must include:
- a wide distribution of any proposed, alternative or amended elements of a comprehensive plan
- an opportunity for the public to provide written comments.
- how the governing body will respond to written comments.

Although the statutes are not time specific, ideally your community will develop and adopt the public participation procedures early in the planning process. Changes or deviations to these adopted public participation procedures are possible, however, the plan commission (or appointed county committee) should seek action by the governing body to revise the procedures. Consider including the adopted procedures in the plan document as a separate section or in an appendix.

Plan Commission Recommendation Procedures. Section 66.1001(4) (b), Stats., outlines plan commission (or appointed county committee) procedures for recommending a comprehensive plan to the local governing body. The plan commission is required to adopt, by majority vote, a resolution that "recommends" the adoption of the plan (or any future plan amendments) to the elected governing body.

Copies of the "recommended" plan must be sent to various parties, including the clerks of all neighboring communities, overlapping governmental bodies (i.e. counties, utility districts, school districts, sanitary districts, drainage districts), the regional planning commission, the Wisconsin Land Council, and the public library serving the community.

When the plan commission recommends the plan to the local governing body, the commission should specifically note the dates of the plan documents, maps, and all other materials. This will help minimize confusion of the versions of the plan under review. Plan amendments should also reference pertinent dates.

Be sure to identify the "overlapping governmental bodies" and others that your community will send copies of the "recommended" and "adopted" plans and ordinance. A good time to identify these recipients is at the beginning of the planning process as part of your adopted written public participation procedures.
Adoption Procedures and Plan Distribution. Section 66.1001(4)(c), Stats., specifies that the elected local governing body, by a majority vote, must enact the ordinance adopting the plan.

The plan must include all nine elements identified in s. 66.1001(2), Stats.

Copies of the ordinance and “adopted” plan must be filed with the same entities that the “recommended” plan was sent to pursuant to s. 66.1001(4)(b), Stats.

Often, elected officials ask the plan commission to revise or reexamine certain provisions of the “recommended” plan. The statute is not clear on whether reiterations of the initial plan “recommended” by the plan commission need to be sent to the distribution list. Your community’s public participation procedures should include how revisions to the “recommended” plan will be shared with the public. These changes have the potential to substantially change the “recommended” plan, and, the public should be made aware of these changes.

Paper copies of the “recommended” plan, the “adopted” plan and the ordinance for the Wisconsin Land Council and the Department of Administration should be sent to: Executive Director of the Wisconsin Land Council, 17 South Fairchild Street, 7th Floor, Madison, Wisconsin 53703. If you would like to provide an electronic copy as well the paper copies, you can send us the information on diskette or CD to this same address.

Public Hearing Procedures. Section 66.1001(4)(d), Stats., specifies that prior to adopting the plan, the local governmental unit will hold at least one public hearing to discuss the proposed ordinance.

At least 30 days prior to the hearing, a class 1 notice must be published. At a minimum, the class 1 notice must contain:
- the date, time and location of the hearing.
- a summary of the proposed plan or plan amendment
- the local government staff that can be contacted for additional information.
- where to inspect and how to obtain a copy of the proposal before the hearing.

Frequently Asked Questions

Can we send electronic (digital) copies of the “recommended” and “adopted” plans to the statutory distribution list instead of paper copies?
Computer systems and capabilities vary greatly between communities. Sharing of your community’s information regarding its future is a central theme in the comprehensive planning law. OLIS recommends that your community send paper copies of the “recommended” and “adopted” plans including the color maps and the adopting ordinance. We encourage, where feasible, sending an electronic copy in addition to paper copies.
Can a community charge a fee to the parties it needs to distribute the plan to? The statutes clearly indicate that your community is required to send certain entities copies of the “recommended” and “adopted” plan and the adopting ordinance. Charging a fee is not only a conflict of the requirements of the statutes but also contrary to the spirit and intent of the statutes.

Can a community charge a fee for extra copies outside of those required by statute? This is completely up to your community. Charging for additional copies or to those requesting copies that are not included in the distribution list is feasible. The response to the next question also suggests that a summary document might be helpful in lowering the costs to both the community and those interested parties.

Can we send a summary document to the distribution list instead of the entire plan? The statutes clearly indicate that the “recommend” plan, the “adopted” plan and a copy of the adopting ordinance need to be sent. Summaries would not meet this requirement. However, you may decide to also have available to send out, a summary document that includes the key policies and maps. Summary documents are particularly useful for communicating the major themes of your plan to a broader audience. Developing and/or distributing a summary document is clearly above the requirements of the law, and its distribution should be decided on within your community’s public participation procedures.

If only minor changes were made by the elected officials to the plan commission’s “recommended” plan, do we still need to send a copy of the “adopted” plan to all parties, or, can we just send the changes? The statutes specify that a copy of the full plan be sent to the distribution list noted. (You may have identified others in your public participation plan, too.) Be sure to budget accordingly with your staff/consultant for sufficient funds to cover copy and mail costs.

If no changes were made at all to the “recommended” plan, can we just send the “adopted” ordinance to the distribution list? OLIS recommends that communities file a complete copy including color maps and the ordinance to the distribution list. OLIS also recommends that a summary document should not be substituted for the “adopted” plan when notifying various parties.

For Further Information

For more information on the comprehensive planning statutes and helpful resources for developing a comprehensive plan, you have several options.

OLIS staff can be reached by calling 608-267-2707 and listening to the options, or, call 608-267-3369 for the staff person who can further direct your call.

You can also visit the OLIS website and link to the page for comprehensive planning or Smart Growth (http://www.doa.state.wi.us/olis/complanning.asp). Information on the comprehensive planning grant program is available online by clicking on the link to the comprehensive planning grant program.
Sample Plan Adoption Ordinance Compliant with Wis. Stats. 66.1001

This sample ordinance is being provided as a tool to help facilitate the final adoption of the plan in compliance with Wisconsin’s Comprehensive Planning law. Should the town elect to comply with the law at a later date, the requirements for adoption should be reviewed for changes prior to taking action. This sample ordinance meets the requirements of Wis. Stats. 66.1001 as of 2003.

Ordinance No. ______________

AN ORDINANCE TO ADOPT THE TOWN OF DELTA YEAR 2025
COMPREHENSIVE PLAN, BAYFIELD COUNTY, WISCONSIN

The Town Board of the Town of Delta, Bayfield County, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) for towns exercising village powers under 60.22(3) of the Wisconsin Statutes, the Town of Delta is authorized to prepare and adopt a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Town of Delta Plan Commission, by a majority vote and Resolution No. _____, has recommended to the Delta Town Board the adoption of the document entitled “TOWN OF DELTA YEAR 2025 COMPREHENSIVE PLAN”, Bayfield County, Wisconsin as its comprehensive plan according to Section 66.1001(2) of the Wisconsin Statutes.

SECTION 3. Numerous public meetings and mailings have been facilitated in conjunction with a public participation plan including a public opinion survey, regular open meetings of the Plan Commission, public informational meetings, mailed notification of public informational meetings, and a public hearing held ______ (date) ______.

SECTION 4. The Delta Town Board of Bayfield County, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, “TOWN OF DELTA YEAR 2025 COMPREHENSIVE PLAN”, Bayfield County, Wisconsin as its comprehensive plan pursuant to Section 66.1001(2) of the Wisconsin Statutes.

SECTION 5. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication as required by law.

ADOPTED this _____ day of ______________, _____.

Approved by a vote of: _______ ayes _______ nays _______ absent

Published: _______________________________

By: ________________________________ Chairman

Attest: ______________________________ Town Clerk

By: ________________________________ Supervisor

By: ________________________________ Supervisor
WISCONSIN’S COMPREHENSIVE PLANNING LEGISLATION

Statutory Language Changes from 1999 Wisconsin Act 9, and Technical Revisions from AB 872, signed into law by Governor Thompson on May 10, 2000.

REVISED FOR 2001 Wisconsin Act 16, Revisions
September 24, 2001

Division of Intergovernmental Relations
Department of Administration
17 South Fairchild Street, 7th Floor
Madison, WI 53703-3219
(608) 267-2707
http://www.doa.state.wi.us

Document revised September, 2003
COMPREHENSIVE PLANNING LEGISLATION

This revised document contains the statutory changes relating to comprehensive planning within the 1999 Wisconsin Act 9 and subsequent technical changes from Assembly Bill AB 872. The revisions in this document include the recodification of Chapter 66, Municipal Law of the Wisconsin Statutes per the recommendation in the 1999 Assembly Bill 710. The effective date of the recodification of Ch. 66 is January 1, 2001. There are no other changes to the language of statutes found in this document. New references are underlined. Previous statutory reference are noted in parenthesis in italics following the new reference.

Governor Thompson signed the Budget Bill into law on October 27, 1999. A group of individuals including various special interest groups, local and state government representatives and planners initiated many of the provisions. Through the Biennial Budget Approval Process (the Joint Finance Committee, the Conference Committee and the Governor's vetoes), the comprehensive plan definition language and funding mechanism for a planning grant were revised considerably. Technical revisions were provided through 1999 Assembly Bill 872 which was signed into law by Governor Thompson on May 10, 2000.

This legislation provides the framework for developing comprehensive plans, a grant program which will provide communities an incentive to begin efforts now, and a connection to other planning related actions to provide overall consistency with the plan developed by the local community. The Wisconsin Land Council, in accordance with its statutory charge in s. 16.023, Wis. Stats. and with the requirements of these new laws, will have added involvement. Local governments continue to control their own planning and land use efforts.

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WISCONSIN STATE STATUTES CHAPTER 66: GENERAL MUNICIPALITY LAW

66.1001 Comprehensive planning. (note: previously, s. 66.0295)

(1) DEFINITIONS. In this section:

(a) "Comprehensive plan" means:
   1. For a county, a development plan that is prepared or amended under s. 59.69 (2) or (3).
   2. For a city or a village, or for a town that exercises village powers under s. 60.22 (3), a master plan that is adopted or amended under s. 62.23 (2) or (3).
   3. For a regional planning commission, a master plan that is adopted or amended under s. 66.0309 (8), (9) or (10). (note: previously, s. 66.945(8), (9) or (10))

(b) "Local governmental unit" means a city, village, town, county or regional planning commission that may adopt, prepare or amend a comprehensive plan.

(2) CONTENTS OF A COMPREHENSIVE PLAN. A comprehensive plan shall contain all of the following elements:

(a) Issues and opportunities element. Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.

(b) Housing element. A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

(c) Transportation element. A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county
highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

(d) Utilities and community facilities element. A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

(e) Agricultural, natural and cultural resources element. A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

(f) Economic development element. A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

(g) Intergovernmental cooperation element. A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309 (note: previously, s. 66.30, 66.023, or 66.945) The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

(h) Land-use element. A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain
a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

(i) Implementation element. A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

(3) ACTIONS, PROCEDURES THAT MUST BE CONSISTENT WITH COMPREHENSIVE PLANS.
Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit’s comprehensive plan, including all of the following:

(a) Municipal incorporation procedures under s. 66.0201, 66.0203 or 66.0215. (note: previously, s. 66.013, 66.014, 66.012)
(b) Annexation procedures under s. 66.0217, 66.0219, or 66.0223. (note: previously, s. 66.021, 66.024 or 66.025)
(c) Cooperative boundary agreements entered into under s. 66.0307. (note: previously, s. 66.023)
(d) Consolidation of territory under s. 66.0229. (note: previously, s. 66.02)
(e) Detachment of territory under s. 66.0227. (note: previously, s. 66.022)
(f) Municipal boundary agreements fixed by judgment under s. 66.0225. (note: previously, s. 66.027)
(g) Official mapping established or amended under s. 62.23 (6).
(h) Local subdivision regulation under s. 236.45 or 236.46.
(i) Extraterritorial plat review within a city’s or village’s extraterritorial plat approval jurisdiction, as is defined in s. 236.02 (5).
(j) County zoning ordinances enacted or amended under s. 59.69.
(k) City or village zoning ordinances enacted or amended under s. 62.23 (7).
(l) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
(m) An improvement of a transportation facility that is undertaken under s. 84.185.
(n) Agricultural preservation plans that are prepared or revised under subch. IV of chapter 91.
(o) Impact fee ordinances that are enacted or amended under s. 66.0617. (note: previously, s. 66.55)
(p) Land acquisition for recreational lands and parks under s. 23.09 (20).
(q) Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.
(r) Construction site erosion control and storm water management zoning under s. 59.693, 61.354 or 62.234.
(s) Any other ordinance, plan or regulation of a local governmental unit that relates to land use.

(4) PROCEDURES FOR ADOPTING COMPREHENSIVE PLANS. A local governmental unit shall comply with all of the following before its comprehensive plan may take effect:

(a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.

(b) The plan commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission or other body. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted comprehensive plan, or of an amendment to such a plan, shall be sent to all of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. The clerk of every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan that is adopted or amended as described in par. (b) (intro.).
4. After September 1, 2003, the department of administration.
5. The regional planning commission in which the local governmental unit is located.
6. The public library that serves the area in which the local governmental unit is located.

(c) No comprehensive plan that is recommended for adoption or amendment under par. (b) may take effect until the local governmental unit enacts an ordinance that adopts the plan or amendment. The local governmental unit may not enact an ordinance under this paragraph unless the comprehensive plan contains all of the elements specified in sub. (2). An ordinance may be enacted under this paragraph only by a majority vote of the members elect, as defined in s. 59.001 (2m), of the governing body. An ordinance that is enacted under this paragraph, and the plan to which it relates, shall be filed with at least all of the entities specified under par. (b).

(d) No local governmental unit may enact an ordinance under par. (c) unless the local governmental unit holds at least one public hearing at which the proposed ordinance is discussed.
That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The local governmental unit may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. The date, time and place of the hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.
WISCONSIN STATE STATUTES CHAPTER 16: DEPARTMENT OF ADMINISTRATION—SUBCHAPTER VI STATE PLANNING AND ENERGY

GENERAL PLANNING GRANT

16.965 Planning grants to local governmental units.

1) In this section:
   (a) "Local governmental unit" means a county, city, village, town or regional planning commission.
   (b) "Smart growth area" means an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental and utility costs.

2) From the appropriation under s. 20.505 (1) (cm), the department may provide grants to local governmental units to be used to finance the cost of planning activities, including contracting for planning consultant services, public planning sessions and other planning outreach and educational activities, or for the purchase of computerized planning data, planning software or the hardware required to utilize that data or software. The department shall require any local governmental unit that receives a grant under this section to finance a percentage of the cost of the product or service to be funded by the grant from the resources of the local governmental unit. The department shall determine the percentage of the cost to be funded by a local governmental unit based on the number of applications for grants and the availability of funding to finance grants for the fiscal year in which grants are to be provided. A local governmental unit that desires to receive a grant under this subsection shall file an application with the department. The application shall contain a complete statement of the expenditures proposed to be made for the purposes of the grant. No local governmental unit is eligible to receive a grant under this subsection unless the local governmental unit agrees to utilize the grant to finance planning for all of the purposes specified in s. 66.1001 (2). (note: previously s. 66.0295 (2))

3) Prior to awarding a grant to a local governmental unit under sub. 2), the department shall forward a statement of the expenditures proposed to be made under the grant to the Wisconsin land council for its written approval. The council may approve or disapprove any proposed grant.

4) In determining whether to approve a proposed grant, preference shall be accorded to applications of local governmental units that contain all of the following elements:

   (a) Planning efforts that address the interests of overlapping or neighboring jurisdictions.

   (b) Planning efforts that contain a specific description of the means by which all of the following local, comprehensive planning goals will be achieved:
1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

(c) Planning efforts that identify smart growth areas.

(d) Planning efforts, including subsequent updates and amendments, that include development of implementing ordinances, including ordinances pertaining to zoning, subdivisions and land division.

(e) Planning efforts for which completion is contemplated within 30 months of the date on which a grant would be awarded.

(f) Planning efforts that provide opportunities for public participation throughout the planning process.

(5) The Wisconsin land council may promulgate rules specifying the methodology whereby precedence will be accorded to applications in awarding grants under sub. (2).
TRANSPORTATION PLANNING GRANTS

16.9651 Transportation planning grants to local governmental units.

(1) In this section, "local governmental unit" means a county, city, village, town or regional planning commission.

(2) From the appropriation under s. 20.505 (1) (z), the department may provide grants to local governmental units to be used to finance the cost of planning activities related to the transportation element, as described in s. 66.1001 (2) (c), (note: previously s. 66.0295(2)(c)) of a comprehensive plan, as defined in s. 66.1001 (1) (a), (note: previously s. 66.0295(1)(a)) including contracting for planning consultant services, public planning sessions and other planning outreach and educational activities, or for the purchase of computerized planning data, planning software or the hardware required to utilize that data or software. The department may require any local governmental unit that receives a grant under this section to finance not more than 25% of the cost of the product or service to be funded by the grant from the resources of the local governmental unit.

Prior to awarding a grant under this section, the department shall forward a detailed statement of the proposed expenditures to be made under the grant to the secretary of transportation and obtain his or her written approval of the proposed expenditures.

1999 AB 872, Section 17. Appropriation changes.

(1) Transportation planning grants to local governmental units. In the schedule under section 20.005(3) of the statutes for the appropriation to the department of administration under section 20.505 (1)(z) of the statutes, as affected by the acts of 1999, the dollar amount for fiscal year 2000-2001 is increased by an amount equal to the amount, if any, of the moneys under that appropriation that were allocated for the purpose of the transportation planning grants to local governmental units under section 16.9651 of the statutes and that lapsed to the general fund on July 1, 2000 for the purpose of transportation planning grants to local governmental units under section 16.9651 of the statutes.
Model Traditional Neighborhood Developments and Conservation Subdivision Ordinances

WISCONSIN STATE STATUTES CHAPTER 66: GENERAL MUNICIPALITY LAW

66.1027 (note: previously, s. 66.034) Traditional neighborhood developments and conservation subdivisions.

(1) DEFINITIONS. In this section:
(a) "Conservation subdivision" means a housing development in a rural setting that is characterized by compact lots and common open space, and where the natural features of land are maintained to the greatest extent possible.
(b) "Extension" has the meaning given in s. 36.05 (7).
(c) "Traditional neighborhood development" means a compact, mixed-use neighborhood where residential, commercial and civic buildings are within close proximity to each other.

(2) MODEL ORDINANCES. (a) Not later than January 1, 2001, the extension, in consultation with any other University of Wisconsin System institution or with a landscape architect, as that term is used in s. 443.02 (5), or with independent planners or any other consultant with expertise in traditional neighborhood planning and development, shall develop a model ordinance for a traditional neighborhood development and an ordinance for a conservation subdivision.

(b) The model ordinances developed under par. (a) shall be presented to the chief clerk of each house of the legislature, and shall be referred immediately by the speaker of the assembly and the presiding officer of the senate to the appropriate standing committee in each house. The model ordinances shall be considered to have been approved by a standing committee if within 14 working days of the referral, the committee does not schedule a meeting for the purpose of reviewing the model ordinance. If the committee schedules a meeting for the purpose of reviewing the model ordinance, the ordinance may not be considered to have been approved unless the committee approves the model ordinance.

(3) CITY AND VILLAGE REQUIREMENTS. (a) Not later than January 1, 2002, every city and village with a population of at least 12,500 shall enact an ordinance that is similar to the model traditional neighborhood development ordinance that is developed under sub. (2) (a) if the ordinance is approved under sub. (2) (b), although the ordinance is not required to be mapped.

(b) A city or village whose population reaches at least 12,500, after January 1, 2002, shall enact an ordinance that is similar to the model traditional neighborhood development ordinance that is developed under sub. (2) (a) if the ordinance is approved under sub. (2) (b) not later than the first day of the 12th month beginning after the city's or village's population reaches at least 12,500, although the ordinance is not required to be mapped.
State Agency Involvement in Comprehensive Planning

WISCONSIN STATE STATUTES CHAPTER 1: SOVEREIGNTY AND JURISDICTION OF THE STATE

1.13 Land use planning activities.

(1) In this section:

(a) "Local governmental unit" has the meaning given in s. 1.12 (1) (a).
(b) "State agency" has the meaning given in s. 1.12 (1) (b).

(2) Each state agency, where applicable and consistent with other laws, is encouraged to design its programs, policies, infrastructure and investments of the agency to reflect a balance between the mission of the agency and the following local, comprehensive planning goals:

(a) Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.

(b) Encouragement of neighborhood designs that support a range of transportation choices.

(c) Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.

(d) Protection of economically productive areas, including farmland and forests.

(e) Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.

(f) Preservation of cultural, historic and archaeological sites.

(g) Encouragement of coordination and cooperation among nearby units of government.

(h) Building of community identity by revitalizing main streets and enforcing design standards.

(i) Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.

(j) Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

(k) Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.

(l) Balancing individual property rights with community interests and goals.

(m) Planning and development of land uses that create or preserve varied and unique urban and rural communities.

(n) Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

(3) Consistently with other laws, each state agency, whenever it administers a law under which a local governmental unit prepares a plan, is encouraged to design its planning requirements in a manner that makes it practical for local governmental units to incorporate these plans into local comprehensive plans prepared under s. 66.1001. (note: previously s. 66.0295)

WISCONSIN STATE STATUTES CHAPTER 227:
ADMINISTRATIVE PROCEDURE AND REVIEW—SUBCHAPTER II
ADMINISTRATIVE RULES

227.113 Incorporation of local, comprehensive planning goals. Each agency, where applicable
and consistent with the laws that it administers, is encouraged to design the rules promulgated by
the agency to reflect a balance between the mission of the agency and the goals specified in s. 1.13
(2).

WISCONSIN STATE STATUTES CHAPTER 236:
PLATTING LANDS AND RECORDING AND VACATING PLATS—APPROVAL OF PLATS

Informational Note: This was the only change made to ch. 236.

236.13 (1) (c) A comprehensive plan under s. 66.1001 (note: previously, s. 66.0295) or, if the
municipality, town or county does not have a comprehensive plan, either of the following:

1. With respect to a municipality or town, a master plan under s. 62.23.

2. With respect to a county, a development plan under s. 59.69.

WISCONSIN STATE STATUTES CHAPTER 15:
STRUCTURE OF THE EXECUTIVE BRANCH—SUBCHAPTER I GENERAL
PROVISIONS: DEFINITIONS

Informational Note: This was the only change made to s. 15.01.

15.01 DEFINITIONS (4) “Council” means a part-time body appointed to function on a continuing
basis for the study, and recommendation of solutions and policy alternatives, of the problems
arising in a specified functional area of state government, except the Wisconsin land council has
the powers specified in s. 16.965 (3) and (5) and the powers granted to agencies under ch. 227, the
Milwaukee river revitalization council has the powers and duties specified in s. 23.18, the council
on physical disabilities has the powers and duties specified in s. 46.29 (1) and (2), the state council
on alcohol and other drug abuse has the powers and duties specified in s. 14.24 and, before
January 1, 2001, the council on health care fraud and abuse has the powers and duties specified in
s. 146.36.
Local Plan Commissions, County Zoning Agencies and Regional Planning Commissions

WISCONSIN STATE STATUTES CHAPTER 60: TOWNS—SUBCHAPTER VIII LAND USE AND PLANNING

Under Wis. Stats. s. 60.62: Zoning authority if exercising village powers.

60.62 (4) (a) Notwithstanding ss. 61.35 and 62.23 (1)(a), a town with a population of less than 2,500 that acts under this section may create a "Town Plan Commission" under s. 62.23 (1) (a) that has 5 members, all of whom shall be appointed by the town board chairperson, who shall also select the presiding officer. The town board chairperson may appoint himself or herself to the commission and may appoint other town elected or appointed officials to the commission, except that the commission shall always have at least one citizen member who is not a town official. All other provisions of ss. 61.35 and 62.23 shall apply to a town plan commission that has 5 members.

(b) If a town plan commission consists of 7 members and the town board enacts an ordinance or adopts a resolution reducing the size of the commission to 5 members, the commission shall continue to operate with 6 or 7 members until the expiration of the terms of the 2 citizen members, who were appointed under s. 62.23 (1) (a), whose terms expire soonest after the effective date of the ordinance or resolution that reduces the size of the commission.

(c) If a town plan commission consists of 5 members and the town board enacts an ordinance or adopts a resolution increasing the size of the commission to 7 members, the town board chairperson shall appoint the 2 new members under s. 62.23 (1) (a).

WISCONSIN STATE STATUTES CHAPTER 62: CITIES—SUBCHAPTER I GENERAL CHARTER LAW

Under Wis. Stats. s. 62.23: City Planning.

62.23 (1) (a) The council of any city may by ordinance create a "City Plan Commission," to consist of 7 members. All members of the commission shall be appointed by the mayor, who shall also choose the presiding officer. The mayor may appoint himself or herself to the commission and may appoint other city elected or appointed officials, except that the commission shall always have at least 3 citizen members who are not city officials. Citizen members shall be persons of recognized experience and qualifications. The council may by ordinance provide that the membership of the commission shall be as provided thereunder.

repealed: (1)(b) The alderperson member of the commission shall be elected by a majority vote of the council, upon the creation of the commission, and during each April thereafter.

repealed: (1)(c) The 3 citizen members shall be appointed by the mayor, upon the creation of the commission, to hold office for periods ending 1, 2 and 3 years, respectively, from the succeeding May 1. Thereafter,
annually during April one member of the commission shall be appointed for a term of 3 years.

(d) The members of the commission shall be appointed to hold office for a period of 3 years. Appointments shall be made by the mayor during the month of April for terms that expire in April or at any other time if a vacancy occurs during the middle of a term.

(2) FUNCTIONS. It shall be the function and duty of the commission to make and adopt a master plan for the physical development of the city, including any areas outside of its boundaries which in the commission’s judgment bear relation to the development of the city provided, however, that in any county where a regional planning department has been established, areas outside the boundaries of a city may not be included in the master plan without the consent of the county board of supervisors. The master plan, with the accompanying maps, plats, charts and descriptive and explanatory matter, shall show the commission’s recommendations for such physical development, and shall, as described in sub. (3) (b), contain at least the elements described in s. 66.1001 (2). (note: previously, s. 66.0295(2)) The commission may from time to time amend, extend or add to the master plan or carry any part or subject matter into greater detail. The commission may adopt rules for the transaction of business and shall keep a record of its resolutions, transactions, findings and determinations, which record shall be a public record.

(3) (b) The commission may adopt the master plan as a whole by a single resolution, or, as the work of making the whole master plan progresses, may from time to time by resolution adopt a part or parts of a master plan. Beginning on January 1, 2010, if the city engages in any program or action described in s. 66.1001 (3), (note: previously s. 66.0295(3)) the master plan shall contain at least all of the elements specified in s. 66.1001 (2). (note: previously, s. 66.0295(2)) The adoption of the plan or any part, amendment or addition, shall be by resolution carried by the affirmative votes of not less than a majority of all the members of the city plan commission. The resolution shall refer expressly to the elements under s. 66.1001 (note: previously, 66.0295) and other matters intended by the commission to form the whole or any part of the plan, and the action taken shall be recorded on the adopted plan or part thereof by the identifying signature of the secretary of the commission, and a copy of the plan or part thereof shall be certified to the common council. The purpose and effect of the adoption and certifying of the master plan or part thereof shall be solely to aid the city plan commission and the council in the performance of their duties.

WISCONSIN STATE STATUTES CHAPTER 59:
COUNTIES—SUBCHAPTER VII LAND USE, INFORMATION, AND REGULATION, ENVIRONMENTAL PROTECTION, SURVEYS, PLANNING AND ZONING.

Under Wis. Stats. s. 59.69: Planning and zoning authority.

59.69 (3)(a) The county zoning agency may direct the preparation of county development plan or parts thereof for the physical development of the unincorporated territory within the county and areas within incorporated jurisdictions whose governing bodies by resolution agree to having their areas included in the county’s development plan. The plan may be adopted in whole or in part and may be amended by the board and endorsed by the governing bodies of incorporated jurisdictions included in the plan. The county development plan, in whole or in part, in its original form or as amended, is hereafter referred to as the development plan. Beginning on January 1, 2010, if the county engages in any program or action described in s. 66.1001 (3), (note: previously s.
66.0295(3) the development plan shall contain at least all of the elements specified in s. 66.1001(2).
(note: previously, s. 66.0295 (2))

(3)(b) The development plan shall include the master plan, if any, of a city or village, which was adopted under s. 62.23(2) or (3) and the official map, if any, or such city or village, which was adopted under s. 62.23(6) in the county, without change.

WISCONSIN STATE STATUTES CHAPTER 66:
GENERAL MUNICIPALITY LAW.

Under Wis. Stats. s. 66.0309 (note: previously, s. 66.945): Creation, organization, powers and duties of regional planning commissions:

66.0309 (8) (a) (note: previously, s. 66.945 (8)(a)). The regional planning commission may conduct all types of research studies, collect and analyze data, prepare maps, charts and tables, and conduct all necessary studies for the accomplishment of its other duties; it may, consistent with the elements specified in s. 66.1001 (note: previously, s. 66.0295), make plans for the physical, social and economic development of the region, and may, consistent with the elements specified in s. 66.1001, (note: previously, s. 66.0295) adopt by resolution any plan or the portion of any plan so prepared as its official recommendation for the development of the region; it may publicize and advertise its purposes, objectives and findings, and may distribute reports thereon; it may provide advisory services on regional planning problems to the local government units within the region and to other public and private agencies in matters relative to its functions and objectives, and may act as a coordinating agency for programs and activities of such local units and agencies as they relate to its objectives. All public officials shall, upon request, furnish to the regional planning commission, within a reasonable time, such available information as it requires for its work. In general, the regional planning commission shall have all powers necessary to enable it to perform its functions and promote regional planning. The functions of the regional planning commission shall be solely advisory to the local governments and local government officials comprising the region.

Informational Note: No amendments or changes were made to s. 66.0309 (8)b. (Note: previously, s. 66.945(8)(b).)

66.0309 (9) (note: previously, 66.945 (9)) PREPARATION OF MASTER PLAN FOR REGION. The regional planning commission shall have the function and duty of making and adopting a master plan for the physical development of the region. The master plan, with the accompanying maps, plats, charts, programs and descriptive and explanatory matter, shall show the commission’s recommendations for such physical development and shall contain at least the elements described in s. 66.1001, (note: previously, s. 66.0295) The regional planning commission may amend, extend or add to the master plan or carry any part or subject matter into greater detail.
ADDITION OF MASTER PLAN FOR REGION. The master plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the region which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development. The regional planning commission may adopt the master plan as a whole by a single resolution, or, as the work of making the whole master plan progresses, may by resolution adopt a part or parts thereof, any such part to correspond with one or more of the elements specified in s. 66.1001. (note: previously, s. 66.0295) The resolution shall refer expressly to the maps, plats, charts, programs and descriptive and explanatory matter, and other matters intended by the regional planning commission to form the whole or any part of the plan, and the action taken shall be recorded on the adopted plan or part thereof by the identifying signature of the chairperson of the regional planning commission and a copy of the plan or part thereof shall be certified to the legislative bodies of the local governmental units within the region. The purpose and effect of adoption of the master plan shall be solely to aid the regional planning commission and the local governments and local government officials comprising the region in the performance of their functions and duties.

Informational Note: No amendments or changes were made to sections and subsections of 66.0309 (11) or (12) (note: previously, s. 66.945(11) or (12)
Appendix D

Existing Land Use Classification System
Town of Delta Existing Land Use Classification System

Existing land use classifications are mapped to demonstrate how the land is currently being used. This map is an inventory tool and differs from the land use plan map, which shows the desired future use of the land. The land use plan map will be created later in the planning process. Existing (year 2002/2003) land uses shall be defined under four general titles (Layers):

1. Intensive Uses
2. Public Resource Land
3. Private Resource Land
4. Base Features

Individual land use classifications under each general title shall include the following:

### 1. Intensive Uses

<table>
<thead>
<tr>
<th>Classification</th>
<th>Code</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Family</td>
<td>RSF</td>
<td>Land used primarily for single family residential and associated uses.</td>
</tr>
<tr>
<td>Multiple Family</td>
<td>RMF</td>
<td>Land occupied for two family, apartments (three or more units) and group living quarters (i.e. retirement homes, religious quarters, etc.)</td>
</tr>
<tr>
<td>Multiple Manufactured Housing</td>
<td>MMH</td>
<td>Land within a defined “area” consisting of manufactured housing.</td>
</tr>
<tr>
<td>Farmstead</td>
<td>FS</td>
<td>Land which contains both an occupied residence(s) and associated active farm buildings/facilities (e.g., barn, manure ponds, feedlot areas). Agriculture production for income or hobby farming appears to be a principal land use. Farmsteads may include other small production activities such as sawmills.</td>
</tr>
<tr>
<td>Seasonal Structure</td>
<td>SS</td>
<td>Land accommodating hunting cabins, summer cottages or other seasonal uses.</td>
</tr>
<tr>
<td>Structures with No Residence</td>
<td>SNR</td>
<td>Land containing structures which are not associated with a residence. Examples include farm buildings, storage sheds and vacant structures (houses and barns).</td>
</tr>
<tr>
<td>Category</td>
<td>Code</td>
<td>Description</td>
</tr>
<tr>
<td>-----------------------------------</td>
<td>------</td>
<td>-----------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Commercial</td>
<td>C</td>
<td>Land used for commercial trade purposes such as wholesale and general retail. Uses include such items as building materials, hardware, food stores, equipment stores, truck stops, auto sales, gas stations, eating and drinking establishments, etc. Also includes land used for commercial services such as finance, insurance, real estate, repair, motels, medical, professional (i.e. legal, accounting) and private (i.e. daycare, laundry) type services.</td>
</tr>
<tr>
<td>Industrial/Manufacturing</td>
<td>IM</td>
<td>Land occupied for industrial purposes, including light and heavy industry. Includes, the manufacturing of durable and non-durable goods.</td>
</tr>
<tr>
<td>Active Quarry</td>
<td>AQ</td>
<td>Land being actively used for the purpose of extracting sand, gravel and stone (non-metallic). Includes both privately and publicly owned sites.</td>
</tr>
<tr>
<td>Transportation, Communication and Utilities</td>
<td>TCU</td>
<td>Land occupied by transportation, communication or utilities. Includes public parking facilities, railroad support facilities, major freight terminals, bus storage and maintenance, airports and flying fields, park and ride facilities, telecommunication facilities, electric, gas, water, sewage and solid waste facilities.</td>
</tr>
<tr>
<td>Institutional/Government Services</td>
<td>IGS</td>
<td>Public and quasi-public facilities such as town buildings, highway department facilities, police, fire, &amp; emergency rescue facilities, postal services, museums, libraries, private and public schools, churches, cemeteries and civic, social, &amp; political organization facilities.</td>
</tr>
<tr>
<td>Private Outdoor Recreation</td>
<td>PVR</td>
<td>Land under private ownership containing developed outdoor recreation facilities such as campgrounds, golf courses, resorts, riding stables, etc.</td>
</tr>
<tr>
<td>Public Outdoor Recreation</td>
<td>PBR</td>
<td>Land containing developed outdoor recreation facilities such as playgrounds, swimming areas, boat launches, athletic fields, town parks, intensive uses within county parks, public campgrounds (town, county, state and federal), fairgrounds, parking, etc.</td>
</tr>
</tbody>
</table>
## 2. Public Resource Land

<table>
<thead>
<tr>
<th>Classification</th>
<th>Code</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal Resource Land</td>
<td>FRL</td>
<td>Land owned by the United States for the purpose of natural resource management (such as timber production) and passive recreation (such as hunting, trapping, backpacking, etc.).</td>
</tr>
<tr>
<td>County Resource Land</td>
<td>CRL</td>
<td>Land owned by Bayfield County for the purpose of natural resource management. Also includes land within a county park managed for natural environments and passive recreation uses.</td>
</tr>
<tr>
<td>State Resource Land</td>
<td>SRL</td>
<td>Land owned by the State of Wisconsin for the purpose of natural resource management and passive recreation.</td>
</tr>
<tr>
<td>Town Resource Land</td>
<td>TRL</td>
<td>Land owned by the Town of Delta that is not currently used for Government Services or Public Outdoor Recreation.</td>
</tr>
</tbody>
</table>

## 3. Private Resource Land

<table>
<thead>
<tr>
<th>Classification</th>
<th>Code</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cropped Farmland</td>
<td>FC</td>
<td>Land under private ownership used for row, forage crops and managed grazing.</td>
</tr>
<tr>
<td>Managed Forest Land</td>
<td>MFL</td>
<td>Land under private ownership managed for forestry under the State of Wisconsin’s Managed Forest Law (MFL) Program. Also includes land managed under the Forest Crop Program (FCL). These lands are open to public access for certain recreational uses.</td>
</tr>
<tr>
<td>Managed Forest Land - Closed</td>
<td>MFLC</td>
<td>Land under private ownership managed for forestry under the State of Wisconsin’s Managed Forest Law (MFL) that is not open to public access.</td>
</tr>
<tr>
<td>Land Use Classification</td>
<td>Code</td>
<td>Description</td>
</tr>
<tr>
<td>-------------------------</td>
<td>------</td>
<td>-------------</td>
</tr>
<tr>
<td>Tree Farming/Horticulture</td>
<td>TFH</td>
<td>Land under private ownership managed to grow trees and other horticultural plants (not enrolled in MFL or FCL). Includes tree nurseries, Christmas trees, signed tree farms, sugar bushes, orchards, strawberry fields, and cranberry operations.</td>
</tr>
<tr>
<td>Industrial Forest</td>
<td>IF</td>
<td>Land under corporate ownership that is managed for timber production or that is currently forested regardless of management objectives.</td>
</tr>
<tr>
<td>Private Woodland/Open Space</td>
<td>PWO</td>
<td>Land under private ownership including pasture, grassland, shrubland, upland forest, wetlands, forested wetlands, and other bare land. Privately controlled activities under this classification include, but are not limited to, pasturing, hunting, trail use, firewood supply, timber/habitat management and scenic views.</td>
</tr>
</tbody>
</table>

### 4. Base Features

<table>
<thead>
<tr>
<th>Feature</th>
<th>Code</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Open Water</td>
<td>W</td>
<td>Lakes, rivers, creeks, ponds, flowages, reservoirs.</td>
</tr>
<tr>
<td>Public Roads</td>
<td>PR</td>
<td>Road right-of-way (ROW) for local, county, state and federally owned roads.</td>
</tr>
<tr>
<td>Municipal Boundaries</td>
<td></td>
<td>Municipal Boundaries of all towns, villages and cities.</td>
</tr>
<tr>
<td>Annotation of Significant Features</td>
<td></td>
<td>Label names of significant features such as the North Country Trail, County Parks, etc. (Utilize “Place Name” file)</td>
</tr>
</tbody>
</table>

Please note:

1. All land use classifications include associated features such as accessory buildings, parking facilities, driveways, yards, landscaping, etc..

Classifications Approved: