

Bayfield County Clerk

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COMPREHENSIVE PLAN COMMITTEE

Steve Sandstrom, Mary Dougherty, Charly Ray, Jim Crandall
Ruth Hulstrom, Ben Dufford, Jason Bodine, US Forest Designee,
Tribal Representative, Cole Rabska, Bob Anderson, Kellie Pederson,
Mark Abeles-Allison, Keith Koenning, Barb Thorpe

ADVISORY MEMBERS

Jason Laumann, Northwest Regional Planning Commission
Emily Nelson, Northwest Regional Planning Commission
Megan Mader, Northwest Regional Planning Commission
Paige Terry and Lynn Divine, Bayfield County Clerk's Office

RE: July 20, 2022, 10:00 am, Bayfield County Comprehensive Plan Committee Meeting

Dear Committee Members:

Please be advised that the monthly meeting of the Bayfield County Comprehensive Plan Committee will be held on **July 20, 2022 at 10:00am**. This meeting will be held in-person in the Bayfield County Board Room at 117 E 5th St Washburn, WI. Supervisors and the public will be able to participate in the meeting in-person or remotely via voice either by using the internet link or phone number below.

Microsoft Teams meeting

Join on your computer or mobile app

[Click here to join the meeting](#)

Or join by entering a meeting ID

Meeting ID: 289 711 951 685

Passcode: FXQ5zG

Or call in (audio only)

+1 715-318-2087,,93433734#: United States, Eau Claire

Phone Conference ID: 934 337 34#

[Find a local number](#) | [Reset PIN](#)

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Please contact Bayfield County at 715-373-6181 or 715-373-6100. If you have access questions prior to the meeting. During the meeting if you have connection issues, please email mark.abeles-allison@bayfieldcounty.wi.gov.

Any person wishing to attend who, because of a disability, requires special accommodations, should contact the County Clerk's office at 715-373-6100, at least 24 hours before the scheduled meeting time, so appropriate arrangements can be made.

1. Call to Order
2. Welcome and Opening Remarks
3. Introductions
4. Plan and Purpose:

5. Election of Chair and Vice Chair
6. Overview of the comprehensive plan update process, including workflow, timeline, key benchmarks, roles & responsibilities.
7. Establishment of working groups.
8. Proposed meeting structure and format.
9. Group Task 1: Roundtable discussion about current, ongoing and anticipated issues and concerns in Bayfield County.
10. Discussion regarding Public Participation Planning and how to encourage?
 - a) Towns Association
 - b) Public Notices
 - c) Articles in the paper
 - d) Other
11. Resources:
 - Current Bayfield County Comp Plan link: <https://www.bayfieldcounty.wi.gov/DocumentCenter/View/129/Bayfield-County-Comp-Plan-Full-PDF>
 - County wide Plans: <https://www.bayfieldcounty.wi.gov/209/Bayfield-County-Comprehensive-Plan>
 - DOA Comprehensive Planning Resource Website: [DOA Resources \(wi.gov\)](#)
12. Public comment
13. Next Meeting
14. Adjournment

Sincerely,

LYNN M. DIVINE
Bayfield County Clerk
LMD/pat

July 1, 2022

Comprehensive Planning Agenda, **Narrative**

Welcome to the first comprehensive planning meeting for the 2022-2023 Bayfield County Plan Amendment.

This will be the first of a series of meetings in 2022 and 2023. Bayfield County has retained Northwest Regional Planning Commission (NWRPC) to assist with the process.

Item 4: Jason Lauman the principal planner with NWRPC will lead the session. He has recommended that everyone be familiar with the planning process by visiting the DOA website here: [DOA Resources \(wi.gov\)](https://www.doa.wi.gov)

Item 5. Election of Chair and Vice Chair. These positions will work with staff on agenda, supporting materials, leading meetings, etc.

Items 6-9. Jason will summarize the Comp Planning Process, how it can be structured and organized.

Item 10. Please give some thought on how to best get public input on the comp planning process.

Item 11. Several resources, both Bayfield County and DOA are listed.

Bayfield County has setup a special Comprehensive Planning Committee Page. We will include resources here for the committee.

<https://www.bayfieldcounty.wi.gov/1280/Comprehensive-Planning-Committee>

1. Type of Project (check one):	<input type="checkbox"/> Coastal Wetland Protection and Habitat Restoration <input type="checkbox"/> Nonpoint Source Pollution Control <input checked="" type="checkbox"/> Coastal Resources and Community Planning <input type="checkbox"/> Great Lakes Education <input type="checkbox"/> Public Access and Historic Preservation
2. Project Title (max. 15 words): Bayfield County Comprehensive Plan Update 2022-2042	
3. Organization applying: Bayfield County, WI	5. Organization nine-digit DUNS Number: 080236862
4. Contact Person and Address (include full, <u>nine-digit</u> zip code): Mark Abeles-Allison _____ 117 E 5th Street _____ Washburn, WI 54891-1142 _____ Phone: (715) 373- 6181 Email: mark.abeles-allison@bayfieldcounty.wi.gov	6. Primary County where project is located: Bayfield County 7. Other Counties where project is located: 8. Congressional District #: 7 th 9. State Senate District #: 25 th 10. State Assembly District #: 74 th
11. Total Project Cost: \$59,000	
12. WCMP Share: \$29,500	14. WCMP Percent: 50%
13. Applicant Share: \$29,500	15. Applicant Percent: 50%
16. Brief Summary of the Project (300 word maximum). Include (a) Project Description (1-2 paragraphs) and (b) Tasks/Deliverables (title and 1-2 sentence description for each task/deliverable). The project should have at least one task: add more as applicable. <u>Consider completing this portion of the application last to summarize your proposal.</u>	
<p>a. Project Description: This proposal revises and updates Bayfield County’s long-range comprehensive plan. Adopted in 2010, the Bayfield County Comprehensive Plan needs to be updated to accurately reflect current trends and priorities, with an emphasis on Bayfield County’s coastal resources. Bayfield County’s population has increased by 8% over that past decennium; in contrast to the population losses experienced in many Northern Wisconsin counties. The additional influx of people and precipitous growth in tourism, development, and outdoor recreation presents great challenges in balancing Bayfield County’s natural heritage with the demands of economic growth. Over the past decade, numerous county and local policies, plans, and studies have also been developed which need to be integrated into the Comprehensive Plan.</p>	
<p>b. Project Tasks/Deliverables:</p> <ol style="list-style-type: none"> 1. Provide a current planning context: This plan update will revise all outdated plan maps, tables, figures, data, and related narrative text in order to adapt to the current and prospective challenges, needs, and priorities of Bayfield County. 2. Meld the Bayfield County Comprehensive Plan with existing community development initiatives: This plan update will use the previous plan as a framework and then develop and update sections that need further attention based on current and anticipated conditions and initiatives. 3. Bring comprehensive planning policies in alignment with current needs and issues of concern: This plan update will revise the previous plan’s policies to address Bayfield County’s current and anticipated needs and issues of concern, including recent and projected increases in significant weather events and changing population demographics. This deliverable will also include evaluation of significant coastal issues exposed during the past 10 years such as CAFO siting in the Lake Superior Basin and the exportation of water out of the basin and flooding. 4. Incorporate hazard mitigation into the general planning framework: This plan update will create a new dimension to the Comprehensive Plan with the incorporation of hazard mitigation (from the FEMA-approved 2020 <i>Bayfield County Hazard Mitigation Plan</i>). This will include a subsection devoted to the planning and mitigation of coastal hazards, incorporation of the 2012 WCMP-funded <i>Lake Superior Shoreline Recession Rate Study</i>, and the creation of a recommended course of action to update Bayfield County’s coastal development standards. Data and findings from the <i>Northwest Wisconsin Flood Impact Study</i> (NWRPC, 2018) and preliminary information from the <i>South Shore Road Stream Crossing Inventory and Evaluation</i> (NWRPC, 2019-2022) will be used to formulate new plan directives and mitigation-based solutions to hazards affecting Lake Superior and communities in the basin. 	

1. Background/context: Concisely state the problem or issue that this proposal addresses. Include important background information.

The Bayfield County Comprehensive Plan (“Imagine Bayfield”) has not been substantially revised or amended in over a decade. Over that time, Bayfield County experienced significant changes, growing pains and unique **challenges** and **opportunities**. Some of the key issues or emerging trends enumerated below will require thoughtful and creative planning to address.

CAFOs

In January 2016, Bayfield County passed an ordinance to expand local regulation of CAFOs to limit runoff of animal manure and other agricultural waste into the watershed and drinking water sources. The ordinance came as a result of a proposal for a 26,000-hog operation by Iowa-based Reicks View Farms which wanted to establish in the Town of Eileen. Opponents of the proposal were concerned the CAFO would endanger drinking water in the watershed of South Fish Creek, which flows into Chequamegon Bay in Lake Superior.

Water Exporting

A plan to bottle artesian well water from a private source in Herbster was rejected by Bayfield County. This was a very controversial local issue with broad implications for other Great Lakes communities.

Climate Change

Changing environmental conditions have extended into the Lake Superior region by making conditions right for harmful blue-green algae blooms, discoloring the lake and creating potential health hazards. The first blue-green algae bloom on Lake Superior was observed in 2012. Over the years, several more have been reported, with the most recent reported in September 2021 off the coast of Barker’s Island near the City of Superior in nearby Douglas County. Blue-green algae blooms aren’t anything new on lakes in urban areas, however, they are new and deeply concerning for experts who are worried what it might signal about Lake Superior’s future.

Flooding

The region experienced three historic flood disaster events in a span of less than 7 years. These events in 2012, 2016 and 2018 resulted in three presidential disaster declarations (DR-4076, DR-4276, DR-4383).

Record high water levels in Pigeon Lake and other area lakes have caused historic flooding and damage to road infrastructure and private residences. High water levels on Pigeon Lake have caused water to overflow onto the main county highway (CTH N) between Barnes and Drummond. County Highway N is the only east-west vehicle transportation route in the southern half of Bayfield County. Impacted sections of CTH N were raised following the 2018 flooding event and the 2019 flooding event.

Population Growth

Bayfield County’s population has increased by 8% over that past decennium; in contrast to the population losses experienced in many Northern Wisconsin counties. The fastest growing community in the county is that of the Red Cliff Band of Lake Superior Chippewa, which underscores the importance of intergovernmental coordination and collaboration between Bayfield County and the Red Cliff Tribe.

Housing Availability and Costs

In rural Bayfield County, median sale prices are up 41.6% through the first six months of 2021, according to Wisconsin Realtor’s Association data. The county now has an average sale price of \$235,000. It was \$166,000 through the first six months of 2020. Bayfield County is also experiencing a critical seasonal and affordable housing shortage.

Opportunities

Bayfield County became the first Telecommuter Forward!-certified community in the nation in 2018. Administered by the Public Service Commission of Wisconsin, the Telecommuter Forward! certification recognizes local units of government that meet criteria for promoting telecommuting opportunities in partnership with broadband providers, economic development professionals, and the Wisconsin Broadband Office.

A trend of booming tourist traffic in Bayfield County, which started during the pandemic as tourists headed to the Wisconsin Northwoods. According to the Bayfield Chamber & Visitor Bureau, the number of visitors to Bayfield County in 2021 has far exceeded any numbers ever seen in the past.

Adopted in 2010, the existing Bayfield County Comprehensive Plan (“Imagine Bayfield”) is outdated and must be revised to reflect the County’s current challenges and opportunities. This proposed revision is more than a prescribed mandate, as changing community dynamics over the last decade necessitate a thorough review and revision of the Comprehensive Plan in order for it to continue to act as a useful guide to Bayfield County’s overall future growth and development. This revision will include a review of all Comprehensive Plan elements, vision framework, goals, and objectives and the creation of new strategies to address ongoing and emerging issues in the county. Additionally, Bayfield County has significant coastal resources, wetlands, tributaries, estuaries, bluffs, beaches, and infrastructure which all require special attention in regard to long-range planning. Over the past decade, Bayfield County has also faced significant coastal hazard challenges. These challenges include fluctuating lake levels, an increasing number of severe storm events, flooding events, and coastal erosion; all of which create a need for a review of the County’s policy and regulatory framework. Recent updates to hazard mitigation, farmland preservation,

outdoor recreation, and local (town) plans also need to be incorporated to ensure consistency. Elements of the 2012 *Lake Superior Shoreline Recession Rate Study* and the 2018 *Northwest Wisconsin Flood Impact Study* also need to become part of Bayfield County’s long-range plan and regulatory framework.

2. Project Description:

- a. Describe the project for which funding is requested. Describe how the project will address the issue(s) outlined in the Background/Context section, above. Do NOT include information about tasks that are not part of the funding request.
- b. Describe how this project is part of an integrated effort or approach.

- a. Bayfield County is seeking WCMP funding to update the 2010 Bayfield County Comprehensive Plan in accordance with changing community needs and desires. The update will include revisions to all plan text, statistical and forecast data, maps, goals, and objectives, policies, and actions. As a component of the plan update, the County will identify a long-range vision and strategies focused on the next 20 years, with a focus on protection of Bayfield County’s coastal resources.

The Bayfield County Comprehensive Plan is utilized on a regular basis as a policy guide regarding decisions pertaining to zoning requests, growth management and land use, infrastructure improvements, historic preservation and other considerations to future growth and development. An objective of this plan update will be to assess and consolidate various reports, studies, plans, and public opinions which have current and future impacts on Bayfield County. Additionally, the latest demographics, socioeconomic, and land use data will be obtained and utilized to update and enhance the plan. Among other issues, the updated Comprehensive Plan will address land use and transportation concerns, infrastructure demand and improvements, coastal resource management, shoreland management and zoning, hazard mitigation, and the expansion of existing initiatives within the Lake Superior region.

Public and Community Engagement

Bayfield County recognizes that the acceptance and success of its Comprehensive Plan rests on the direct involvement, support, and effort of the citizens of Bayfield County. Public participation is expected to play an essential role in this Comprehensive Plan update. For this planning process, the previous public participation plan will be updated to address formal public involvement. Public participation activities would include holding open public meetings, posting relevant plan information on the internet, and holding at least one public open house on the draft plan update prior to holding a public hearing. Public participation activities may be in-person, virtual, or a mix.

Plan Elements Addressed

Issues and Opportunities – A compilation of the updated background demographic, housing, and economic data, and a listing of applicable goals, objectives, and policies that guide the implementation of the Comprehensive Plan.

Land Use – A compilation of updated existing and proposed future land uses. The Bayfield County Comprehensive Plan has incorporated the locally adopted future land use maps of unincorporated towns into a countywide future land use map.

Transportation – A compilation of updated existing and proposed transportation facilities and programs. This element will also consider the Lake Superior Water Trail and its impact to Bayfield County.

Housing – A compilation of updated existing and future housing needs.

Economic Development – A compilation of updated existing and future economic development activities.

Community Facilities and Utilities – A compilation of updated existing and future community facilities and utilities, including components such as sanitary sewer, stormwater management, potable water, and county building and services.

Agricultural, Natural, and Cultural Resources – A compilation of updated existing environmental and agricultural resources and policies that will be set in place to maintain, protect, and restore them. *Bayfield County’s Farmland Preservation Plan (2017)* will be integrated into the Comprehensive Plan, in accordance with state statutes.

Intergovernmental Cooperation – A discussion of opportunities for intergovernmental cooperation and coordination within and outside of Bayfield County.

Hazard Mitigation – A new dimension in the Comprehensive Plan which incorporates hazard mitigation (from Bayfield County’s FEMA-approved Hazard Mitigation Plan) into the general planning framework. This will include a subsection in the Comprehensive Plan devoted to coastal hazards planning and mitigation in Bayfield County. This element will also incorporate the 2012 *Lake Superior Shoreline Recession Rate Study*, 2018 *Northwest Wisconsin Flood Impact Study*, and 2019-2022 *South Shore Road Stream Crossing Inventory and Evaluation* recommendations for a course of action to update coastal development standards.

Implementation – An updated compilation of policies, actions, and programs to guide Bayfield County’s decision-making process for the next 20 years.

b. Steering Committee

A steering committee comprised of county, agency, and other local government staff, elected officials, and members of the public will guide the Comprehensive Plan update process from start to finish. The update will also integrate existing plans, resources, and studies into the Comprehensive Plan.

Incorporation of Planning Documents and Studies

Among the documents to be incorporated into the updated Comprehensive Plan include the *Lake Superior Water Trail*, *Lake Superior Scenic Byway*, *Lake Superior Shoreline Recession Rate Study* (2012), *Northwest Wisconsin Flood Impact Study* (2018), *Bayfield County Farmland Preservation Plan* (2017), *Bayfield County Hazard Mitigation Plan* (2020), *Bayfield County Forestry & Parks Comprehensive Land Use Plan* (2020), *South Shore Road Stream Crossing Inventory and Evaluation* (2019-2022), *Bayfield County Land & Water Resource Management Plan* (2020), *Bayfield County Comprehensive Outdoor Recreation Plan* (2020), and the *Chequamegon Bay Regional Housing Survey* (2021).

Multi-Jurisdictional Framework

In the summer of 2021, Bayfield County reached out (Attachment A) to unincorporated towns within the county to determine interest in engaging in multi-jurisdictional cooperative, long-range planning. As of the preparation of this application, five towns have expressed interest in participating in the countywide update. There are 26 unincorporated towns in Bayfield County, with local plans developed at varying timescales and intervals. Several towns have updated their local plans since 2010. The county is attempting to integrate those remaining towns with plans which need to be amended, into the countywide process. A cost structure estimate was provided to towns indicating an economy of scale savings to “piggyback” on the Bayfield County Comprehensive Plan update process. While town plan updates are not part of this application, the collaborative strategies developed between the county and local jurisdictions, the reciprocal exchange of information, and ideas and the sharing of data, mapping and joint planning exercises will have a profound impact on the strength and cohesiveness of the updated countywide comprehensive plan. For municipalities which elect not to participate jointly in a formal plan update, the county will engage with each local planning commission to share county plan-related information and seek local guidance on countywide issues.

The Red Cliff Reservation exists within the geographic boundaries of Bayfield County, and there is a historic working relationship between Bayfield County and the Red Cliff Tribe that recognizes the governmental authority of one another. This working relationship includes the understanding of the importance of continual data and information sharing between the two entities. In terms of planning, the Red Cliff Tribe is currently in the process of developing its own comprehensive plan. As a sovereign nation, the Red Tribe is not mandated by the State of Wisconsin to complete a comprehensive plan or meet the requirements of Chapter 66.1001. However, Chapter 66.1001 is being used as a framework to develop the Red Cliff Comprehensive Plan. Because of this, once completed, the framework of the Red Cliff Comprehensive Plan will structurally align with the framework of the Bayfield County Comprehensive Plan.

3. Impact on Coastal Resources: Address all of the issues listed below as they relate to your project.

- a. Describe the coastal impacts of the project. How will the project address a coastal problem, need or priority?
- b. Describe the extent to which the project permanently addresses the problem or need. How will results of the project be sustained after the funding period ends? What will the long-term impacts of the project be?
- c. Describe how this project addresses priorities identified in local, state, regional, or national plans (such as remedial action plans, basin plans, Lakewide Area Management Plans, State of Wisconsin Hazard Mitigation Plan, county Land and Water Conservation Plans, et cetera), the priorities of the Conference of Great Lakes and St. Lawrence Governors and Premiers, or the Great Lakes Regional Collaboration Strategy.
- d. Describe the measurable results (give estimated benefits for all that apply) that you will be able to report. Use the suggested indicators listed below, or others that are appropriate to your project.

Type of Project	Suggested Indicators
Wetland Protection and Habitat Restoration	<ul style="list-style-type: none"> • Acres of habitat restored or protected
Nonpoint Source Pollution Control	<ul style="list-style-type: none"> • Reduction in tons of soil erosion/sedimentation
Great Lakes Education	<ul style="list-style-type: none"> • Number of people trained • Projected audience
Coastal Resources and Community Planning	<ul style="list-style-type: none"> • Number of municipalities included in a plan • Land area/coastline covered by the plan • Type of coastal resource (e.g., habitat) protected • Ordinances developed
Public Access and Historic Preservation	<ul style="list-style-type: none"> • Linear feet of coastline made accessible or acquired • Acres Acquired

- a. As one of four Northern Wisconsin coastal counties, Bayfield County’s process to update its Comprehensive Plan to reflect current and anticipated needs and challenges is an important step in ensuring the vitality and sustainability of the coastal resources of Wisconsin’s Lake Superior shore. This plan update will allow Bayfield County **to incorporate ideas, knowledge, studies, trends, and developments** that were not known at the time of the existing Comprehensive Plan to create an updated long-range planning document which will help guide decision-making processes and assist in prioritizing community values and resources. These resources include Bayfield County’s over 86 miles of mainland shoreline, which is more than one-third of Wisconsin’s total Lake Superior shore. Unique to the area is Lake Superior’s Apostle Islands National Lakeshore, an important coastal environment managed by the National Park Service which consists of 21 islands and 12 miles of mainland shoreline. Bayfield County contains 4 of the 21 islands (Eagle, Raspberry, Sand, and York), all of the mainland shoreline, and National Park Service Headquarters. In addition, an extensive tributary network which includes the Raspberry River, Sand River, Flag River, Bark River, Sioux River, Onion River, and numerous other perennial and intermittent waterways, accounts for nearly 50% of the trout and salmon reproduction along Lake Superior’s south shore.
- b. Wisconsin’s comprehensive planning legislation (Ch. 66.1001) mandates a plan update once every 10 years. The existing Bayfield County Comprehensive Plan prescribes a plan update in accordance with this 10-year cycle. However, planning and community development are ongoing evolutionary processes rather than static events. Over time, as conditions warrant, the Bayfield County Comprehensive Plan will continue to be revised to recognize new demands and to capitalize on new opportunities. In part, the Comprehensive Plan is a factual report that examines how the past has led to the present. It is a report that can be used to chart Bayfield County’s desired future, as well as a formal account of the policies, program, and actions necessary to achieve desired outcomes.
- c. This proposal is supported by the following priorities adopted by the Council of Great Lakes Governors:
 1. Adopt sustainable use practices that protect environmental resources and may enhance the recreational and commercial values of our Great Lakes.
 2. Standardize and enhance the methods by which information is collected, recorded, and shared within the region.

The project is also supported by the Sustainability of the Great Lakes Regional Collaboration Strategy, which states: “The goal is a Great Lakes Basin where human activities support a strong and vibrant economy, meeting societal and cultural needs in balance with a diverse and resilient ecosystem.”

This proposal incorporates a new subsection in the Comprehensive Plan devoted to coastal hazards planning and mitigation, which is supported by the Bayfield County Land and Water Resource Plan:

Goal: Factor in climate resiliency for planning, design, engineering, and construction of future projects due to more intense weather events.

This project will also address priorities in the Bayfield County Hazard Mitigation Plan:

Goal: Decrease impact of flooding.

Action: Incorporate floodplain management into comprehensive planning.

Goal: Protect coastal resources: gully erosion and slumping.

Action: Discourage land uses that negatively impact the quality and quantity of coastal waters and/or wetlands.

Action: Restrict or limit development in areas with sensitive coastal wetlands.

- d. This project is designed to meet the needs of Bayfield County’s current population of 16,220 (2020 Census). Bayfield County consists of 2 cities, 1 village, and 25 towns. Measurable results include:
 1. Protected integrity of 86.2 miles of mainland Lake Superior coastline, and 18.5 miles of Lake Superior coastline on four islands (Eagle, Raspberry, Sand, and York) within the Apostle Islands National Lakeshore.
 2. Guidance of land use decision-making on 627,200 acres of Bayfield County land within the Lake Superior Basin. Land in Bayfield County makes up 39% of the Wisconsin portion of the Lake Superior basin.

4. Methodology and Timetable

- a. Provide a timeline (list, table, or chart) with grant and match-funded tasks and major milestones.
Your timeline may begin no earlier than July 1 (this includes activities that are to be counted as match funding).
- b. Provide a list of tasks or deliverables. Describe how you will develop the work products and/or achieve tasks. “Measurable results” from Section 3d should be incorporated into this section.
- c. Describe how the project will encourage public participation and how the final product(s) will be distributed (as appropriate). If the project requires public participation (by state or other regulations), does the project exceed minimum standards?
- d. For Public Access projects, please describe how the project incorporates planning for changing lake levels.

a.

July 2022

- Initiate planning
- Research and background data collection

- Begin updating background content (data, narrative, maps, etc.)
- Existing plan review
- Begin revising base maps with current data
- *Steering Committee meeting #1*

August 2022

- Existing land use survey
- Public and community visioning working session
- *Steering Committee meeting #2*

September 2022

- Update existing land use database and maps.
- Complete base map revisions.
- Update narrative (demographics, transportation, housing)
- *Steering Committee meeting #3*

October 2022

- Update narrative (demographics, transportation, housing)

November 2022

- Update narrative (economic development, agricultural & natural resources, infrastructure)
- Begin work on coastal resources component
- Shoreline recession rate integration into Comprehensive Plan
- Complete all base mapping activities

December 2022

- Update narrative (economic development, agricultural & natural resources, infrastructure)
- *Steering Committee meeting #4*

January 2023

- Update narrative (intergovernmental cooperation, land use)
- Prepare hazard mitigation component
- *Steering Committee meeting #5*

February 2023

- Update narrative (intergovernmental cooperation, land use)
- *Steering Committee meeting #6* (policy development)

March 2023

- Update narrative (land use)
- *Steering Committee meeting #7*

April 2023

- Update narrative (land use)
- Begin work on implementation component
- Prepare shoreline recession policy and regulatory recommendations
- Public and community work session & community engagement (plan elements and proposed regulatory changes)
- *Steering Committee meeting #8* (action development)

May 2023

- Update narrative (land use)
- *Steering Committee meeting #9* (action development)
- Update narrative (implementation)
- Finalize draft plan
- Hold public open house and hearing on draft plan

June 2023

- *Steering Committee meeting #10* (finalize, consider public comment)
- Recommend draft plan for adoption by County Board of Supervisors

b. Comprehensive Plan update tasks/deliverables:

1. **Mapping and GIS databases, including an updated existing land use inventory:** An update of all GIS databases and maps. The updated existing land use inventory will be based on interpretation of Bayfield County’s most recent aerial photographs, parcel data from the Bayfield County Land Records Department, and consultation with the county and local units of government. New maps and databases will be created in relation to coastal resources and flood vulnerability.
2. **All other plan-related meeting materials, summaries, reports, and other documents used during the plan update:** Includes all materials and other documents completed during any stage of the planning process. Some of which may include: Steering Committee agendas and minutes, EMSI Economy Overview of Bayfield County, results of the public visioning work session, results of the plan element updates and proposed regulatory changes work sessions, and any other plan-related materials developed during the plan update process.
3. **An approved, updated comprehensive plan which meets the requirements of Chapter 66.1001:** Final approval of the updated comprehensive plan will follow all procedures of Ch. 66.1001 for comprehensive plan adoption.

c. The Steering Committee will be comprised of representatives from government departments, elected officials, and at-large members of the public. When the draft plan is available, public comment will be solicited via open house format events and through the Bayfield County website and local newspapers. The final updated Comprehensive Plan will be available on the Bayfield County website and hard copies of the plan will be available at the Bayfield County Courthouse Annex and at local libraries.

Wisconsin’s Comprehensive Planning Law (Ch. 66.1001) requires written procedures for public participation at every stage of the planning process. Bayfield County will prepare a public participation plan which will include the following activities, at a minimum:

1. Two (2) public informational and work sessions during the planning process to solicit public input and comments.
2. Ten (10) regular public meetings (7 facilitated) of the plan steering committee.
3. Publication of all plan development related meetings. Digital recording will be made available for public viewing and promoted within local media, social media and other various news and informational outlets.
4. Public open house and hearing to solicit comments on the draft Comprehensive Plan.
5. A project webpage for information distribution and planning process updates with a public comment form.

The updated Comprehensive Plan will be distributed through a variety of print, voice, and digital mediums. Electronic copies of the final plan will be submitted to each of the entities listed under bonus objective 7(a). In addition, each of these entities will be asked to provide the electronic file on their respective webpages for public view and download. Each community in Bayfield County will receive a digital copy of the updated plan, as will adjoining counties, and local units of government. The plan will permanently reside on the Bayfield County webpage (bayfieldcounty.org), always available for public view and download. Digital copies of the plan will also be distributed to the Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, and Wisconsin Coastal Management.

d. This is not a public access project.

5. Project Budget

- a. Provide a breakdown of the proposed project budget using **Table 1**. WCMP Grant projects with a total budget of \$60,000 or less require a 50% match (that is, 1 to 1). Projects with a total budget larger than \$60,000 require a 60% match (that is, 1 to 1.5). Applicants requesting more than \$100,000 should contact the WCMP while they develop their applications.
- b. Provide the rate and list items included in Fringe Benefits.
- c. Contractual costs must be itemized (if known) using Table 2. Applicant may also provide further budget details using additional categories/sub-categories in the Table 3 or in another format, if necessary.
- d. Each table must show proposed *total* cost in each category rounded to the **nearest** dollar.

Table 1: Budget (Required)

Activity (do not change categories)	WCMP Request	Match	Total
Personnel (names required, if known)	\$	\$5,000 (in-kind support)	\$5,000
Fringe Benefits (provide rate and included benefits)			
Equipment			
Travel			
Supplies			
Contractual (complete Table 2)	\$29,500	\$24,500	\$54,000
Construction (name of company consultant required, if known)			
Other			

Indirect Charges (<i>requested indirect should not exceed 15% of total requested amount</i>)			
Totals	\$29,500	\$29,500	\$59,000

Table 2: Contractual (Required if there is “Contractual” funding in Table 1)

Activity – Contractual Costs	WCMP Request	Match	Total
Personnel	\$	\$	\$
Fringe Benefits (<i>provide rate and included benefits</i>)			
Equipment			
Travel			
Please refer to attached Scope of Work (Attachment B)			
Supplies			
Contractual			
Construction			
Other			
Indirect Charges (<i>requested indirect should not exceed 15% of total requested amount</i>)			
Totals			

Table 3: Additional budget items (optional)

Activity	WCMP Request	Match	Total
	\$	\$	\$
Totals			

6. Budget Description

- Describe the composition and source of the matching funds. Indicate whether nonfederal matching funds have been secured or committed. Are all funding and activities counted as match in direct support of the project?
- Describe efforts to fully explore other grant funding sources, to establish the project’s need for WCMP funding.
- Describe how the project will leverage additional funding, separate from the WCMP grant and match amounts.
- Describe any past WCMP-projects that are directly related to this project, if applicable. (For example, if WCMP provided past funding for site planning at a proposed public access project.)

- The source of matching funds will be county levy dollars. Funds have been secured and committed for this effort. The county will also contribute \$5,000 in in-kind matching funds. In-kind matching funds will involve staff time, contributed by Bayfield County, to perform data collection and analytics to support plan development.

Position	How will contributed staff time be used to support the project?
Zoning Administrator	Research and compile permit history to support land use change analysis, assist in preparation of updated existing land use map; provides technical review of preliminary plan content.
County Conservationist	Collecting and organizing tabular data relative to natural and agricultural resources in Bayfield County; provides technical review of preliminary plan content.
Land Records Administrator	Collecting and organizing county geospatial data used in the plan updates’ technical analysis and map preparation.
Emergency Management Director	Assist in identification of hazard-vulnerable locations within the county. Provide support in the development of mitigation-related polices and actions. Support hazard vulnerability evaluation in the existing and future land use mapping process.

- b. There are currently no applicable funding sources dedicated to comprehensive planning in Wisconsin. The Wisconsin Community Development Block Grant Planning (CDGB-PLN) program was investigated as a possible option. However, this program only applies to low-to-moderate income communities. Bayfield County does not qualify for this program.
- c. This project will leverage additional funding through the engagement, participation, and time commitments of the project partners identified under bonus objective 7(a). Project partners will participate in the plan update process by attending meetings and by contributing to visioning and public engagement activities, as well as play an integral role in actively reviewing and commenting on plan initiatives. Additionally, over the past decade there have been significant investments in projects designed to increase our knowledge and understanding of coastal processes and resources. Projects like the *Northwest Wisconsin Flood Impact Study*, *South Shore Road Stream Crossing Inventory and Evaluation*, *Chequamegon Bay Regional Housing Survey* and the *Chequamegon Bay Area Climate Change Study* compliment the suite of WCMP-funded works in the region in terms of increasing our capacity to understand both natural processes and human/economic factors affecting growth and development. A comprehensive plan presents the **ideal** vehicle under which to integrate the knowledge gained through these works in a meaningful and impactful way. Each of these works represents an investment of significant time and financial resources, which should be leveraged to the greatest extent possible.
- d. Past WCMP investments will play a critical role in the comprehensive plan. The 2012 Lake Superior Shoreline Recession Rate Study is a WCMP-funded project which will be incorporated into the new coastal hazards subsection of the Bayfield County Comprehensive Plan. The updated Comprehensive Plan will also include shoreline recession policy and regulatory recommendations based on the results of the study. The coastal-supported *Lake Superior Byway* (designated a National Scenic Byway in 2021) has been created since the original Comprehensive Plan was developed. Corridor recommendations for communities within the Byway will be essential as the county evaluates its transportation and land use framework as part of the plan update. The 2018 *Bayfield County Hydrogeological Atlas* (funded 2018) will be an important tool in identifying areas on the landscape which may be particularly sensitive to pollutants and understanding groundwater interaction between Lake Superior and inland areas. The *Lake Superior Water Trail*, which was supported through WCMP funding, has become a prominent recreational asset to the south shore, including Bayfield County. This Comprehensive Plan update presents an opportunity to not only recognize this resource, but to consider **tangible** means to improve and enhance both the visibility and utility of access points and resources associated with the trail. This comprehensive plan update presents a once-in-a-decade opportunity to consider, evaluate and integrate past investments in a meaningful way in order to present the best possible future for Bayfield County.

7. Bonus objectives. Address all of the issues listed below as they relate to your project.

- a. Build partnership alliances with other organizations or agencies (describe their roles and contributions).
- b. Develop exceptional marketing, outreach, or education strategies.
- c. Encourage coast-wide projects or solutions.
- d. Engage underrepresented communities.

a.

Agency/Organization/Community	Role
Bayfield County Planning & Zoning Department	Key player in the land use and regulatory arena. Understands issues/trends and can provide a wealth of data and other information to support plan development. Key project advisor.
Bayfield County Land & Water Conservation Department	Key player in the environmental and natural resources management spectrum, particularly lakes and agricultural resources. Source of knowledge and information to support plan development.
Bayfield County Emergency Management Department	County lead on hazard mitigation and emergency preparedness. Key source of information to support the development of the hazard mitigation component of the Comprehensive Plan update. Custodian of the Bayfield County Hazard Mitigation Plan. Provides data and input on Comprehensive Plan policies and actions.
Bayfield County Tourism Department	Information available on the economic impact of tourism in Bayfield County. Produces the Bayfield County ATV/UTV map, road and public lands map, snowmobile map, visitor and recreation guide, and bike map.
Bayfield County UW-Madison Extension	County staff are experts in agriculture, community and economic development, and natural resources.
City of Washburn & Bayfield County Housing Authority	Housing Authority serving the City of Washburn and Bayfield County. Shares data and information on housing-related issues in Bayfield County. Provides input on plan policies and actions.
Northwest Regional Planning Commission	Regional planning commission serving Northwest Wisconsin. Key partners in the development of numerous studies and ongoing work in the Lake Superior Basin. Provides technical assistance on the implementation of the study findings via the planning and implementation process.
National Park Service	Manages the Apostle Islands National Lakeshore, a prominent landscape feature on the Bayfield Peninsula.
Douglas County, WI Washburn County, WI Sawyer County, WI Ashland County, WI	Intergovernmental cooperation and coordination. Collaborative discussions on ways to integrate local and regional initiatives and strengthen cooperation, reduce costs, and build a sustainable economy. Provides input on plan policies and actions.
Red Cliff Band of Lake Superior Chippewa	There is a historic, collaborative working relationship between Bayfield County and the Red Cliff Tribe. This includes the collaboration, coordination, and sharing of data and information between the two entities. The Red Cliff Tribe is currently in the process of developing its own comprehensive plan. Once completed, the framework of the Red Cliff Comprehensive Plan will structurally align with the framework of the Bayfield County Comprehensive Plan.
County-Tribal Relations Committee	Bayfield County and the Red Cliff Band of Lake Superior Chippewa have an active intergovernmental relations committee that meets 4 times a year. Provides input on intergovernmental cooperation and coordination between the Bayfield County and the Red Cliff Tribe.
Lake Superior Collaborative	A network of local governments, state, tribal, and federal government agencies, academic institutions, and non-profits working in partnership to coordinate protection, restoration, and climate resilience efforts in the Wisconsin portion of the Lake Superior watershed.
Wisconsin Initiative on Climate Change Impacts (WICCI)	Statewide collaboration of scientists and stakeholders evaluating climate change impacts on Wisconsin. WICCI will be consulted for guidance on how to approach/address climate change impacts in Bayfield County and the Lake Superior Basin.
Bayfield County Economic Development Corporation (BCEDC)	The BCEDC will be asked to provide guidance and input in the retooling of the Economic Development component of the comprehensive plan, including the development and prioritization of new economic development initiatives.
Wisconsin Emergency Management (WEM) and Federal Emergency Management Agency (FEMA)	Both agencies played significant roles in recovering from the devastating flood events of 2012, 2016 & 2018 and will be consulted for guidance in how the county can best address mitigation-related concerns within the context of the comprehensive plan update.
Wisconsin Historical Society (WHS)	The county consulted with WHS in identifying historic and cultural resources during initial plan development. WHS will again be consulted to update inventories and provide strategies and resources for preservation of these resources.

USDA-Forest Service, Chequamegon-
Nicolet National Forest

The USDA-Forest Service is the single largest landholder in Bayfield County. This agency will be consulted on land management issues related to the forest and coordinating the comprehensive plan update with the directives of the CNNF forest management plan.

- b. The overarching community engagement goal of the update of the Bayfield County Comprehensive Plan is to have public outreach which draws from a wide variety of populations, with a range of diverse interests in the future of the County. Since Bayfield County has not experienced many long-range planning processes like this one in over a decade, the public outreach strategy is focused on giving every community stakeholder - spanning across different ages, races, and interests - a chance to understand and participate in the planning process. This includes but is not limited to the large population of senior citizens, as well as younger families, and newer residents. To accomplish this goal, the County intends to provide every opportunity possible to connect with and engage its diverse population groups. Using mailings, web-based products, and citizen engagement forums, we hope to have input from all sectors of Bayfield County. The use of virtual technology (virtual meetings) will be implemented to provide opportunities for stakeholders to engage in the process without needing to be attend meetings in person. These meetings will also be archived to allow stakeholders to view the proceedings in a manner which aligns with their schedules.
- c. Comprehensive, long-range planning in Bayfield County ensures that the County fulfills its responsibility as a custodian of Lake Superior. In total, land in Bayfield County makes up about 39% of the Wisconsin portion of the Lake Superior basin. Bayfield County has over 86 miles of mainland shoreline, which is in excess of one-third of Wisconsin's total Lake Superior shore. Four islands (Eagle, Raspberry, Sand and York) within the Apostle Islands National Lakeshore are located in Bayfield County and account for another 18.5 miles of shoreline. These statistics underlie the importance of thoughtful, well developed, and executed land use planning in Bayfield County, as coastal issues are typically not localized but widespread and shared by all coastal communities.
- d. Bayfield County intends to connect with all county, city, and village programs that interface with traditionally underserved populations such as the elderly, youth, economically disadvantaged, and minority populations. Through existing programming, the County believes that it can reach these groups to provide information and to provide a means for soliciting input on all aspects of the Comprehensive Plan update.