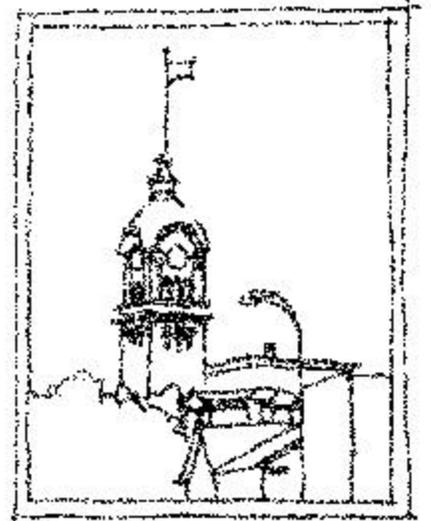


Town Land Use Plan
Town of Bradley
Lincoln County, Wisconsin



Adopted by Town Board:
May 30, 2001

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I. Purpose of Town Land Use Plan

The *Town of Bradley Land Use Plan* will allow the Town to guide future land development in a way that preserves the rural character of the community, protects natural resources, enhances recreational tourism opportunities, and provides for efficient service delivery. The *Town Land Use Plan* includes background information, maps, images, goals and objectives, and implementation strategies.

More specifically, the *Town Land Use Plan* recommends how lands within Bradley should be used over the next 20 years, based on public involvement and the Town's vision, goals, and objectives. These recommendations may form the basis for new or updated tools to implement the Plan, such as zoning and subdivision ordinances. The recommendations should also be used as a basis for day-to-day development decisions, such as rezoning, conditional use permits, subdivisions, and parkland acquisitions. After adoption, the Town should occasionally consider logical amendments to the *Plan* based on changing conditions in the community or new information.

Following adoption by the Town Board, this *Land Use Plan* is also intended to be a component of the *Lincoln County Comprehensive Plan*. This dual adoption is important because, under State law, the Town and County share planning, zoning, and land division review authority. Both jurisdictions should be "reading from the same playbook" to ensure consistent, predictable, and desirable decision-making.

II. Background Information

The following is a summary of background information pertinent to land use planning in the Town of Bradley. More detailed information and maps may be found in the *Lincoln County Comprehensive Plan, Volume I: Inventory and Analysis Report* (November 2000).

A. Location

Located in the north central portion of Lincoln County, the Town of Bradley encompasses approximately 63 square miles of area. The Town surrounds the City of Tomahawk (containing 9 square miles), and from its center, the Town is approximately 20 miles north of the City of Merrill. Aside from the City of Tomahawk, there are no cities or villages in or adjacent to the Town. Heafford Junction and Bradley are two unincorporated "crossroad villages" (or hamlets) located along the U.S. Highway (USH) 8 corridor in the northeastern and northwestern corners of the Town. Within Lincoln County, the Town of Bradley abuts the Towns of Wilson and Tomahawk to the west, King and Skanawan to the east, and Rock Falls to the south. The Town abuts land in Oneida County to the north.

B. Growth Trends

Bradley has the second largest population of any Town in Lincoln County – accounting for over 13 percent of the County's population. The Town experienced moderate population growth during the 1990s. Between 1990 and 2000, Bradley's population grew from 2,231 to 2,573 full-time residents, representing a 15% increase. Growth in residential development outpaced population growth over the past decade. The number of housing units increased from 1,744 in 1990 to an estimated 2,047 in 1999—a 17% increase. According to 1990 census data, nearly 46 percent of all housing units in Bradley were classified as "seasonal" homes. These rates of increase and this mix of seasonal to year round homes are comparable to other towns in northern Lincoln County.

C. Summary of Significant Natural Resources

The Town of Bradley is predominately forested, with substantial areas of single-family and recreational development concentrated around the flowages and lakes in the northern and central portions of the Town. The Town's southern third and northwest corner contains large contiguous blocks of forestland. Almost all of this land is in private ownership, with substantial acreage under managed forest arrangements. Scattered pockets of open land and agricultural land are present throughout the Town.

The Wisconsin River enters the Town along its eastern border at Lake Alice and continues due west until its confluence with the Tomahawk River in the City of Tomahawk. The Wisconsin River then flows southerly to the southern edge of the Town. The Tomahawk River, as its flowage, Lake Nokomis, enters the Town midway along its northern border and flows due south to the Wisconsin River at Lake Mohawksin. The Tomahawk River is impounded as the Jersey City Flowage midway between Lake Nokomis and Lake Mohawksin. The Somo River enters the Town due west of Tomahawk as the upper reaches of the Lake Mohawksin Flowage at its confluence with the Wisconsin River. The Spirit River enters the Town midway along its western border and is impounded as the Spirit River Flowage just prior to its confluence with the Wisconsin River.

Muskellunge Creek drains much of the northeastern portion of the Town, including Clear Lake and Muskellunge Lake. It enters the Wisconsin River between Lake Alice and Lake Mohawksin, within the City of Tomahawk. Skanawan Creek drains much of the east central portion of the Town and enters the Wisconsin River just south of Lake Mohawksin. Bauer's Creek drains much of the southwestern portion of the Town and enters the Wisconsin River near the Town's southern edge. The Little Pine River drains most of the southeastern portion of the Town and enters the Wisconsin River near the Town's southern border.

Most of the sensitive natural areas within the Town are located along the various drainage areas, and in the forested areas in the northwestern and southwestern corners of the Town. The State's Natural Heritage Inventory program suggests the presence of rare plant or animal species in most of these sensitive natural areas. According to the Natural Resources Conservation Service, most of the mapped "prime farmland" soils are in areas currently used for forestry and agriculture, with small concentrations along the State Highway (STH) 86 and the County Highway (CTH) O corridors west of the Wisconsin River, and along the Town's southern edge, both east and west of the Wisconsin River.

D. Existing Land Use

Providing an accurate depiction of the Town's *existing* land use pattern is an early step in planning for a desired *future* land use pattern. Map 1 presents the existing (Year 2000) land use within the Town, divided into several land use designations.

A majority of Bradley is forested, and mostly held under private ownership (designated as "Private Forest"). Commercial forest product companies own large tracts of this private forestland, particularly in the western portion of Bradley. Map 1 shows small pockets of

INSERT MAP 1: EXISTING LAND USE

land in the Town being used for cropland or pasture, particularly along STH 86, CTH O and along the Town's southern border.

Most of the developed lands within the Town of Bradley are used for single-family residences. Subdivisions and smaller clusters of lots are concentrated on waterfront properties along much of the Flowages' waterfronts, around the natural lakes in the northeastern portion of the Town, and along much of the Wisconsin River.

Away from water, clusters of mixed business, recreational and residential development exist around Heafford Junction in the northeastern portion of the Town, and along the CTH A and Business Highway 51 corridor north of the City of Tomahawk. Several large-scale, and many small-scale recreation developments are located in the Town – predominantly in waterfront settings. Finally, several large areas of paper industry development are located in the Town – along the Wisconsin River immediately east and south of the City of Tomahawk.

Currently, there is very little development located along the USH 51 corridor within the Town – including at existing and planned interchange locations at USH 8, CTH A, and CTH D, and CTH S.

E. Existing Transportation System

The Town is well connected to the region through the existing roadway network. USH 8 runs east/west across the northern portion of the Town – south of Lake Nokomis. Between 1992 and 1998, traffic volumes increased by approximately 60% along USH 8 in the Town of Wilson to the west of Bradley. USH 51 runs north/south almost through the entire length of the Town – along and near its eastern border. Between 1992 and 1998, traffic volumes increased by approximately 39% along USH 51 near Irma, south of the Town. STH 107 and Business Highway 51 serve as the main north/south corridor through the southeastern portion of the Town – generally located along the eastern bank of the Wisconsin River. Between 1992 and 1998, traffic volumes increased by approximately 27% along Business Highway 51 in the northern portion of Town. The volume of traffic along Business Highway 51 is approximately the same as along USH 51 for the portions of both roads north of The City of Tomahawk – about 8,400 trips per day.

New interchanges for USH 51 are proposed at CTH A and CTH S. These will add to the existing set of interchanges now at USH 8 and CTH D. As USH 51 becomes upgraded to a freeway, at-grade intersections will be closed, and a frontage road will be constructed, between CTH S and CTH J in the Town of Rock Falls.

CTHs CC, O, A, D, and N generally run east/west through the Town and serve as main connections between residential areas, the City of Tomahawk and the USH 51 corridors. Travel volumes on these roads range between 500 and 2500 daily trips and have generally been increasing between 30% and 50% between 1992 and 1998. Finally, CTHs E, L, S, U and Y provide north/south corridors in the central portions of the Town. Local roads managed by the Town complement this major road network.

F. Existing Utilities, Community Facilities, Parks Historic and Cultural Resources

The Town Hall building is located within the north side of the City of Tomahawk, just west of Business Highway 51 and CTH A. The Town operates three town parks, including 7.7-acre Crystal Beach and 17-acre Thiesen Park – both in the northern portion of the Town, and 7.9-acre Kahle Park south of the STH 107 and CTH S intersection in

the southeastern portion of the Town. Pride Ponds Park – comprising 133 privately owned acres – is located along the Wisconsin River south of the City of Tomahawk. Lincoln County’s Hiawatha Trail runs north/south through the north central portion of the Town. A main snowmobile corridor runs north/south through the Town.

The Town does not provide public sanitary sewer or water services. There are several cemeteries scattered through the Town, and some burial mounds have been noted around Lake Nokomis. One property in the north central part of Bradley has been listed on the State Register of Historic Places. A comprehensive survey of historic or archeological resources has not been conducted in Bradley.

A full complement of community facilities is provided within the City of Tomahawk, including a public library, post office, police, fire and medical services.

III. Results of Public Participation Exercises

To guide the planning process, the Town Board appointed a Town Land Use Committee. That Committee led and participated in a number of participation exercises to ensure that this *Plan* is based on the vision of the Town residents. These exercises are summarized in the following paragraphs.

A. Key Planning Issues Exercise

In Spring 2000, the Committee participated in a preliminary exercise to identify key planning-related issues in the Town, which included the following:

- *Land Use:* Imbalance of land uses. Need regulated growth. Open areas and limited natural resources at risk. Pollution is a problem. Dumping of waste in open fields. Residential development is overwhelming the Town. No subdivision ordinances. Adult entertainment bar is located in a residential neighborhood. City of Tomahawk extraterritorial zoning is spilling into the Town. In spite of Bradley’s good working relationships with neighboring communities, the City of Tomahawk will not participate in land use discussions.
- *Community Character:* Rural atmosphere composed of woodlands and bodies of water. Existing development is predominately single family residential. Two of the areas largest industries are in the Town of Bradley. Safe, relaxed scenic atmosphere. Town is in a state of change. Pressure on recreational uses. Population is increasing too rapidly. Not enough shopping choices.
- *Pace of Development:* Too fast. Regulate and plan for commercial and industrial development. Pace and lack of regulation of County growth is ruining lake frontage.
- *Housing:* Need lower-income and middle-income housing. Need rehabilitation of existing structures. Maintenance of properties is improving. In-home businesses need to be identified.
- *Economic Development:* Increase commercial and industrial employment. Commercial and industrial uses must be separated from residential uses. Good small businesses in Town.
- *Transportation:* Roads are in good shape. Road width is a problem for snow plowing. Roads are aesthetically pleasing. Preserve existing trees. Improper lighting at the intersection of Business Highway 51 and County Trunk Highway U. Usage of snowmobiles and ATVs represent safety and liability issues. Eastern edge of Town will be impacted by the expansion of US Highway 51 to a four-lane highway.

- *Intergovernmental Issues:* Improve relationships with surrounding communities. Tension between City of Tomahawk and Town of Bradley. Extraterritorial zoning within town borders is a big issue. Town and County relationship has improved.
- *Environment:* Water and water recreational opportunities are abundant. Need to protect environmentally sensitive areas. Plan to prevent lake overuse. City may pollute water by dumping snow in river. Environmental protection not tied to tourism. Opportunities for natural observatory areas. There may be brownfield sites.
- *Community Services and Facilities:* Services provided by Town are satisfactory. Improvements are being made to Town refuse/recycling sites. Need more police. Fire protection is contracted out. Park system has remained stable, but may need upgrade. Septic systems need to be investigated and repaired. Well water testing was done in 1999. Park systems should be better utilized. Preserve natural areas.

B. Town Vision Setting Workshop

A Town vision-setting workshop was held on May 22, 2000 to understand key issues and obtain participants' vision for the future. Nineteen Bradley residents attended.

Many participants stressed their desire to maintain open spaces and scenic corridors to preserve small town atmosphere. Sentiments were expressed to develop a land use plan based on resident goals.

When asked to describe the Town's strengths, common responses included: the small town atmosphere, caring residents, and good public services. When asked to describe weaknesses, common responses included lack of managed development, lack of historic preservation, and poor communication methods with landowners.

C. Visual Preference Exercise

In Summer 2000, the Committee completed a visual preference exercise to capture the Town's defining character as seen from the eyes of residents. Committee members photographed the "special places" that represent this character. These photographs identify places that Committee members wish to preserve or see more of in the future. Members also photographed places that they believed distracted from the character and appearance of the Town.

Of the photos taken in Bradley, 70 of them were of "good" or "special" places. These photos can be grouped into three main categories:

1. *Natural and recreational areas.* This included scenes of waterways such as the Tomahawk River shown below, water bodies, public access points to the water (e.g. docks and boat landings), lowlands and wetlands. Photos also included parks (specifically Kahle Park, Bradley Park and SARA Park) as well as recreational trails.



2. *Businesses, especially small businesses that blend with the northwoods landscape* (e.g. regionally sensitive architecture and signage, preservation of old trees during construction, etc.).



3. *Roads and highways.* This category includes images of desirable signage, wooded roadsides, and Town access to US Highway 51.



Locations of these images are scattered throughout the Town. Numerous opportunities exist for scenic river/lake views in and around Tomahawk. Businesses are located primarily along Business Highway 51 – where good examples are mixed with bad. Both residences and parks are scattered throughout the Town of Bradley.

Committee members also took photos of places that they believed distracted from the character of Bradley. These were primarily places that they believed did not fit well with the surrounding landscape or were unattractive. They included cluttered, neglected and/or poorly landscaped businesses and residences. Development that was considered too close to shorelines was represented, as well as unattractive signage, high voltage transmission lines, and clear-cut forestlands.

D. General Planned Land Use Mapping Exercise

To better understand the type and location of desired land uses envisioned by the Town, the Town Land Use Planning Committee participated in a general planned land use mapping exercise. Committee members were asked to indicate their preliminary thoughts on future land use in the Town by drawing “bubbles” of different desired land uses on a Town map. Specifically, members were asked to indicate general areas (public or private) that may be appropriate for preservation, residential development, and commercial, industrial, tourism related or seasonal development over the next 20 years.

Generally, committee members indicated that a large portion of the southern 1/3 of the Town should remain forested. They indicated that some residential development is appropriate, particularly along existing lakes and flowages. Some commercial development may be desirable, especially along CTH A/ Business Highway 51. Committee members also indicated that some industrial development south of the City of Tomahawk might be appropriate.

Committee members identified the need for reuse of industrial areas within the City of Tomahawk, and the need to determine desired use at the intersection of US Highway 51 and S.

E. Summary of Participation Efforts

Several common themes emerged from the participation exercises, including the following:

- Support for limited and carefully planned residential, recreational, commercial and light industrial growth that coincides with the expansion of municipal services.
- Desire to retain the scenic rural character and small town atmosphere of the Town.
- Concern over the lack of affordable housing opportunities for current and future residents, such as retirees.
- Concern that additional woodlands will be lost to development.
- Desire to protect the environmental resources of the Town, including lakes, forests, creek corridors, wetlands and watersheds.
- Desire that growth be well planned and that regulations be updated and enforced.
- Interest in maintaining and advancing cooperative relationships with neighboring Towns, the City of Tomahawk and the County.
- Support for the preservation of open spaces and scenic corridors in part through extensive use of zoning and sign regulations, and through the limited use of cluster/conservation development practices.
- Support for citizen involvement in the decision-making process.

IV. Planning Framework

A. Town Vision Statement

A community vision statement is an expression of the direction the Town wishes to head over the next 20 years and beyond. In Summer 2000, the Town Land Use Committee developed the following vision statement:

Through the year 2020, the Town of Bradley will seek to preserve, protect and enhance its scenic, open, forested, residential, rural, wetland and shoreland spaces. The Town will work to ensure a high quality of life while accommodating diverse and balanced private, commercial and light industrial development consistent with existing or easily expandable support services through sustainable, planned development and citizen involvement.

B. Town Goals and Objectives

The development of goals and objectives is an important step in the planning process because these statements represent the basic values of the community. Goals are broad statements that express general preferences for the long-term development of the community. Objectives are more specific than goals and are usually attainable through implementation activities, described later in this *Plan*. The following goals and objectives emerged from the Town's vision statement and public participation results.

Goal 1: Preserve rural character and lakes

Objectives:

1. Plan orderly growth.
2. Identify sensitive character and lake classifications.
3. Work Cooperatively with and inform realtors and developers.
4. Improve communication among entities, including but not limited to Towns, Cities, County, Lake Districts and Lake Associations.
5. Enforce sign and billboard regulations.

6. Encourage the dispersal of information about noise and light pollution to minimize these problems.
7. Prevent annexation of Town land by the City of Tomahawk.

Goal 2: Maintain a small town character

Objectives:

1. Attain a viable balance of land uses that reflect the community's desire to maintain their rural character.
2. Develop and implement land use plan.
3. Enhance zoning regulations.
4. Encourage involvement of residents and engage them in open meetings.
5. Consider the clustering of new development to preserve green space.
6. Establish building façade standards.
7. Manage growth.
8. Concentrate small business and industry in specific locations.
9. Regulate signage.
10. Minimize the appearance of public service lines.

Goal 3: Improve water quality and minimize pollution

Objectives:

1. Continue intergovernmental cooperation and the shared provision of services between the Town of Bradley and the City of Tomahawk.
2. Address COMM 83 implications.
3. Increase the enforcement of existing regulations.
4. Improve communications among communities that share boundaries and natural features.
5. Preserve environmental corridor features including waterways, floodplains, wetlands, watersheds, woodlands, and scenic areas through the adoption and implementation of zoning and ordinances.
6. Identify and address failing septic systems.
7. Assemble a wastewater treatment center.
8. Maintain water-testing program.
9. Raise environmental awareness and issues of compatibility.

Goal 4: Encourage public participation in the planning and decision-making processes

Objectives:

1. Facilitate the strong leadership of the Town to encourage public involvement.
2. Utilize Town communication assets to disperse information and to engage residents.
3. Reestablish resident confidence in government.
4. Develop system to communicate with landowners.

V. Land Use Plan Map and Description

This part of the *Town of Bradley Land Use Plan* presents the planned land use map, intended to guide growth and development decisions over the next 20 years. Map 2 presents desired *future* land uses for different properties within the Town.

A. Land Use Map Designations

The land use designations shown in Map 2 are designed to reflect both desired land *use* and development *character*. These planned use designations have been divided into three general categories: rural/environmental, residential, and nonresidential. A complete description of the categories and specific designations is provided as Attachment A. (Not

all the designations described in Attachment A have been used in Map 2.) To achieve the desired future land use pattern in Bradley, new or revised zoning districts will have to be created and mapped after the land use planning process is complete.

In general, differences between the three general *categories* of land use (e.g., between “rural/environmental” and “residential”) are intended to be greater than differences between the multiple *designations* within each category (e.g., between “rural lands” and “agriculture”). As such, following initial adoption of this *Town Land Use Plan*, the Town and County should not require a formal **Plan amendment** before acting on a development proposal which suggests a change in land use designation within the same category (e.g., when a land owner proposes to remove land from the “private forest” designation to the “rural lands” designation.) In contrast, the Town and County should require a formal **Plan amendment** before acting on a development proposal which suggests a change in land use designation that would also change the category (e.g., from “rural/environmental” to “residential”). Such changes lead to more significant shifts in land use policy and development impacts.

B. Description of Land Use Plan Map

In general, Map 2 recommends the continuation of a land use pattern in the Town that is focused on the preservation of Bradley’s unique environmental features, lakes, large blocks of private forestlands, and smaller areas of agricultural lands. A second important strategy is to accommodate projected development in areas of the Town already experiencing development. Map 2 shows how these two objectives will be met. In total, the amount of land designated for development far exceeds the anticipated land use demand within the Town over the next 20 years. In fact, approximately 40 years of projected development will be accommodated by the land use pattern shown on Map 2. The following paragraphs describe the locations and recommendations for each of the major land use designations shown in Map 2.

1. Agriculture

The *Agriculture* planning district has been mapped over a few large blocks of farmland underlain by prime soils and in active farm use. Sizeable locations of agricultural planning district land include: the north side of Hwy 86, near the western edge of Town; along either side of Business Highway 51 at the southeast edge of the City of Tomahawk; and an area located along the Town’s southern edge, west of the Wisconsin River. Several other small areas of agricultural land are designated on the *Plan* map. The Town should promote continued agricultural operations in these areas. Compatible small non-farm businesses should also be allowed to provide supplemental income opportunities. New housing should be limited in these areas to a density of one home per 35 acres owned to prevent incompatibilities with agricultural operations (e.g., noise, dust, smells, and traffic). If new housing development occurs in this *Agriculture* area, it should be located in woodlots, at the edges of fields, and on non-productive lands (see design examples in Attachment A).

INSERT MAP 2: PLANNED LAND USE

2. Rural Lands

The *Rural Lands* designation has been mapped throughout the Town, over areas generally exhibiting one or more of the following characteristics: open lands not being farmed; isolated tracts of marginal farmland; “buffer” areas between planned residential development and planned agricultural use; and lands adjacent to other environmentally sensitive areas. Substantial areas are shown as planned in the *Rural Lands* category west of CTH Y immediately south of Lake Nokomis, near the Muskellunge Lake Road corridor, in the area located east of USH 51 and north of CTH A, near CTH D and Crass Lake Road corridors east of the City of Tomahawk, along the Thomas Road corridor, along the CTH E corridor, and along the Sunset point Road Corridor. Other smaller areas of new *Rural Lands* use are also shown on Map 2 throughout the Town.

New development in *Rural Lands* areas should generally be limited to housing at a density not exceeding one home per 20 acres owned. This *Plan* supports homes on smaller lots—rather than 20+ acre lots—per the density and design recommendations presented in Attachment A.

3. Private Forest

The *Private Forest* designation was mapped over privately held lands that are currently:

- Used for forestry and zoned for forestry, or
- Used for forestry, not currently zoned for forestry, but enrolled in State Forest Crop Land or Managed Forest Land (Open) programs, or
- Used for forestry, not currently zoned for forestry, not enrolled in State Forest Crop Land or Managed Forest Land (Open) programs, but owned by a commercial forest products company.

In very limited situations, certain inaccessible forested lands not fitting within the above categories were also included in the Private Forest category. Planned *Private Forest* lands are generally concentrated in the southern and western portions of the Town, with scattered areas designated elsewhere. Year-round housing is not recommended in these areas due to impacts associated with forestry activities.

4. Public Forest and Public Recreation

The *Public Forest* designation was mapped over lands currently contained in the Lincoln County Forest. Several small areas within the Town are shown in the *Public Recreation* designation.

5. Environmental Corridors

Environmental Corridors are mapped over Wisconsin DNR-identified wetlands and FEMA-designated floodplains (both subject to county zoning), slopes of 15 percent or greater, and soils with a majority hydric content (i.e. soils formed under wetland-type conditions). *Environmental Corridors* are not shown within the existing and planned County Forest. New development should generally be discouraged in these areas to protect the environmental resources, prevent property damage, and preserve wildlife habitat. The large amount of *Environmental Corridors* in the Town is attributable to the wetlands and floodplains in this region.

6. Rural Single Family Residential

Rural Single Family Residential areas are planned for homes at a density of between one residence per 30,000 square feet (about 2/3 acre lots) and one residence per 20 acres. However, to provide for adequate lands for private wastewater disposal and to avoid wasteful use of these lands, this *Plan* recommends lot sizes of between 1½ and 5 acres. Planned *Rural Single Family Residential* areas may be served by individual well and septic systems or by approved group systems. Extensive areas within the Town of Bradley are designated for rural single-family development. These areas will accommodate approximately 40 years of residential development in both year-round and seasonal homes, under current growth trends. Many of these areas are continuous blocks of land, broken by a network of relatively narrow environmental corridors. Such extensive development should be designed around a substantial web of new public roads. The location of main residential collector streets to serve these areas is shown on the Land Use Plan Map.

- The largest area of planned rural single-family development is located in the northern third of the Town, and is designated for the most developable acres.
- Substantial areas of rural single-family development are proposed between US Highway 51 and the Wisconsin River, east and south of the City of Tomahawk.
- Areas of rural single-family development are planned west and southwest of the City of Tomahawk, around the Spirit River Flowage and Lake Mohawksin and south to the CTH O corridor, except where areas of prime soils and active farmland are present.

7. Nonresidential Development Districts

Map 2 recommends several areas of new or expanded *Planned Business* development at strategically selected locations in the Town. These areas include the area adjacent to the USH 51 interchange with USH 8; the area adjacent to the USH 51 interchange with CTH A; the Heafford Junction area in the north central part of Town; the CTH A/Business Highway 51 corridor north of the City of Tomahawk; the intersection of Business Highway 51 and USH 107; and the junction of USH 86 and CTH D on the eastern edge of the City of Tomahawk. The recommendation of this last area is intended to forward the land use and aesthetic objectives of the *City of Tomahawk Comprehensive Plan*, which calls for the establishment of a “Gateway Tourist Service District.” These planned business areas should be designed in a way that enhances the “northwoods” character of Bradley. The cluster of these uses in Heafford Junction should form the heart of the hamlet of Heafford Junction, which is intended to undergo expansion with this *Plan*.

The map recommends a large area of new high-quality *Planned Industrial* development located south of the City of Tomahawk.

The *Lincoln County Solid Waste Management Plan (1984)* identifies Section 6, Township 34N Range 6E within the Town of Bradley as a potential site for a new County landfill. No specific location for this facility is recommended in this Town of Bradley Land Use Plan.

8. Crossroads Mixed Use

Areas of *Crossroads Mixed Use* are being planned in places where the existing density of businesses is already concentrated. The area historically known as Heafford

Junction is the primary crossroads and would make a logical “Town Center”. There is also a smaller crossroads area around the intersection of CTH U and USH 8.

Areas planned for *Crossroads Mixed Use* should be developed with “northwoods” character in mind. Enhancement of existing businesses, infill with new businesses, compatible home-based businesses, new public spaces, and appropriate levels of residential development will all be encouraged. Additional convenience-oriented businesses (gas stations, mini-marts, etc.) are not consistent with the objectives for these areas and will not be encouraged.

Whenever possible, these crossroads should be enhanced to support alternative modes of transportation. Connection to existing recreational trail networks and pedestrian oriented design should be encouraged.

9. Town Land Use Planning Committee Special Land Use Recommendations

- The area of land bound by CTH A, CTH U and Hagar Road would make a logical parkland acquisition. If the parcel ever becomes available for purchase, the Town and County should cooperate to pursue the possibility of acquiring this property. Its close proximity to the Hiawatha Trail, populated areas of the Town, and the park-like setting of the Greenwood Cemetery make it a very desirable future park site. It is also possible for the Hiawatha Trail to become a State recreational trail.

It should be understood that the Planning Committee does not wish to prevent the current owner or any future owner from continuing to operate the existing approved business or living in the existing residence. It simply wishes to convey that if the opportunity ever arises to acquire this property, that it would benefit the community as a new public access to the Hiawatha Trail.

- The area of land at the southwest corner of the intersection of US Highways 8 and 51 should not be developed for commercial use, although it is currently zoned for such use. This area is critical to the environmental health of the watershed that feed Bridge Lake, Deer Lake and Muskellunge Lake. The Planning Committee believes that the decision to rezone this land for commercial use was made without consideration of the potential negative impacts to this watershed. Open space or forestry uses would lead to far less non-point source pollution than commercial uses.

The commercial development of this intersection is also contrary to the type of development that preserves the character of the Town. If this area is preserved in an open or natural state, then it will support the quality of the Highway 51 Image Corridor and it will not take away from the viability of City of Tomahawk businesses. It is the opinion of the Planning Committee that not every major highway intersection needs to be developed.

- Although it is not currently being used for industry, the area just south of the City of Tomahawk and east of CTH S is being recommended for *Planned Industrial* use. These lands are currently under the City’s extraterritorial zoning authority and are included in the Manufacturing District under that ordinance. It is located in close proximity to existing and easily expandable infrastructure. This is an ideal location for industrial growth.

VI. Other Plan Recommendations

A. Agricultural, Natural, and Cultural Resources

- Keep intensive non-farm development away from planned *Agriculture*, *Public Forest*, and *Private Forest* areas, and locate the new homes that are built in *Agriculture* areas out of productive fields.
- Support logical additions to the County Forest. Large tracts of public land are relatively scarce in the Town of Bradley. These larger tracts would fill a missing element of the Town's public recreation facilities, as they afford different opportunities than the existing small parks.
- Work with the County to assure that a full range of recreational and forestry uses are allowed in the County Forest, and to assure that recreational uses do not negatively impact soils, topography, waterways, wetlands or watersheds.
- Ensure that forestry personnel are actively enforcing the recommended forestry management practices within each of the designated "aesthetic management zones" as described in the *Lincoln County Forest Comprehensive Land Use Plan*.
- Provide logical public access points to the Town's developed lakes.
- Encourage private landowners to participate in industrial tree farm programs to protect open space and diverse habitats.
- Preserve environmental corridors and large blocks of open lands to protect water quality, maintain connections among habitats, and provide appropriate hunting grounds.
- Conduct or require view shed analyses before approving new developments. New development should be designed, located, and landscaped in a manner that does not detract from the rural character of the Town.
- Work with the County and other communities on a comprehensive survey of historic and archaeological resources in the Town, and preserve these resources.

B. Transportation

- Tannery Road should become a County Trunk Highway. The current traffic levels, its location as a connector between County Road CC and US Highway 8, its use as the access to a public recycling site, and the fact that it is the logical extension of County Road Y, all support its inclusion as a County Road.
- Cooperate with the County, the Wisconsin Department of Transportation, and the Chamber of Commerce to clarify the logical naming of County Roads in the Town. Issues include the confusing use of the name "Business 51", and the unusual layout of County Road A. Homes and businesses can be difficult to find on these roads and emergency situations can be complicated by confusing addresses.
- Continue to work with the Lincoln County Highway Department to update and implement the Town Road Improvement Program (**TRIP**) to provide for the appropriate upgrading of Town roads.
- Consider implementing Town road impact fees for new development projects that place a burden on or require the upgrading of Town Roads.
- Plan for a network of interconnected new roads in planned residential development areas, for reasons of highway access control, rural character preservation (visibility of development), and the current inaccessibility of certain planned development areas. Map 2 shows conceptual local road networks for *Rural Single Family Residential* areas.
- Consider applying to the State for "rustic road" status along one or more Town roads. To qualify, a roadway must have outstanding natural features, including native vegetation, abundant wildlife, open areas or agricultural vistas that make the area unique.

- Support access control and rural character objectives by discouraging large amounts of “side of the road” development on State and County highways.
- Work with Lincoln County, the City of Tomahawk, Wisconsin DOT, landowners and private developers to strictly limit development along USH51 (except at designated development areas located around existing and planned interchanges) to help preserve it as a scenic image corridor.

C. Utilities and Community Facilities

- Provide new neighborhood parks within the areas planned for significant *Rural Single Family Residential* uses. The Town may acquire at least some of that land through requiring parkland dedications and/or park impact fees from new subdivisions.
- Improve the existing County Parks with a range of facilities designed to serve the entire community, and work with Lincoln County on the possibility of providing shared park facilities within the Town.
- Follow the recommendations of the County’s *Outdoor Recreation Plan* when making park acquisition and development decisions. Encourage the County to update this plan.
- Cooperate with the County, recreational clubs, the Chamber of Commerce and other interested parties in producing complete maps of recreational trails, (ATV, snowmobile, bicycle, hiking, etc.).
- Protect Hiawatha Trail from additional encroachment. In order to preserve this unique community resource, the right-of-way should not be reduced in size or encroached upon by new private buildings, signs or other structures.
- Encourage the easy accessibility of all information regarding public recreational opportunities.

D. Housing and Economic Development

- Areas planned for future residential growth should be developed within the objectives of protecting groundwater, surface water, floodplain, stream beds, watersheds, and wetlands. Development densities should not exceed the capacity of the native soil to handle wastewater, or the capacity of the native aquifer to provide safe drinking water. Cluster development may be used in rural residential areas, but development densities that exceed those of conventional development will be discouraged.
- Work with Lincoln County to address housing, zoning, or property maintenance code violations on existing residential or commercial properties.
- Encourage developers to plan for new neighborhoods using the principles of “conservation neighborhood design,” particularly in areas with significant natural resources. These principles emphasize providing housing in proximity to parks, open spaces, and services; blending automobile convenience with the creation of safe, comfortable places to live and walk; preserving and enhancing natural systems that define, sustain, and connect neighborhoods; and promoting rural character by “hiding” development from main roads through natural topography, vegetation, and setbacks. The principles are reflected in the illustrations in Attachment A.
- Promote neighborhood-serving retail development near planned *Rural Single Family Residential* areas, and allow small, low-impact non-farm businesses on farming properties.
- Promote the expansion of a range of small-scale mixed uses in the Heafford Junction hamlet area to enhance this community gathering point.

- Address the use of outdoor wood burning furnaces. These devices should be regulated in planned or existing rural single family residential areas. Because they emit smoke and fumes at a low altitude, they can be a threat to human health and a nuisance when located in a densely populated area. An ordinance establishing the minimum lot size that they may be used on, and/or establishing an appropriate setback from a residence may be necessary.

E. Intergovernmental Cooperation

- Provide input to Lincoln County with regard to proposed rezonings within the Town by developing a formal process for input into these decisions.
- Provide a copy of this *Town Land Use Plan* to all surrounding local governments in Lincoln County and surrounding counties.
- Work with Lincoln County on zoning ordinance administration, day-to-day decision making (e.g., conditional use permits), and eventual updating.
- Work with surrounding Towns to address any unforeseen conflicts between local plans.
- Work with the City of Tomahawk on joint planning in the City's extraterritorial jurisdiction.

F. Design Standards for Commercial and Industrial Development

- The Town of Bradley should further explore the adoption of Design Review Standards to be applied to planned-business and industrial areas for the purpose of protecting and enhancing rural character.
- Outdoor lighting standards should be included in design review. Reasonable standards should become mandated for commercial land uses and suggested guidelines made available for residential land uses.
- "Gateway" areas, or highly used and visible entrances to the Tomahawk community, should be regulated by design review standards that are mutually agreed upon by the City and the Town as part of an intergovernmental agreement.

G. Locally Undesirable Land Uses

- Support Lincoln County in developing an ordinance to regulate Sexually Oriented Businesses. The Town believes that the County is the appropriate source for such rules and policies. The Town has done all that it can through its liquor licensing process, but is not satisfied that public health, safety, welfare or community character have been sufficiently protected.
- Cooperate with the County, the Wisconsin DNR and other interested parties in efforts to inventory, publicly disclose and clean up brownfield sites within the Town.
- Cooperate with the County, the Wisconsin DNR and other interested parties in efforts to inventory, publicly disclose and prevent human and environmental health hazards related to sludge spreading (or land spreading) sites.
- Address the siting of communication towers in the Town. Continue to respond to Conditional Use Permits with Town recommendations that reflect the goals and objectives of this *Plan*. In general, the Town should only support tower applications that are fulfilling a demonstrated need for basic (cell phone) wireless communications services that are the least invasive upon the landscape.

H. Plan Adoption and Implementation

The process the Town of Bradley used to review and adopt this *Town Land Use Plan* included the following:

- Once the Town Land Use Committee was comfortable with the *Town Land Use Plan*, it forwarded a recommendation for approval to the Town Board.
- The Town then posted and published a Class 1 notice for a formal public hearing on the *Plan* held in front of the Town Board.
- Following the public hearing, the Town Board approved a resolution which (a) adopted the *Town Land Use Plan* and (b) forwarded the Plan to the County for inclusion in the *Lincoln County Comprehensive Plan*.
- The County Board will then adopt the *Town Land Use Plan* as a component of the *Lincoln County Comprehensive Plan*.
- Following County adoption of the *Lincoln County Comprehensive Plan*, the Town Board may have to adopt the complete *Lincoln County Comprehensive Plan* by ordinance to fully comply with the new State planning law.

This *Town Land Use Plan* includes many recommendations for guiding land development and preservation within the Town over the next 20 years. Some of the recommendations may be applied immediately, such as recommendations for where new subdivisions would and would not be appropriate. Other recommendations will require subsequent *Plan* implementation activities, including the following:

- Adopt a Town subdivision ordinance to provide for appropriately designed development patterns, interconnected road networks, parkland dedication and park impact fees, and advancement of “conservation neighborhood design” principles.
- Consider implementing a driveway ordinance and design standards to encourage the appropriate siting of homes in areas where limited development is proposed.
- Participate to the full extent allowed by law in the County zoning process to assure that Town desires are brought forward in zoning decisions.
- Work with the County on an update of the County’s zoning ordinance to properly implement the land use recommendations of this *Plan*. Many provisions of this *Plan* cannot be implemented without a new or substantially revised zoning ordinance.
- Appoint a permanent Town Planning Commission to be responsible for reviewing and recommending Town Board actions on development proposals, ordinances, and long-range planning issues.
- Annually review this *Plan* to gauge progress on implementation and consider logical amendments based on changes in conditions. A more detailed review and update should be performed every five to ten years. Forward all adopted *Plan* amendments to the County for incorporation into the *Lincoln County Comprehensive Plan*.