

**Town of La Pointe Planning and Zoning  
Town Plan Commission Special Monthly Meeting Minutes  
June 4, 2014**

**Town Plan Commission (TPC) Members Present:** Charles Brummer, Vice-Chair, Joan Martin, Mike Starck, Greg Thury, Suellen Soucek, Margie Denton (6).

**Town Plan Commission members absent:** Ted Pallas, Chair (1).

**Public Present:** Paul Brummer (1).

**Town Staff Members Present:** Lisa Potswald, Planning and Zoning Administrator (1).

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**I. Call to Order/Roll Call**

Vice-Chair Brummer called the meeting to order at 4:30 PM. Roll call reflected members present or absent as recorded above.

**II. Public Comment**

None.

**III. Approval of Previous Meeting Minutes**

M. Starck moves to approve the Town Plan Commission Special Monthly Meeting minutes of May 28, 2014 as amended. S. Soucek seconds. All in favor. Motion carries.

**IV. Zoning Administrator's Report**

Report for the month of May 2014 was reviewed and placed on file. ZA pointed out that the financial information for May is an estimate. Barb sends out monthly reports later in the following month, so financial information will be updated in the ZA report as it is received.

**V. Consideration and/or Action of Permit Applications**

- a. Consideration of rental permit application for 2427 Benjamin Blvd, leased by Doug Larson, DAL Investments 1 LLC.

The TPC had a phone conference with Mr. Larson to ask questions regarding the property arrangements. Mr. Larson is leasing the property from Mr. Ryder, and has taken on the financial responsibility for outstanding debts associated with the property. Mr. Larson is also covering the costs of maintenance/updating/cleaning, etc. He has hired a private contractor from Ashland to do cleaning/maintenance. During the phone conference Mr. Larson stated that he was working on the garage to get it ready to rent. TPC members pointed out that the Town Zoning Ordinance, which covers this property, does not allow 2 separate rental structures on a property; that the structures can only be rented to one party. In addition, Mr. Larson cannot be working on the structure to become a residence without a building permit – he was informed of this requirement in a letter dated May 8, 2014. Refer to email dated June 5, 2014 to Mr. Larson regarding this matter.

G. Thury moved to recommend reinstatement of rental permit at 2427 Benjamin Blvd. S. Soucek seconds. All in favor. Motion carried.

**VI. New Business**

None.

**VII. Old Business**

a. Comprehensive Plan

Discussion began with Section 4:

## Introduction

This chapter presents each of the four 20-year forecasts that are fundamental to the preparation of this plan. The smart growth legislation requires that the plan be based on population forecasts over the 20-year planning horizon.<sup>1</sup> The anticipated population base can then be translated into the number of additional housing units that will be needed over the planning period to accommodate the anticipated population base. This same section of the legislation also requires a set of 20-year forecasts for employment.

The final set of forecasts relate to future land use and arise out of the foregoing forecasts<sup>2</sup>. The future land use plan must show additional land for development to accommodate the anticipated number of new households and to facilitate the addition of new employment opportunities.

Table 4-1 presents the four sets of forecasts. The following sections in this chapter present background information about each of the forecasts and describe in more detail how they were prepared.

**Table 4-1. Plan-Based Forecasts: 2006 to 2025**

	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	2006 to 2025
Additional population <sup>1</sup>	103 (-10)	137 (14)	185 (15)	246 (20)	671 (39)
Additional households	56 (-10)	76 (13)	105 (11)	142 (16)	379 (30)
Additional housing units	310 (54)	420 (81)	582 (69)	786 (100)	2098 (304)
Additional land (acres) <sup>2</sup>					
Agricultural	0	0	0	0	0
Commercial	3	4	5	6	18
General industrial	3	5	6	7	21
Residential	585	650	708	785	2,662
Additional employment (jobs)	32	38	44	50	90

Notes:

1. The total population includes those living in an institutional setting and those living in households. **UPDATE: This information is updated effective June 11, 2014. Sources U.S. Census and Wisconsin Department of Administration, Demographic Services Center.**
2. The amount of land needed for each of these uses includes public infrastructure. A factor was also applied to increase the supply of land to account for consumer choice.

<sup>1</sup> Wis. Stats. 66.1001(2)(a)

<sup>2</sup> Wis. Stats. 66.1001(2)(h)

## Population Forecasts

After evaluating a number of growth rates and looking at potential consequences of each, an annual average growth rate of 2.4 percent was selected and is used throughout this plan. ~~This rate is consistent with the town's long-term vision and is a realistic assessment.~~ It was fashioned around creating a year-round population of 500 residents. ~~It is however not realistic. The 2014 Comprehensive Plan update is based on population estimates and not a population target.~~

Table 4-2 shows the year-end population counts and the number of new full-time residents added in each of the five-year increments based on this growth rate. Between 2006 and 2025, approximately ~~213~~ **39** new residents are anticipated.

Because a certain percentage of the population may be living in an institutional setting (e.g., nursing home, group home), forecasts were also prepared showing the population living in a household setting (Table 4-2). This step is needed to accurately estimate the number of acres needed for residential purposes. For the purpose of this plan though, it is assumed that all of those living on the island will be living in a household situation over the next 20-year period.

**Table 4-2. Population: 2006 to 2025**

Time Period	Total Resident Population <sup>1</sup>	Population In Households
2005	283 (271)	283 (271)
2006	291 (276)	291 (276)
2007	299 (281)	299 (281)
2008	308 (287)	308 (287)
2009	317 (295)	317 (295)
2010	325 (261)	325 (261)
2011	334 (261)	334 (261)
2012	344 (265)	344 (265)
2013	354 (268)	354 (268)
2014	365	365
2015	375 (275)	375 (275)
2016	387	387
2017	399	399
2018	410	410
2019	422	422
2020	434 (290)	434 (290)
2021	445	445
2022	457	457
2023	470	470
2024	483	483
2025	496 (310)	496 (310)
Number Added During Period		
2006 – 2010	42 (-10)	42 (-10)
2011 – 2015	50 (14)	50 (14)
2016 – 2020	59 (15)	59 (15)
2021 - 2025	62 (20)	62 (20)
2006 - 2025	213 (39)	213 (39)

## Housing Forecasts

Having established the anticipated resident population living within the Town in a household setting, it is possible to forecast the number of housing units that will be needed to accommodate the growing population.

The number of households was estimated by dividing the anticipated population living in a household by the average household size for each of the time periods. Nationally, the average household size has been on a steady downward trend for a number of decades. This trend is also evident throughout much of Wisconsin and in La Pointe. From 1990 to 2000, the average household size in the Town declined from 2.13 to 1.96. It is anticipated this trend will continue throughout the planning period, but at a slower rate of decline, causing the figure to drop to about 1.8 by 2025.

This demographic trend suggests that even if the population of the town did not grow, additional housing units would be needed to maintain the same population base to account for a smaller number of people living in each housing unit.

Table 4-3. Housing: 2006 to 2025

Year	Full-time Households	Housing Units
2005	148	812
2006	153	837
2007	158	863
2008	163	887
2009	168	913
*2010	*173 (138)	*939 (866)
2011	178	965
2012	184	993
2013	190	1021
2014	196	1050
2015	202 (151)	1079 (947)
2016	209	1109
2017	215	1139
2018	223	1169
2019	230	1199
2020	237 (162)	1229 (1016)
2021	244	1259
2022	251	1289
2023	259	1320
2024	267	1351
2025	275 (178)	1382 (1116)
Number Added During Period		
2006 – 2010	25 (-10)	127 (54)
2011 – 2015	29 (13)	140 (81)
2016 – 2020	35 (11)	150 (69)
2021 - 2025	38 (16)	153 (100)
2006 - 2025	127 (30)	570 (304)

1. The total population includes those living in an institutional setting and those living in households.

\* 2010 Census

Table 4-3 shows the anticipated number of households over the 20-year planning horizon by year and for each of the 5-year increments. Having established the number of households that will be living in the Town, it is necessary to determine the number of housing units that will be needed to house them. The number of housing units will exceed the number of households in that a certain share of the housing units will be vacant at any point in time. A unit may be vacant because it is not considered a primary residence, because it is for rent or for sale, or is not occupied for any number of other reasons. For the purpose of this plan, it is assumed that roughly 75 percent of the housing units area vacant in 2025, or approximately 837 units, due in large part to a high percentage of seasonal housing. The calculated number of housing units is also shown in Table 4-3.

## Employment Forecasts

As shown on the future land use map, land is allocated to accommodate new commercial and industrial enterprises. Using employment ratios based on acreage, the number of potential new jobs by type was calculated (Table 4-4). During the first five-year increment, it is anticipated that the land designated for commercial and industrial land uses could support 18 additional jobs. Home occupations during the same period could account for 14 jobs.

**Table 4-4. Anticipated Number of New Jobs: 2006 to 2025**

	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	Total 2006 to 2025
Commercial	10	12	14	16	52
General industrial	8	9	10	11	38
Home occupation	14	17	20	23	74
Total	32	38	44	50	164

Notes:

1. The amount of land needed for each of these uses includes public infrastructure. A factor was also applied to increase the supply of land to account for consumer choice.

NOTE: NOT UPDATED IN 2014 BECAUSE FACTOR APPLIED WAS UNKNOWN.

## Land-Use Forecasts

In Chapter 2, there is a set of objectives that are intended to help guide the housing mix of new residential development in the coming years. These proportions are shown in Table 4-6 and are used to determine the number of housing units by type (Table 4-5).

The land area requirements for each of these housing types were calculated by applying an average density to each of the categories. These values were then adjusted upward to account for infrastructure (e.g., roads, smaller community parks). Each of these values were then adjusted upward to allow consumers a choice between different competing housing developments. Table 4-6 shows the number of acres needed for each of the housing types for each of the five-year increments. A total of 2,662 acres should be shown on the future land use map for residential purposes.

It should be noted that these data are intended for planning purposes only. It is important to keep tabs on actual development levels and update these forecasts based on more current information and to account for actual development activity and shifts in the housing market.

**Table 4-5. Housing Types: 2006 to 2025**

	Percent Of Total	Percent Of Total
Single-Family		87
High Density	35	
Medium Density	50	
Low Density	15	
Two-Family		5
Multi-Family		8

NOTE: NOT UPDATED IN 2014 BECAUSE FACTOR APPLIED WAS UNKNOWN.

**Table 4-6. Land Area Requirements by Housing Type: 2006 to 2025**

	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	Total 2006 to 2025
Low Density	285	315	345	345	1,290
Medium Density	256	280	300	308	1,144
High Density	44	55	63	132	228
Total	585	650	708	785	2,662

NOTE: Reviewed but not sure of importance; not updated in 2014

## Introduction

Among the most effective tools a community possesses to influence its future environment and quality of life is the ability to control and direct future growth patterns. This can be accomplished in a variety of ways, but is most commonly accomplished through zoning and land development ordinances, transportation systems, and public utilities.

For many years, transportation planning and land use planning were seen as independent activities. In recent years, however, there has been a growing recognition, especially at the state and federal levels that land use and transportation are linked in that a change in one will undoubtedly have consequences for the other.

As the Town's population increases in the coming years, it is important to consider what additional utilities and community facilities may be needed to accommodate the additional residents. Although a growing population is an important consideration, it is not the only factor that needs consideration. Other demographics should be considered as well. As documented elsewhere in this plan, the aging population of Ashland County will have a profound impact on the types of public services that ought to be available.

This portion of the document is intended to answer a basic question: What type of land uses, transportation systems, utilities and community facilities will be needed to accommodate a growing population and a changing population base?

## Future Land Use Plan

Through its zoning powers, La Pointe has the opportunity to guide future growth in a manner that enhances its residents' quality of life and is consistent with its long-term vision. However, misguided or inappropriate use of these tools can lead to undesirable results including unnecessary land use conflicts, inefficient service delivery, a decreased quality of life, and premature loss of agricultural farmland, among other potential problems.

In the background report, environmental constraints for development were identified and mapped, including wetlands and floodplains. Using this information as a point of reference, a number of alternative land use options were developed. Each of these were developed and evaluated as the Town crafted its long-term vision. As the vision of the community became more refined, a final land use plan was developed.

The future land use map included in this chapter is intended to illustrate this vision and guide the future growth and development of La Pointe over the next 20 years and beyond. It will serve as a guide for the Plan Commission and Town Board when making land use, zoning, and infrastructure-related decisions. It will also provide direction for property owners and developers when making decisions about the future of their property in the Town.

Map 5-1 shows the locations of the various land use districts and a description of the districts is included in Exhibit 5-1. A significant portion of the Town is intended for residential uses at varying densities. The

most intense development is found in and near the downtown area. A small portion of the Town is located within the Bad River Indian Reservation and is therefore not part of the land use plan.

**Exhibit 5-1. Land Use Districts**

<b>Base Districts</b>	<b>General Description</b>
Residential	This district supports residential uses at specified densities. Public facilities such as parks and trails are also allowed. Most of the dwelling units will be served by on-site water and wastewater treatment facilities. Higher density lots will be served by the Town's water and wastewater systems.
Government and institutional	This district includes governmental and institutional uses, some of which occupy a significant land area. Examples include educational facilities, municipal buildings, and hospitals.
Industrial – light	This district is intended to accommodate a wide array of uses including manufacturing, warehousing, and airport facilities, and the like.
Commercial	Uses in this district are characteristically auto-oriented. Development may be in a linear strip development pattern located adjacent to main roadways. Typical uses include small retail stores of various kinds, restaurants, and offices and businesses of various types.
Conservancy	This district is intended to prohibit future development in order to protect and conserve important environmental resources.
Town center	This district is intended to be a development cluster with a range of uses and activities commonly found in a small urban area. Typical uses include residential at various densities, but relatively high densities, commercial, other places of employment, and parks and/or other public gathering places. A central water and/or wastewater system accommodate this relatively high level of development.
Town park	This district includes those Town lands that currently are operated as a park and those parcels that could be used as a Town park in the future.
Marina	This district includes large marinas, whether public or private, where the primary use is related to the storage, mooring, docking, and servicing of boats and the like.
Mixed uses	This district is intended to accommodate residential uses and commercial uses on the same parcel. Commercial uses would be compatible with the general character of the area and would be small-scale enterprises. Examples of appropriate commercial uses include owner-occupied contractor yards, cottage industries, and home occupations. The commercial uses would be located at or near the road, with residential behind. Commercial uses would be reviewed on a case-by-case basis as a conditional uses.
Non-metallic mine	This district includes lands that are currently used as a non-metallic mine or which could be used for such use.
<b>Overlay District</b>	
Wetland district	State law protects wetlands from inappropriate uses and development. This district identifies the approximate locations of wetlands greater than 5 acres in size which the Wisconsin Department of Natural Resources has identified. All wetlands, both mapped and unmapped, should be protected to the greatest extent possible. The locations shown are approximate and field verification will be needed to determine the location and extent of wetlands on each parcel.

Note: These descriptions correspond to the districts shown on Map 5-1.

## Future Transportation Plan

The Town's road system, while functional, is in need of improvement. It is recommended that the Town adopt a detailed road improvement program to help identify needs and to then prioritize them.

Given the low level of new development contemplated in the future land use plan, no new major road projects are identified, except for continued maintenance. Likewise, the functional classification of the roads in the Town's boundary will not change either (Map 5-2).

The Town has several recreation trails. One trail starts across the road from the Town's Emergency Building, and is known as the Capser Trail. This trail goes through the forest to Middle Road in the

summer. In the winter, this trail continues out to Black Shanty Road. This trail runs about one-third the length of the island in the winter only. The other trail network is found at the other end of the island. It is recommended that a trail connect these trails to provide recreational access from one end of the island to the other (Map 5-2).

It is also recommended that the Town start investigating the feasibility of, and support for, developing a public marina near the Town center. Several possible locations are shown on Map 5-2.

## Future Utilities and Community Facilities

Exhibit 5-2 identifies those utilities and community facilities provided by the Town and other service providers. By in large, the Town’s facilities are in fairly good shape. The Fire Department will need to purchase another ambulance in the near term to provide continuous emergency care to town residents. If a patient is transported to the mainland, town residents would be without ambulance service for at least three hours.

Extensions to the central water and wastewater system will need to occur to accommodate the expanded Town center. It is possible that a central water system may need to be developed in the coming years.

Although a community center is desired by residents, the Town will need to investigate the feasibility of and support for building a new facility. Likewise, health care is not available on the island to the extent desired. Because residents must go to the mainland for health care services, there is a need to study the feasibility of and support for helping to bring additional health care services to the island.

Map 5-3 shows the location of existing and planned facilities along with the existing and proposed service area for the sewer system.

**Exhibit 5-2. Utility and Community Facility Assessment: 2006-2025**

Facilities & Utilities	Status 2005	Recommendation			
		2006-2010	2011-2015	2016-2020	2021-2025
Telecommunication	Inadequate	Need better cell phone reception.	Need better cell phone reception.	Need better cell phone reception.	-
Electrical Transmission	Adequate	Adequate	Adequate	-	-
Solid Waste and Recycling	Adequate	Adequate	Adequate	-	-
Central water system	Currently no system	-	-	May be needed in the Town Center	-
Central wastewater system	Adequate	Treatment facility upgrade and extensions to collection system as needed	Treatment facility upgrade and extensions to collection system as needed	Extensions to collection system as needed	Extensions to collection system as needed
Stormwater Management	Adequate	-	-	-	-
Madeline Island Airport – runway	Inadequate	Runway extension, also see 6-year improvement plan	See 6-year improvement plan	See 6-year improvement plan	See 6-year improvement plan

Exhibit 5-2. Utility and Community Facility Assessment: 2006-2025

Facilities & Utilities	Status 2005	Recommendation			
		2006-2010	2011-2015	2016-2020	2021-2025
Madeline Island Airport – support facilities	Adequate	See 6-year improvement plan	See 6-year improvement plan	See 6-year improvement plan	See 6-year improvement plan
Commercial dock	Inadequate needs loading lane	Upgrade as needed	Upgrade as needed	Upgrade as needed	Upgrade as needed
Public marina	Currently none	Develop new facility near Town Center	-	-	-
Recreation Facilities - parks	Adequate	-	-	Consider Develop additional facilities	Consider Develop additional facilities
Recreational trails	Inadequate	Develop additional trails	-	Adequate	Develop additional trails
Community center/recreation center	Inadequate	Develop a new facility	Consider new facility	Consider new facility	-
Recreation center	Inadequate	Develop a new facility	-	-	Potential expansion
Library Services	Inadequate	Upgrade	Adequate	Adequate	Upgrade
Fire Protection – Facility	Adequate	Possible expansion	Possible expansion	Possible expansion north	Possible expansion north
Fire Protection – Equipment	Inadequate	Equipment upgrades	Adequate	Adequate	Equipment upgrades
EMS	Adequate	Purchase a new ambulance	-	-	-
Municipal Building Town Hall	Adequate	-	-	-	Need additional office space
Town Garage	Inadequate	-	Expansion / renovation Adequate	Adequate	-
Public Schools	Adequate	-	-	-	Renovation
Child Care	Inadequate	Need more capacity	Need more capacity	Need more capacity	Need more capacity
Health Care	Inadequate	Renovate facility and expand hours of operation	Renovate facility and expand hours of operation -	Renovate facility and expand hours of operation	Renovate facility and expand hours of operation -
Cemeteries	Adequate	-	-	-	-

The next meeting will deal with Section 2: Community Vision and Plan Implementation.

The TPC hopes to set a public hearing on the plan update in August or early September.

### VIII. Future Agenda Items

- a. Comprehensive Plan – Section 2

### IX. Schedule Future Meetings

Next Special Meeting to be held **Wednesday, June 18, 2014 at 4:30 p.m.**

Vice-Chair Brummer stated that he will be absent from this meeting.

**X. Adjournment**

G. Thury moves to adjourn. S. Soucek seconds. All in favor; motion carries. Meeting ends at 5:55 pm.

**Town Plan Commission minutes respectfully submitted by Lisa Potswald, Planning and Zoning Administrator, on Thursday, June 12, 2014.**