



Ashland County

**Comprehensive
Plan: 2006 to 2025**

Policy Document

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Acknowledgements

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Countywide Oversight Committee

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Vierbicher Associates, Inc.; Madison, Wisconsin



Introduction

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Foreword

In 2002, all of the jurisdictions in Ashland County (with the exception of the City of Ashland) submitted a multi-jurisdictional grant application to the Wisconsin Land Council to help fund the preparation of comprehensive plans for each consistent with the new planning legislation adopted in 1999. The application was funded in 2003. The County hired Vierbicher Associates

to assist with the countywide plan and plans for 15 of the 16 individual jurisdictions.

Chapter Contents

- ◆ Foreword
- ◆ What is a Comprehensive Plan?
- ◆ How Will This Plan Be Used?
- ◆ Public Participation and Adoption Process
- ◆ Organization of Plan Documents
- ◆ Plan Monitoring and Amendment
- ◆ Community Survey
- ◆ Previous Local Planning Efforts
- ◆ Statewide and Regional Plans

What is a Comprehensive Plan?

A comprehensive plan is a document that describes a long-term vision that a community wants to achieve. It is a broad brush look at the entire community in terms of where it is now and where it would like to be in the coming years. It looks at the many parts of the community, how the community functions, and its role in the region.

The future vision is depicted with maps showing future conditions and with goals, objectives, and policies. Tasks and activities are also identified that need to be achieved to help implement the plan. By law, this comprehensive plan must look out at least 20 years.

“A comprehensive plan is intended to provide a rational basis for making local land use decisions and to serve as a blueprint for community-wide effort to achieve its vision.”

Having described what a comprehensive plan is, it’s also appropriate to describe what a comprehensive plan is not. Because a comprehensive plan is strategic in scope, it does not focus on physical design elements. It does not design a park for example, although the plan may identify a need for the park and prescribe some parameters for creating one. Neither is a comprehensive plan an engineering document intended to fix safety problems at a particular road intersection, for example. The fine details of design and engineering and many others will flow from the basic direction described in the plan.



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How Will This Plan Be Used?

Prior to the passage of the comprehensive planning legislation in 1999, most comprehensive plans in Wisconsin were not used as intended. In practice, many communities used their plans sporadically and sometimes inconsistently. Other plans were soon forgotten following adoption.

After January 1, 2010, land use decisions including zoning, subdivision regulations, and official mapping will have to be consistent with this plan (Exhibit 1-1). This means that land use regulations of these types must be revised or prepared so as to implement the vision articulated in this plan. Not only do the regulations have to be consistent with the plan, all individual decisions affecting land use must be consistent with the plan. Each rezoning after 2010, by law, has to be consistent with the community's comprehensive plan, including the future land use map.

Exhibit 1-1. Governmental Actions that Must be Consistent with a Municipality's Adopted Comprehensive Plan

- ◆ official maps
- ◆ zoning of shorelands or wetlands in shorelands
- ◆ local subdivision regulations
- ◆ zoning regulations

Source: §66.1001(3), Wis. Stats.

Public Participation and Adoption Process

Prior to starting the planning process, the County Board adopted a public participation plan, consistent with state requirements (§66.1001(4)a, Wis. Stats), to document the ways residents would be involved in the preparation, review, and approval of the plan.

Preparation and adoption of this plan occurred over a 36-month period. The County Board established an advisory planning committee and gave it the responsibility of developing the first draft of the plan. After the committee finished its work, it submitted a draft plan to the County's Zoning Committee, which by statute must adopt a resolution recommending it to the County Board. The Zoning Committee reviewed the draft as prepared by the advisory committee and made changes prior to sending it to the County Board with its recommendation. The County Board adopted the plan by ordinance, a copy of which is included as Appendix A. Following plan adoption, a copy of the adopted plan was mailed to the surrounding governmental entities, Wisconsin Department of Administration, and others as required by state law.



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Organization of Plan Documents

The comprehensive plan for Ashland County consists of two documents. The first document is the background report. It contains information that describes what is and what has been. It is organized into the following chapters:

- ◆ Housing
- ◆ Transportation
- ◆ Utilities and Community Facilities
- ◆ Agricultural, Natural, and Cultural Resources
- ◆ Economic Development
- ◆ Intergovernmental Cooperation
- ◆ Land Use
- ◆ Demographics

The second document is referred to as the policy document. It focuses on future conditions including:

- ◆ Community Vision
- ◆ Goals, Objectives, and Policies
- ◆ Plan-Based Forecasts
- ◆ Future Land Use
- ◆ Future Transportation
- ◆ Future Utilities & Community Facilities

Collectively, the background document and policy document constitute the comprehensive plan.

Plan Monitoring and Amendment

From time to time, it will become necessary to amend this plan. The specific details regarding the amendment process are outlined in the last chapter.

Community Survey

A written questionnaire was sent to a random sample of households in the county during fall 2003, in an effort to collect resident opinions and preferences on a number of important questions relating to the preparation of this plan.

The survey consisted of four pages and included approximately 20 questions. Sixteen of the questions were standard questions asked of the entire county sample, while the remaining questions were specific to the community that the respondent lived in. Of the 1,800 surveys that were mailed out, there was a response rate of 32 percent. Survey results were used to fashion this plan's long-term vision. A copy of the summary report is on file with the County.



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Previous Local Planning Efforts

The County does not currently have a countywide land use plan or comprehensive plan.

Statewide and Regional Plans

A number of statewide policy plans have been prepared (Exhibit 1-2). Each of these were reviewed as part of this planning effort to ensure consistency. These will be discussed in more detail in the remainder of the plan when appropriate.

Exhibit 1-2. Statewide Plans: 1994 to 2004

Title	State Agency	Year
<i>Translink 21</i>	Department of Transportation	1994
<i>Wisconsin Bicycle Transportation Plan: 2020</i>	Department of Transportation	1998
<i>Midwest Regional Rail System</i>	Department of Transportation	2000
<i>Wisconsin State Highway Plan 2020</i>	Department of Transportation	2000
<i>Wisconsin State Airport System Plan 2020</i>	Department of Transportation	2000
<i>State Recreational Trails Network Plan</i>	Department of Transportation	2001
<i>Wisconsin Pedestrian Plan</i>	Department of Transportation	2001
<i>Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2000-2005</i>	Department of Natural Resources	2000
<i>State Rail Plan</i>	Department of Transportation	Pending
<i>Wisconsin Consolidated Housing Plan; 2000-2005</i>	Department of Administration and Department of Commerce	2000
<i>Wisconsin Historic Preservation Plan; 2001-2005</i>	Wisconsin Historical Society	2001
<i>State of Wisconsin Hazard Mitigation Plan</i>	Wisconsin Emergency Management	2001

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Introduction

As most travelers know, it's a good thing to know where you're going and generally how to get there. While an adventurous traveler may relish the unknown, a community can't leave its future to happenstance. It takes a lot of hard work to maintain a high quality of life.

Healthy communities don't just happen – it takes commitment and hard work to develop and sustain them.

And it all starts with a clear vision.

It will guide capital expenditures made by the County Board and the various county departments.

It will also help give direction to a wide range of non-governmental organizations providing services within the County. It will guide the formation (or revision) of land development regulations, including zoning regulations.

Goals, Objectives, Policies, and Plan Implementation

As used in this plan, a goal is a long-term target that may or may not be achieved, but describes a desired outcome. Objectives are slightly different than goals. Objectives for the most part are measurable and therefore achievable. When an objective is achieved, one can see or sense a difference – something has changed.

In contrast, a policy is a statement describing a predetermined position on a particular issue or opportunity. These policy statements are designed to help achieve one or more objectives. Achieving an objective, in whole or in part, will help achieve a stated goal.

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- ◆ Introduction
- ◆ Goals, Objectives, Policies, and Plan Implementation

This part of the plan provides a vision that will help to avoid the tyranny of small decisions. The County's vision as shown in the inset box is a description of what the County will be like in 20 years. The goals, objectives, and policies listed in this chapter build off of the vision statement.

The information provided in this chapter will help to guide decisions and decision-makers in the coming years. It will guide development occurring in the private sector.



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Goals
1. Housing
2. Transportation
3. Utilities and Community Facilities
4. Agriculture
5. Natural Resources
6. Cultural Resources
7. Economic Development
8. Intergovernmental Cooperation
9. Land Use
10. Community Involvement
11. Plan Monitoring and Evaluation

This countywide plan only includes overarching goals and objectives. Policies contained in each of the town comprehensive plans are incorporated by reference to acknowledge the unique differences between the various towns. This means that when a particular issue arises in the Town of Morse, for example, the county will look to the policy statements in Morse’s comprehensive plan for guidance as may be appropriate.

Implementation actions are identified here as specific things that should be done to achieve these goals, objectives, and policies.

The County, along with the other local units of government, has a lot to do with the quality of life in the community. However, it cannot and should not try to do it all alone. Many other local entities can also help achieve the overall vision. Churches, civic organizations, school districts, and community leaders, for example, can and do affect the quality of life for county residents. Given the limited resources these entities have, it will become very important to look for public/private partnerships whenever they can.

It should be noted that preparation of this plan, and especially the future transportation and land use maps, implement a number of the goals, objectives, and policies.

Some of the goals and objectives contained in this chapter can be mapped. These maps identify in broad terms how development should occur in the future and are included in Chapter 5. Once adopted, the maps will form the basis for more specific land development regulations. The future transportation map, also included in Chapter 5, identifies how the transportation network should look by the end of the 20-year planning period.

Taken together, these individual parts will help avoid the “tyranny of small decisions”, which occurs when decisions are made without a view toward the future or without a desired end goal.

Implementation actions are identified here as specific things that should be done to achieve these goals, objectives, and policies.

This comprehensive plan has been drafted as an integrated whole so that all of the parts are consistent with and support each other. As discussed in chapter 4, much of the plan centers on the anticipated change in the population base. The growth rate and the number of additional housing units certainly have direct implications for the housing stock and also for land use. The future land use map has been fashioned to identify those areas where additional development could occur. Environmental constraints such as wetlands, floodplains, and other environmentally sensitive resources dictate what areas should be left undeveloped or perhaps used in such a way as to preserve the integrity of the resource. In turn, the transportation plan along with the goals, objectives, and policies all support



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housing and future land use considerations. The same holds true for community facilities and utilities. The presence or absence of certain facilities/services can help to define those areas best suited for development. Economic development strategies recognize the town's position in the regional economy and accommodate the growing population. Because all of the goals, objectives, and policies are contained in this one chapter, it is possible to ensure consistency by reviewing just a few pages out of the entire plan.

Goal #1. – Housing: Provide for a variety of housing choices that promote affordable and decent housing for all County residents.

Objectives:

1. Promote and encourage the maintenance and improvement of the County's housing stock.
2. Increase cooperation among both public and private agencies to address the provision of affordable housing for residents.
3. Increase the range of affordable housing types and prices in order to meet the needs of residents.
4. Minimize the environmental impact of residential growth.
5. Maintain a positive and sustainable growth rate.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Work with the Towns to create an ordinance to control the number of residential units per lot of record.	X				Land Use and Zoning Committee

Goal # 2 - Transportation: Provide a transportation network that will ensure the safe and efficient movement of individuals and goods, while respecting the quality of life and character of the community.

Objectives:

1. Maintain the natural beauty of the County's roadways and scenic views.
2. Enhance the County's transportation network for motorized/nonmotorized recreational use.
3. Explore the opportunities for public transportation and carpooling.



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Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Develop guidelines to manage trees within the right-of-ways of County roads.		X			Land Use and Zoning Committee
2. Plan and budget for the repair and maintenance of existing County roads.	X	X	X	X	County Board
3. Create a citizen committee as a means of soliciting input when planning for motorized/nonmotorized trail.		As needed			County Board
4. Study the feasibility of and support for designating Highway 13 as a state scenic highway.	X				County Board

Goal #3 – Utilities and Community Facilities: Ensure adequate provision of public services by encouraging development within the County's capacity to provide such services.

Objectives:

1. Increase the number of public recreational facilities and trails in the County.
2. Increase coordination of the siting, building, and redevelopment of public facilities and the sharing of public services when possible.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Develop a proposal for increasing opportunities for recycling and the best way of disposing of items like tires and old vehicles and forward it to the garbage collector and the county as a starting point for discussion.	X				County Board
2. Investigate options for promoting recreational opportunities, including identifying funding source for future acquisitions.	X				Land Use & Zoning Committee
3. Explore the feasibility of and support for creating a motorized/non-motorized trails.	X				County Board



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Goal #4 – Agriculture: Preserve the County’s agricultural land base to protect the County’s aesthetics, rural character, and agricultural heritage for future generations.

Objectives:

1. Maintain the operation of existing farms.
2. Encourage the preservation and protection of agriculturally productive soils.
3. Decrease non-point water pollution.
4. Increase the number of acres of agricultural land that is voluntarily protected through conservation easements.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Identify options for preservation and development of sustainable agriculture in the County.	X				Land Use and Zoning Committee
2. Study the feasibility of and support for establishing a purchase of development rights (PDR) program.	X				Land Use and Zoning Committee

Goal # 5 – Natural Resources: Preserve and protect the County’s natural resource base from potential degradation and contamination.

Objectives:

1. Encourage the preservation and protection of environmental corridors for wildlife, water quality values, and habitat protection.
2. Increase collaboration with watershed associations.
3. Increase protection of the surface and groundwater resources.
4. Maintain the natural beauty of the County’s roadways and scenic views.
5. Maintain and encourage the sustainable use and development of natural resources.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Work with the Towns to develop guidelines to maintain forest buffers along roads.	X				County Board
2. Complete the inventory of hydrogeology and soils in the county.	X				County Administrator
3. Review and update the inventory of hydrogeology and soils in the county.			X		County Administrator



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Goal #6 - Cultural Resources:

Promote and preserve the County's cultural resource base.

Objective:

1. Increase the awareness of and protection of local historic and archaeological resources.
2. Increase the number of historic sites in the County which are listed on the National Register of Historic Places and/or on the State Register of Historic Places.
3. Maintain the natural beauty of the County's roadways and scenic views.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Contact and meet with the local and/or State Historical Society representatives to better understand programs and opportunities.	X				County Board
2. Promote the state's Sesquicentennial and Century Farm and Home program and encourage those who qualify in the County to apply.	X	X	X	X	County Administrator

Goal #7 - Economic Development: Develop and maintain a strong economy that supports residents and the community with services, opportunities, and amenities consistent with the County's rural character.

Objectives:

1. Expand joint effort marketing programs.
2. Increase the number of full-time jobs.
3. Encourage the creation of home-based businesses and cottage industries.
4. Increase the total acreage of land available for commercial development near existing infrastructure.
5. Encourage efforts to become a more self-sufficient economy.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Explore available educational and financial resources and programs which will promote home-based businesses.	X				Land Use and Zoning Committee



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Goal #8 – Intergovernmental Cooperation: Achieve a high level of cooperation and consistency among local units of government.

Objectives:

1. Improve communication with nearby municipalities, school districts, special districts, and other government entities.
2. Increase coordination of the siting, building, and redevelopment of public facilities and the sharing of public services when possible.
3. Enhance coordination/communication with state agencies.
4. Minimize costs and maximize services for residents by working more effectively with other units of government.
5. Increase coordination with the Forest Service and the Bad River Tribe.

Implementation Action Items	Schedule				Responsible Entity
	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	
1. Invite area governments and school districts to participate in facility planning meetings.		As needed			County Board
2. Send copies of draft plan amendments to surrounding jurisdictions to allow the opportunity to review and comment on proposed amendments.		As needed			County Board
3. Develop an accurate inventory of all active and terminated intergovernmental agreements.	X				County Administrator
4. Initiate joint meetings with surrounding jurisdictions on a periodic basis to discuss issues of common concern.	X				Land Use and Zoning Committee
5. Send a letter to the regional forester with the Forest Service inviting him/her to meet with the County Board to discuss issues of common concern.	X				County Administrator

Goal #9 – Land Use: Support a land use pattern that facilitates the growth of cities, villages and hamlets and the protection of forests and agricultural lands.

Objectives:

1. Maintain the integrity and viability of forestry and forestry-related practices.
2. Minimize the negative effects of incompatible land uses.
3. Minimize conflicts between forest and non-forest related uses.
4. Maintain a well-balanced mix of land uses within the County including commercial and industrial.
5. Support the Land and Water Conservation Plan.



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Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Amend the County's zoning regulations to ensure they implement this plan and the comprehensive plans of the 13 Towns.	X				Zoning Committee, County Board
2. Amend the County's land division regulations to ensure they implement this plan and the comprehensive plans of the 13 Towns.	X				Zoning Committee, County Board
3. Update the County's Land and Water Management Plan.		X		X	Land Conservation Committee

Goal #10 – Community Involvement: Encourage every household to be involved in the affairs of the community.

Objectives:

1. Increase the number of families and individuals who volunteer their time.
2. Increase citizen involvement and interest in the functions of local government.
3. Increase the amount of information available on the County's website.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Establish a formal program to recognize the contributions of individuals and groups who help make the County a great place to live.	X				County Board
2. Annually recognize the contributions of individuals and groups who help make the County a great place to live.	X	X	X	X	County Board
3. Begin posting meeting agendas and minutes on the County's website.	X				County Administrator



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Goal #11 – Plan Monitoring and Evaluation: Keep this comprehensive plan relevant, useable, and timely.

Objectives:

1. Keep the plan up-to-date.

Implementation Action Items	Schedule				Responsible Entity
	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	
1. Every 12 months, prepare and present a report to the County Board summarizing: <ul style="list-style-type: none"> • How the plan was used to direct major spending, regulatory, and construction decisions; • How development and redevelopment did or did not coincide with the guidelines of this plan; • How the County has changed in ways that may call for amendments to the plan. 	X	X	X	X	Land Use and Zoning Committee
2. Review the adopted comprehensive plan and revise as necessary (minimum once every 5 years following adoption).	X	X	X	X	Land Use and Zoning Committee, County Board
3. Plan for and anticipate costs for amending this plan.	X	X	X	X	Land Use and Zoning Committee, County Board
4. Monitor the rate of growth on a yearly basis, and submit this information to the County Board in a timely manner.	X	X	X	X	Land Use and Zoning Committee
5. Annually review the capital expenditure budget to ensure that infrastructure will meet the anticipated growth.	X	X	X	X	County Board



Issues and Opportunities

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Introduction

This part of the plan documents the issues that were considered in the preparation of this policy document. The importance of issues can not be overstated. This whole planning exercise and the resultant plan was issue driven.

Chapter Contents

- ◆ Introduction
- ◆ Identification of Issues and Opportunities
- ◆ Economic Development Approach

Issues can be emerging concerns or old unresolved problems. An issue could be addressed one time, never to reemerge for a long time. Or, an issue could never really go away and may always need attention. Issues could range from localized concerns to those that are more global and affect many communities throughout the state and nation. Although the county has limited control over global, national, or statewide events, they are included here to ensure that they are considered and factored in the preparation of this plan to the extent appropriate.

The success of this plan in part rests on identifying relevant issues, prioritizing them for action, and adopting appropriate goals, objectives, and policies to address each.

This chapter also addresses economic development from a county-wide perspective.

Identification of Issues and Opportunities

The issues and opportunities listed in this chapter were derived over the course of the planning process and were generated in a number of ways. First, visioning sessions were held in each of the local jurisdictions as part of their planning processes. Second, the County Oversight Committee used this as a starting point for discussion and provided additional input. Exhibit 3-1 lists the issues and opportunities that were of common concern to those jurisdictions participating in the County's multi-jurisdictional planning effort.



Issues and Opportunities

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Exhibit 3-1. Issues and Opportunities: 2005

Governance / Citizen Involvement

- ◆ Lack of interest in serving in an elected capacity
- ◆ Lack of interest in local issues until personally affected
- ◆ Development of new avenues to inform town residents
- ◆ Volunteerism and community involvement
- ◆ Local jurisdiction is receiving proper level of representation at the county level

Tax Base

- ◆ Loss of state shared revenue
- ◆ Citizens wanting lower local property taxes
- ◆ Over reliance on residential property
- ◆ Potential negative impacts of growth on local property taxes

Demographics

- ◆ Aging of population
- ◆ Changing nature of households (more single member households, etc)
- ◆ Declining household size

Housing

- ◆ Affordability
- ◆ Availability
- ◆ Housing age/maintenance
- ◆ Few options for housing other than single-family units
- ◆ Few housing options for certain groups (elderly, handicapped) in the Town
- ◆ Absentee landowners
- ◆ Predominance of increasing seasonal housing

Community Character

- ◆ Unsightly or blighted properties
- ◆ Lack of community identity
- ◆ Community gathering place/recreation facility
- ◆ Crime
- ◆ Maintenance of quality of life
- ◆ Historic preservation

Transportation

- ◆ Level of truck traffic on town roads
- ◆ Number of speeding motorists
- ◆ Safety concerns at problem intersections
- ◆ Maintenance of local roads
- ◆ Limited specialized transportation for elderly, handicapped
- ◆ Railroad services
- ◆ Bus service
- ◆ Proximity to major airport
- ◆ Recreation trails – motorized/nonmotorized

Utilities and Community Facilities

- ◆ Child care services
- ◆ Health care services – availability
- ◆ Quality of K-12 education
- ◆ Lack of recreation facilities for youth
- ◆ Lack of recreation facilities for teenagers
- ◆ Lack of recreation facilities for elderly
- ◆ Provision of more organized sport facilities
- ◆ Provision of more passive / unorganized recreation opportunities
- ◆ Citizens wanting more public facilities/services (e.g. parks, shelters, trails, ATV, etc.)
- ◆ Energy supply
- ◆ Electrical distribution
- ◆ Lack of high-speed Internet access
- ◆ Need for improved cellular reception

Agriculture

- ◆ Farmland loss
- ◆ Decline in the local farm economy
- ◆ Decline in the state and national farm economy
- ◆ Farm agglomeration
- ◆ Conversion of working farms to hobby farms



Issues and Opportunities

Ashland County
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Exhibit 3-1. Issues and Opportunities: 2005 (continued)

Natural Resources	Intergovernmental Cooperation
◆ Cumulative environmental impacts	◆ Relationship with Bad River Band
◆ Air quality	◆ Competition for tax base growth with other jurisdictions in region
◆ Surface water quality	◆ Opportunities for intergovernmental cooperation
◆ Ground water quality	◆ Relationship with state and federal mandates
◆ Flooding	
◆ Stormwater	Land Use
◆ Lack of, or improper, forest management on private lands	◆ Encroachment of incompatible land uses
◆ Relationship with private, industrial forest landowners	◆ Existing land use conflicts
◆ Loss of wetlands	◆ Zoning enforcement
◆ Development along shores of area lakes and rivers	◆ Inappropriate signage (size, location, etc.)
◆ Development on steep slopes	◆ Cell towers (location, height, appearance)
◆ Public access to streams	◆ Loss of rural character
◆ Access to sand and gravel deposits	◆ Scattered commercial uses
◆ Biodiversity	◆ Amount of land in public ownership (federal, state, county, local)
◆ Iron ore extraction	◆ High-voltage transmission lines (existing / planned)
Economic Development	◆ “Cost” of managing growth
◆ Lack of jobs in the Town	◆ “Cost” of not managing growth
◆ Decline in local farm economy	◆ Developing a mechanism to incorporate conservation subdivision design into more residential projects
◆ Decline in local forestry economy	◆ Management and use of forest land
◆ Growing opportunities for home occupations	
◆ Comparatively low household income as compared to others in region	
◆ Potential for ecotourism	



Economic Development Approach

Economic development in Ashland County will take a variety of forms and will largely be dictated by the context in which it occurs. Each of the jurisdictions in the county have in their individual comprehensive plans indicated their approach to economic development and what types of businesses would be appropriate and reasons why such a business would find their jurisdiction attractive and things that are preventing them from locating there. Economic development efforts should be tailored to the needs of the jurisdiction in which it is to occur.

As part of the individual Plans for each Town, Village and City that participated in the overall Ashland County Planning Process, each municipality participated in an exercise to determine desirable businesses for their municipality, their strengths and weaknesses for attracting businesses, and determining if they have an adequate number of sites for future business attraction/expansion. Please refer to Town/Village/City plans for the results of those exercises.



Plan-Based Forecasts

Ashland County
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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 comprehensive plans be based on population forecasts over the 20-year planning horizon.¹ 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 relates to future land use and arise out of the foregoing forecasts². 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.

Chapter Contents	
◆	Introduction
◆	Population Forecasts
◆	Housing Forecasts
◆	Employment Forecasts
◆	Land-Use Forecasts

Population Forecasts

As a whole, Ashland County’s population base has grown in recent years but at a relatively slow pace compared to the statewide growth rate. Between 1990 and 2000, 559 residents were added countywide. Three towns (Agenda, Jacobs, and Shanagolden) and the three municipalities (Ashland, Butternut, and Mellen) experienced a net population loss during this time period.

Over the next 20 years, all of the jurisdictions would like to experience a positive and sustainable growth rate. Some local jurisdictions need to do very little to meet their population goals given their comparative advantage in terms of housing market demand. Most communities though will need to be proactive and perhaps team with other like-minded jurisdictions in the immediate area to promote greater economic development along with residential development.

“The County and local jurisdictions will need to start and maintain a variety of economic development efforts in order to achieve the desired rate of growth.”

Through the planning process, local leaders have come to realize that they can influence the rate of growth through the policies they adopt and programs they support. For example, the Village of Butternut is currently spearheading a public/private effort to create a residential subdivision in the village to help boost student enrollment. Incentives are being offered as a means to encourage people who already work in the area to make Butternut their home. A variety of efforts need to be started and maintained in order to achieve the desired rate of growth.

¹ Wis. Stats. 66.1001(2)(a)

² Wis. Stats. 66.1001(2)(h)



Plan-Based Forecasts

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Based on the population growth rates selected by each of the local jurisdictions, it is anticipated that the County's population base will increase by 3,228 residents over the next 20 years. More than 85 percent of the growth will occur in the unincorporated areas of the county. This numeric increase is more than twice the growth experienced from 1990 to 2000. Almost all of the jurisdictions experiencing a net gain in population have selected a desired growth rate that closely matches what they have experienced.

Exhibit 4-1. Population Characteristics by Jurisdiction: 2006 to 2025

Jurisdiction	1990 to 2000		2006 to 2025		
	Annual	Population	Annual	Additional	Additional
	Average		Growth		
	Change	Change	Rate	Population	Households
Town of Agenda	-1.4%	-120	0.5%	60	71
Town of Ashland	0.6%	80	0.6%	80	48
Town of Chippewa	0.7%	60	0.7%	60	39
Town of Gingles	2.7%	502	3.1%	603	271
Town of Gordon	1.7%	149	1.7%	149	74
Town of Jacobs	-0.6%	-94	0.1%	20	61
Town of La Pointe	5.3%	99	2.4%	213	542
Town of Marengo	2.5%	246	2.1%	197	94
Town of Morse	1.5%	189	1.5%	189	91
Town of Peeksville	0.5%	20	0.5%	20	16
Town of Sanborn	2.5%	833	2.5%	833	420
Town of Shanagolden	-1.5%	-40	0.5%	20	20
Town of White River	1.5%	326	1.5%	326	198
Total Ashland County (unincorporated)	--	2,250	--	2,770	1,966
Village of Butternut	-0.3	-20	1.4%	130	72
City of Ashland	-0.8	-75	3.5% (1)	268 (1)	111 (2)
City of Mellen	-1.4	-200	0.3%	60	52
Total Ashland County	3.4	559	--	3,228	2,201

(1) City of Ashland Comprehensive Plan (Adopted October 26, 2004) Forecasts based on the moderate growth rate.

(2) Estimate



Plan-Based Forecasts

Ashland County
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Housing Forecasts

Having established the anticipated number of additional residents, it is possible to forecast the number of housing units that will be needed to accommodate the growing population. As in intermediate step, 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 Ashland County. This means that even if the county's population 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.

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 simply not occupied. The calculated number of housing units is also shown in Table 4-2.

Exhibit 4-2. Housing Units by Jurisdiction: 2006 to 2025

Jurisdiction	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	2006 to 2025
Town of Agenda	26	27	28	31	112
Town of Ashland	14	14	15	15	58
Town of Chippewa	16	18	18	18	70
Town of Gingles	59	71	83	101	314
Town of Gordon	41	44	51	54	190
Town of Jacobs	20	22	21	25	88
Town of La Pointe	127	140	150	153	570
Town of Marengo	27	32	36	41	136
Town of Morse	38	43	45	53	179
Town of Peeksville	7	7	8	7	29
Town of Sanborn	83	95	110	125	413
Town of Shanagolden	12	10	13	15	50
Town of White River	45	50	57	68	220
Total Ashland County (unincorporated)	515	573	635	706	2,429
Village of Butternut	20	20	20	20	80
City of Ashland	31	31	31	32	125 (1)
City of Mellen	15	14	15	16	60
Total Ashland County	581	638	701	774	2,694

(1) City of Ashland Comprehensive Plan (Adopted October 26, 2004) Forecasts based on the moderate growth rate.



Plan-Based Forecasts

Ashland County
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Employment Forecasts

As shown on each of the future land use maps, 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 for each of the jurisdictions (Table 4-3). During the first five-year increment, it is anticipated that the land designated for commercial and industrial land uses could support 315 additional jobs in the unincorporated area of Ashland County.

Exhibit 4-3. Additional Employment by Jurisdiction: 2006 to 2025

Jurisdiction	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	2006 to 2025
Town of Agenda	20	20	20	20	80
Town of Ashland	11	11	11	11	44
Town of Chippewa	33	33	33	33	132
Town of Gingles	40	40	40	40	160
Town of Gordon	17	17	18	18	70
Town of Jacobs	25	25	30	30	110
Town of La Pointe	32	38	44	50	164
Town of Marengo	20	20	20	20	80
Town of Morse	61	61	61	61	244
Town of Peeksville	20	20	20	20	80
Town of Sanborn	(1)	(1)	(1)	(1)	(1)
Town of Shanagolden	11	11	11	11	44
Town of White River	25	25	25	25	100
Total Ashland County (unincorporated)	315	321	333	339	1,308
Village of Butternut	(1)	(1)	(1)	(1)	(1)
City of Ashland	(2)	(2)	(2)	(2)	(2)
City of Mellen	106	106	106	106	424
Total Ashland County	--	--	--	--	--

(1) These communities have not yet developed employment forecasts.

(2) City of Ashland Comprehensive Plan (Adopted October 26, 2004) did not include employment forecasts.



Plan-Based Forecasts

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Land-Use Forecasts

On a countywide basis, the vast majority of new housing units will be single family units and likely occur on larger lots. Roughly 15 percent of the single family units will be on central sewer and comparatively small lots. To accommodate the number of anticipated new dwelling units, at least 24,600 acres should be shown on the future land use map for residential purposes (Exhibit 4-4). It is also anticipated that an additional 200 acres of commercial land will develop over the next 20 years, along with 120 additional acres of industrial uses. .

It should be noted that these forecasts 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 real estate market.

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 ¹	506	574	669	776	2,525
Additional households	277	321	381	454	1,433
Additional housing units	634	768	979	1,237	3,618
Additional land (acres) ²					
Agriculture	80	305	305	305	995
Commercial	49	50	51	52	202
Industrial	30	32	33	34	129
Residential	5,283	5,838	6,340	7,156	24,617
Additional employment (jobs)	328	339	355	366	1,388

Notes:

1. The total population includes those living in an institutional setting and those living in households.
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.
3. Each number represents the sum of the corresponding cell from each of the municipalities' Plans in Ashland County, excluding the City of Ashland and Town of Sanborn.



Future Conditions

Ashland County
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Chapter Contents

- ◆ Introduction
- ◆ Future Land Use Plan
- ◆ Future Transportation Plan
- ◆ Future Utilities and Community Facilities

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 county'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 demographic trends should be considered as well. As documented in the background report, the Ashland County's aging population will have a profound impact on the types of public services that ought to be available.

This part of the plan 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

In formulating this countywide plan, the County elected to develop the land use framework in a bottom-up approach. Each of the local jurisdictions prepared their own future land use maps based on local input and needs. These individual future land use plans are incorporated into this plan by reference. Future land use maps for the Village of Butternut and cities of Ashland and Mellen are included here as a reference recognizing that the county does not exercise any land use controls in incorporated jurisdictions.

The foundation for decision making is a clear land use plan based upon sound planning principles and the community's vision for its future.

Each of the individual land use plans was created to be consistent with and further the goals and objectives contained in this countywide plan and the unique visions created by each of the towns.

As shown on the map depicting the land management factors, a significant amount of the county is not available for development. Public lands consisting of national forest, county forest, and other types of public resource lands, occupy a significant portion of the county. Wetlands and floodplains also decrease the amount of land that can be developed.



Future Conditions

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Throughout the county, a range of residential densities are provided. Much of the commercial and industrial development likely to occur in the county will occur in and around established incorporated jurisdictions and unincorporated hamlets such as Sanborn and Marengo.

Future Transportation Plan

The road system in Ashland County is in relatively good shape. Given the rural nature of the county, a significant number of local roads are gravel. In the coming years, a few segments with higher traffic levels may be hard-surfaced as funding allows, but the majority will still be gravel.

Given the low level of new development contemplated in the future land use plan, no new major road improvements have been identified. Likewise, the functional classification of the roads in the county will not change either.

Several potential multi-use trails could be established and are included in the individual town comprehensive plans.

Future Utilities and Community Facilities

As shown in Exhibit 5-1, the facilities operated by Ashland County are adequate for the next 20 years. An assessment of utilities and community facilities at the local level are provided in each of the local plans.



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Exhibit 5-1. County-Level Utility and Community Facility Assessment: 2006-2025

Facilities & Utilities	Status 2005	Recommendation			
		2006-2010	2011-2015	2016-2020	2021-2025
County Courthouse	Adequate	-	-	-	-
County Courthouse Annex	Adequate				
Highway Department Garage - Highbridge	Adequate	-	-	-	-
Highway Department Garage - Glidden	Adequate	-	-	-	-
Highway Department Storage - Ashland	Adequate	-	-	-	-
County Memorial Forest	Adequate	-	-	-	-
Forester's Office (Butternut)	Adequate	-	-	-	-
Parks	Adequate	-	-	-	-
Police	Adequate	-	-	-	-
County Health Services	Adequate	-	-	-	-
Library	Adequate	-	-	-	-

Future Land Use: 2006 to 2025
Ashland County Comprehensive Plan

Future Land Use

- Residential - 1 acre parcels or less
- Residential - greater than 1 ac. less than 10 ac parcels
- Residential - 10 acre parcels and greater
- Commercial
- Mixed use
- Government and institutional
- Industrial
- Town hamlet
- Public resource land
- Agriculture
- Recreation
- Landfills
- Forest lands
- Marine
- Unrestricted
- Town of Sanborn - no land use plan

Map Legend


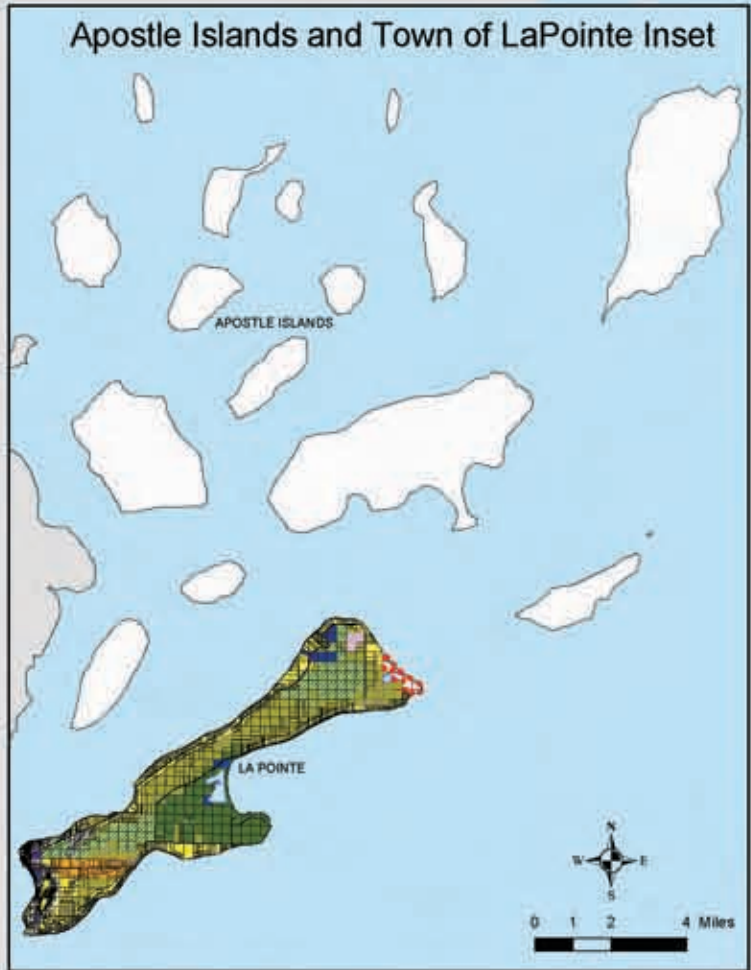
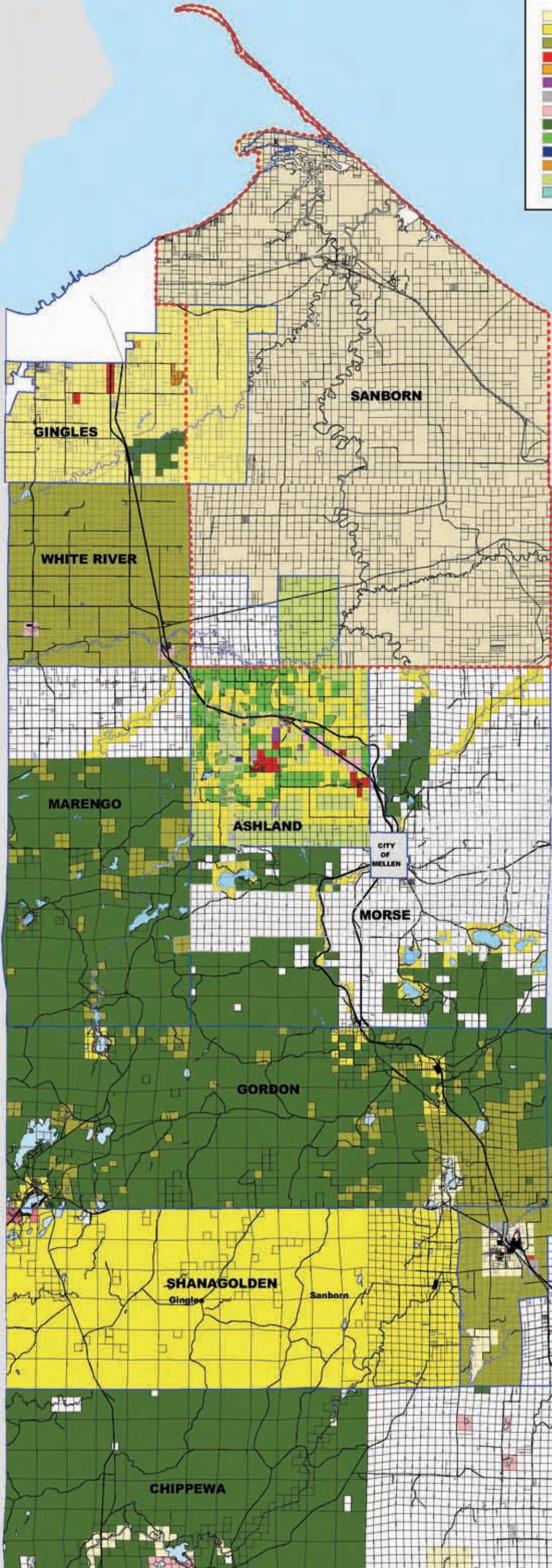
- Surface water
- Hamlet
- Municipal boundary

Overlay Districts

- Indian reservation
- Wetland resource
- Non-irrigable area
- Community - LaPointe

This map is general and is intended as an overall reference. Please refer to each of the individual town plans which are more specific and comprehensive regarding land use. This map is not a zoning map. It merely generalizes from land use zoning existing in the various plans.

Map Scale: 0 1 2 4 Miles

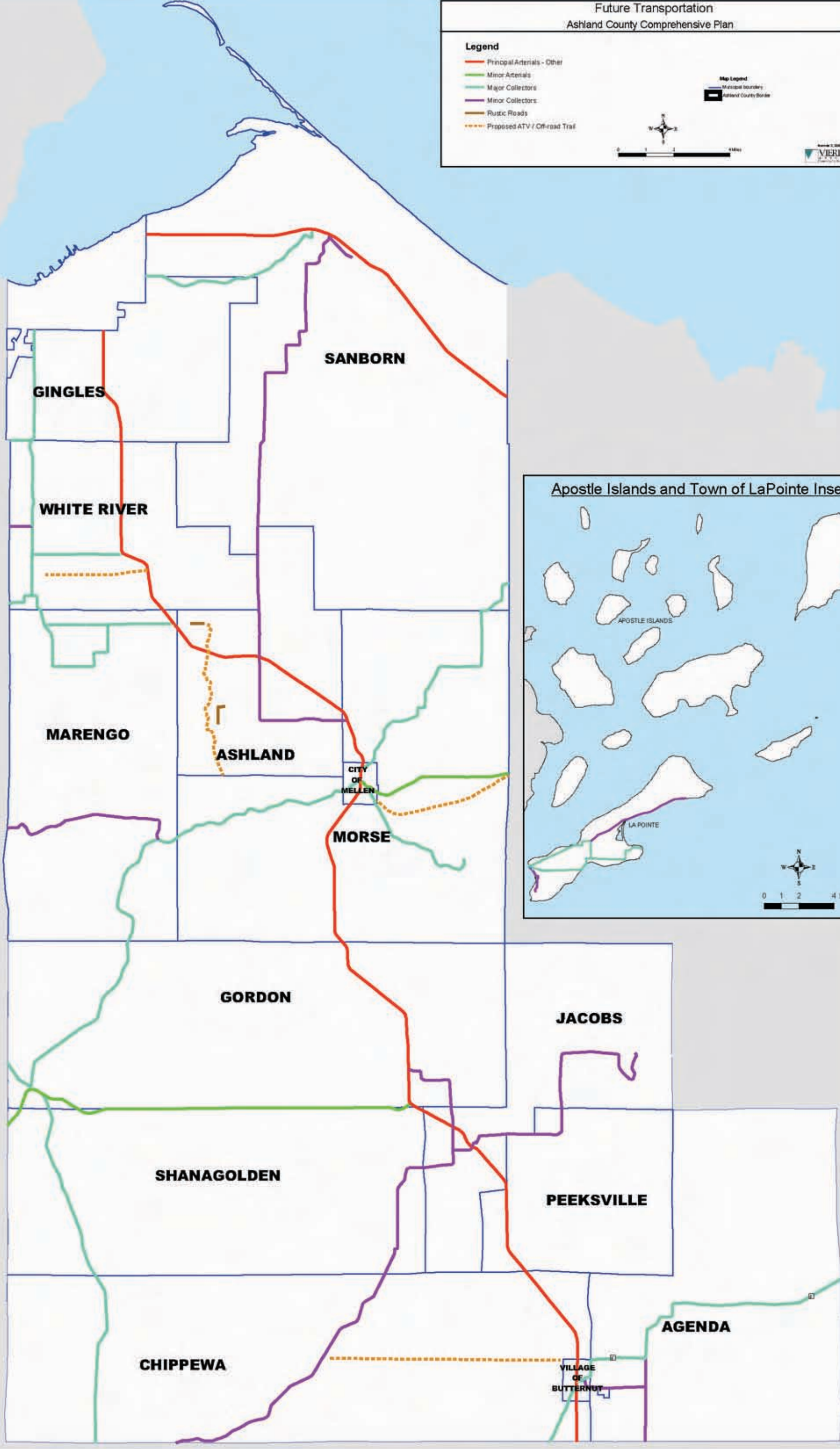
Future Transportation
Ashland County Comprehensive Plan

Legend

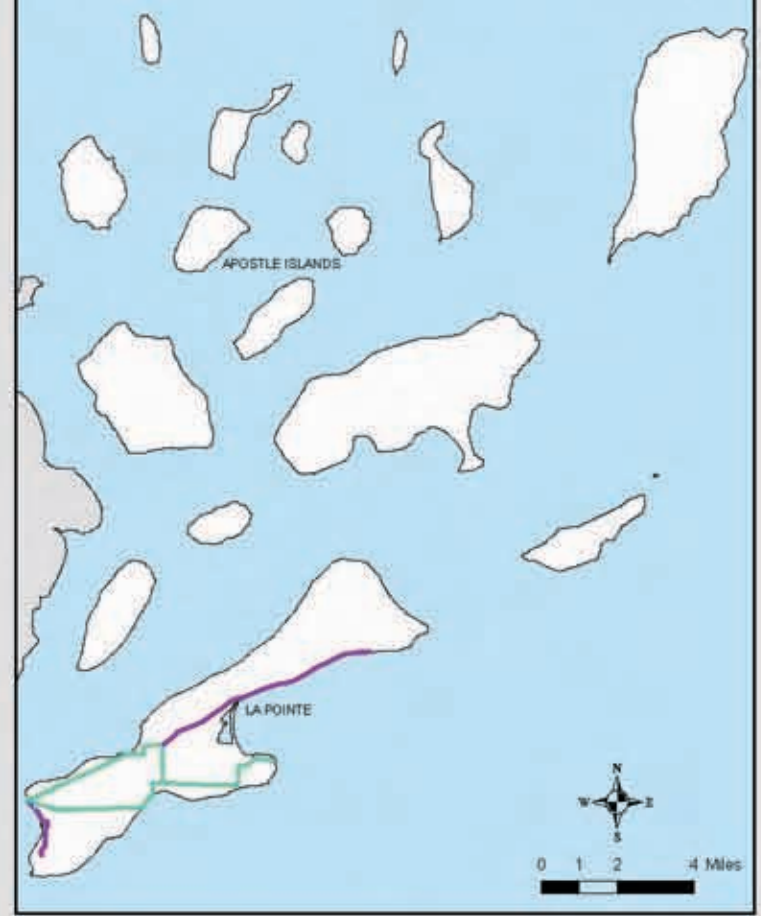
- Principal Arterials - Other
- Minor Arterials
- Major Collectors
- Minor Collectors
- Rustic Roads
- Proposed ATV / Off-road Trail

Map Legend

- Municipal boundary
- Ashland County Boundary



Apostle Islands and Town of LaPointe Inset





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PART 1. GENERALLY

Section 1-1. Authority

This plan is enacted pursuant to and consistent with §66.1001, Wis. Stats.

Section 1-2. Applicability

1. *Jurisdictional Area.* The provisions of this plan shall be applicable throughout Ashland County, except in the incorporated jurisdictions.
2. *Conformance with Plan.* After January 1, 2010, all county programs and actions relating to zoning, subdivisions, and official mapping shall be consistent with this plan. Prior to that date, this plan shall be used as a guideline.

Section 1-3. Severability

If a court of competent jurisdiction determines that a section, subsection, paragraph, sentence, clause, or phrase in this plan is unconstitutional or otherwise invalid, the validity of the remaining portions shall continue in full force and effect.

Section 1-4. Effective Date

This plan shall be effective on the first day after the date of publication or posting as provided for in §60.80(3), Wis. Stats.

Section 1-5. Development Expectations

As outlined in Part 3, this plan is subject to amendment and revision including the future land use map. As such, no special development rights are conferred upon any property by any designation or inclusion on the future land use map.

PART 2. INTERPRETATION

Section 2-1. Interpretation of Goals, Objectives, and Policies

1. Recognizing that some of the goals, objectives, and policies may advance or serve competing interests in varying degrees, this plan shall be interpreted so as to promote the public interest to the greatest extent.
2. In the construction of goals, objectives, and policies, the following shall be observed, unless such construction would be inconsistent with the text or with the manifest intent of the comprehensive plan:
 - a. *Singular and Plural Words.* Words in the singular include the plural and words in the plural include the singular.



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- b. *Tense.* Words in the present tense include the past and future tense and the future tense includes the present tense.
- c. *Shall or Will.* The word "shall" or "will" is mandatory.
- d. *May or Should.* The word "may" or "should" is permissive.
- e. *Include.* The word "includes" or "including" shall not limit a term to the specific examples listed, but is intended to extend its meaning to all other instances or circumstances of like kind or character.

Section 2-2. Responsibility for Interpretation.

In the event a question arises concerning a provision, or the application of a provision, contained in this plan, the Ashland County Land Use and Zoning Committee shall be responsible for rendering the final interpretation. In making such interpretation, the committee shall look to the overall intent of the comprehensive plan for guidance. The committee shall provide such interpretation in writing upon request and keep a permanent record of said interpretations.

PART 3. AMENDMENT

Section 3-1. Initiation

The following may submit an application for a plan amendment:

- a. Ashland County Board;
- b. Ashland County Land Use and Zoning Committee;
- c. Town board of any of the 13 towns in Ashland County;
- d. any resident of the county;
- e. any person having title to land within the unincorporated area of the county;
- f. any person having a contractual interest in land to be affected by a proposed amendment; or
- g. an agent for any of the above.

Proposals to amend this plan may be submitted to the Ashland County Clerk by February 1, May 1, August 1, and November 1.

Section 3-2. Burden of Proof

The person that proposes an amendment to the future land use map shall have the burden of proof to show that the proposed amendment is in the public interest and internally consistent with the remainder of the plan.

Section 3-3. Application and Review Procedure



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1. *Submittal of Application.* The applicant shall submit a complete application to the county clerk along with the application fee if any (See Sections 3-4 and 3-6).
2. *Transmittal of Application to Land use and zoning committee.* The county clerk shall forward one copy of the application to each member of the land use and zoning committee.
3. *Preliminary Review.* The land use and zoning committee shall review the application at one of its regular or special meetings. No decision shall be made at this time.
4. *Interdepartmental/Agency Review.* The county clerk shall forward one (1) copy of the application to appropriate county personnel and department heads that could be directly affected by the proposed amendment.
5. *Land use and zoning committee Meeting.* Allowing for proper public notice, the land use and zoning committee shall conduct a meeting to review the application.
6. *Land use and zoning committee Recommendation.* The land use and zoning committee shall pass a resolution stating its recommendation to the county board to either:
 - a. deny the proposed amendment; or
 - b. approve the proposed amendment without revision; or
 - c. approve the proposed amendment with those revisions it deems appropriate, provided such revisions are related to the proposed amendment.

A resolution recommending the amendment of the plan shall be by majority vote of the entire commission. The vote shall be recorded in the official minutes of the land use and zoning committee.
7. *Notification of Resolution.* If the land use and zoning committee adopts a resolution to not amend the comprehensive plan, the commission shall send a copy of the resolution to the county board. This action terminates the amendment process. If the land use and zoning committee adopts a resolution recommending amendment of the plan, the secretary of the land use and zoning committee shall forward a copy of the resolution and those sections of the plan containing the recommended amendments, along with an explanatory cover letter, to each of the following:
 - a. Bad River Public Library,
 - b. Vaughn Public Library,
 - c. Legion Memorial Library (Mellen),
 - d. Madeline Island Public Library,
 - e. Park Falls Public Library,
 - f. Town Clerk of each town within Ashland County,
 - g. City Clerk for the City of Ashland,
 - h. City Clerk for the City of Mellen,
 - i. Village Clerk for the Village of Butternut,
 - j. County Clerk for each of the following (1) Bayfield County, (2) Iron County (3) Sawyer County, and (4) Price County,
 - k. Bad River Band of Lake Superior Tribe of Chippewa Indians,



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- l. North West Regional Planning Commission,
 - m. Wisconsin Land Council, and
 - n. other agencies deemed appropriate.
8. *Public Notice for Public Hearing.* The county clerk shall provide a class 1 public notice (under Chapter 985, Wis. Stats.) that is published at least 30 days before the date of the scheduled public hearing. At the discretion of the county, other notice may be provided.
9. *Public Hearing.* The county board shall hold at least one public hearing to consider the recommended amendment.
10. *County Board Decision.* After reviewing the application and the land use and zoning committee's recommendation, the county board shall make a decision to either:
- a. deny the recommended amendment; or
 - b. approve the recommended amendment without revision; or
 - c. approve the recommended amendment with those revisions it deems appropriate, provided such revisions are limited to those matters considered in the public hearing.
- An affirmative vote to amend the plan shall be by majority vote of the members elect (as defined in §59.001(2m) Wis. Stats.) of the county board.
11. *Interagency Notification of Decision.* If the county board passes an ordinance to amend the plan, the county clerk shall forward a copy of the ordinance and pertinent sections of the plan, as amended, along with an explanatory cover letter, to each of the following:
- a. Bad River Public Library,
 - b. Vaughn Public Library,
 - c. Legion Memorial Library (Mellen),
 - d. Madeline Island Public Library,
 - e. Park Falls Public Library,
 - f. Town Clerk of each town within Ashland County,
 - g. City Clerk for the City of Ashland,
 - h. City Clerk for the City of Mellen,
 - i. Village Clerk for the Village of Butternut,
 - j. County Clerk for each of the following (1) Bayfield County, (2) Iron County (3) Sawyer County, and (4) Price County,
 - k. Bad River Band of Lake Superior Tribe of Chippewa Indians,
 - l. North West Regional Planning Commission,
 - m. Wisconsin Land Council, and
 - n. Department of Administration.

If the county board decides to not amend the plan, the county clerk shall send a letter, which states the county board's decision, to those entities listed in this part.

12. *Applicant Notification of Decision.* The county clerk shall mail the applicant, by regular U.S. mail, the original copy of the decision and notify the land use and zoning committee



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in writing of the county board’s decision (if it is not the applicant). If the recommended amendment is denied, the notification shall indicate the reasons for the denial.

13. *Update History of Adoption and Amendment.* If the county board passes an ordinance to amend the plan, the county clerk shall update the table found in Section 3-7 of this chapter.

Section 3-4. Application Content.

1. *Landowner-Initiated Amendment to the Future Land Use Map.* An application submitted by a landowner to amend the future land use map shall include the following:
 - a. a scaled drawing of the subject property;
 - b. a legal description for each of the parcels in the subject property;
 - c. a map of the existing land uses occurring on and around the subject property;
 - d. a written description of the proposed change;
 - e. a written statement outlining the reason(s) for the amendment; and
 - f. other supporting information the applicant deems appropriate.
2. *Other Amendments.* For all other types of amendments, the application shall include the following:
 - a. a written description of the proposed change;
 - b. a written statement outlining the reason(s) for the amendment; and
 - c. other supporting information the applicant deems appropriate.

Section 3-5. Limitations on Amending the Comprehensive Plan.

Amendments shall be made so as to preserve the internal consistency of the entire plan.

Section 3-6. Application Fees.

1. *Landowner-Initiated Amendments.* For all amendments to the future land use map that are initiated by the owner or another person having a contractual interest in land to be affected by the proposed amendment, an application fee, as may be set by the county board and on file at the county clerk’s office, shall be submitted at the time of application.
2. *Other Amendments.* For all other types of amendments, no application fee shall be assessed.

Section 3-7. Historical Summary of Plan Adoption and Amendments

The table below provides an overview of county board action regarding this plan.

Date	Ordinance Number	Description of Action
November 29, 2006	011-2006-60	County board adopts a comprehensive plan to comply with Wisconsin’s Smart Growth legislation.



Appendix A

*Ashland County
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Adoption Ordinance

ORDINANCE NO. 011-2006-60
ASHLAND COUNTY, WISCONSIN

AN ORDINANCE TO ADOPT A COMPREHENSIVE PLAN

Whereas, the County, pursuant to §62.23(2) and (3) of the Wisconsin Statutes, is authorized to prepare and adopt a comprehensive plan as defined in §66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Whereas the County Board has adopted written procedures designed to foster public participation in every stage of the preparation and review of the comprehensive plan as required by §66.1001 (4)(a) of the Wisconsin Statutes.

Whereas, the County established an advisory committee to develop a draft comprehensive plan, which consists of two documents: the background report and policy document.

Whereas, the Ashland County Zoning Committee has reviewed the draft comprehensive plan and has, by a majority vote of the entire body recorded in its official minutes, adopted a resolution recommending to the County Board the adoption of the comprehensive plan, which contains all of the elements specified in §66.1001(2) of the Wisconsin Statutes.

Whereas, the County Board has held at least one public hearing on this ordinance, in compliance with the requirements of §66.1001(4)(d) of the Wisconsin Statutes.

Now therefore, the County Board adopts those two documents, pursuant to §66.1001(4)(c) of the Wisconsin Statutes.

Now therefore, this ordinance shall take effect upon passage by a majority vote of the members-elect of the County Board (as defined in §59.001 (2m) of the Wisconsin Statutes) and publication/posting as required by law.

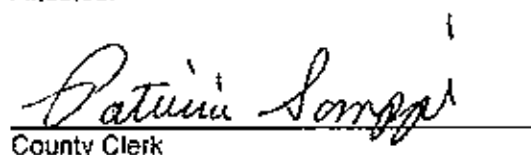
Now therefore, the County Clerk is directed to send a copy of the adopted comprehensive plan to the following, along with an explanatory cover letter:

- a. Bad River Public Library,
- b. Vaughn Public Library,
- c. Legion Memorial Library (Mellen),
- d. Madeline Island Public Library,
- e. Park Falls Public Library,
- f. Town Clerk of each town within Ashland County,
- g. City Clerk for the City of Ashland,
- h. City Clerk for the City of Mellen,
- i. Village Clerk for the Village of Butternut,
- j. County Clerk for each of the following (1) Bayfield County, (2) Iron County (3) Sawyer County, and (4) Price County,
- k. Bad River Band of Lake Superior Tribe of Chippewa Indians,
- l. North West Regional Planning Commission,
- m. Wisconsin Land Council, and
- n. Department of Administration.

Adopted this 29 day of November, 2006.

Attested:


County Board Chair


County Clerk

(Published/Posted): Dec. 1, 2006

Dated at the City of Ashland, Wisconsin, this 29th day of November, 2006.

Signed:

Reg Kucella

George P. Moran
George Moran

Bruce Hood
Dick Fuchs
Paul Kuebler
AMM

Allen P. Tisdale
Bob 3 Prof
Clarence L. Campbell
Ken Lindquist

VERIFICATION
I, the undersigned, being a duly qualified election official, do hereby certify that the foregoing resolution is a true and correct copy of a resolution of the Board of Supervisors of the County of Ashland, Wisconsin, as passed by the Ashland County Board of Supervisors of the County of Ashland on the 29th day of November, 2006. Witness my hand and seal of office on the 29th day of Nov. 2006.
Batumi Lempp
Batumi Lempp, Ashland County Clerk



Ashland County

**Comprehensive
Plan: 2006 to 2025**

Background Document

Adopted by County Board On: November 29, 2006

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Acknowledgements

Ashland County

Ashland County Board

District 1 – Michael Hamm	District 12 – Donald Moore, Sr.
District 2 – Matt MacKenzie	District 13 – Ronald Nye
District 3 – Jack Hogle	District 14 – Peg Kurilla
District 4 – Dave Martinsen	District 15 – George Mika
District 5 – Clarence Campbell	District 16 – Ken Lindquist
District 6 – Carol Ante	District 17 – Pete Russo
District 7 – Allan Lundquist	District 18 – Carl Kubley
District 8 – Fran Ante	District 19 – Mark Schmidt
District 9 – Joyce Kabasa	District 20 – Maxine Kleinsteiber
District 10 – John Schmidt	District 21 – Bud Holt
District 11 – Helen Croteau	

Ashland County Zoning Committee

Bud Holt
Allan Lundquist
George Mika
Pete Russo, Chair
Mark Schmidt

Countywide Oversight Committee

Ashland County	Ken Lindquist, Ronald Roethig, & Ervin Young
City of Ashland	Kathy Allen & Jane S. Smith
City of Mellen	Ervin Young & Tana Turonie
Village of Butternut	Troy Scherwinski & Joan Weis
Town of Agenda	Bud Holt & Donald Wohlleben
Town of Ashland	Mark Nuutinen & Jan Penn
Town of Chippewa	Maxine Kleinsteiber
Town of Gingles	John Felix & Walter Stolarzyk
Town of Gordon	Kenneth Bay & Carl Kubley
Town of Jacobs	Art Nehls & John Pankratz
Town of La Pointe	Jim Patterson & Jack Wroblewski
Town of Marengo	Elmer Lippo & Harold Smith
Town of Morse	Carl Hawkinson & Dan Stricker
Town of Peeksville	Francis Gwinn & Howard Schuster
Town of Shanagolden	Karen Schmidt & Robert Schmidt
Town of Sanborn	Rae Ann Maday
Town of White River	Doyle Blakeman & Matt Granger



Acknowledgements

Ashland County

Other County Officials

Tom Kieweg, County Administrator
Larry Hildebrandt, Director, Ashland County Zoning Department

Project Partners

- ◆ Bad River Band of Lake Superior Tribe of Chippewa Indians
- ◆ Jane Silberstein, Community, Natural Resource, and Economic Development Agent for Ashland County, University of Wisconsin-Extension
- ◆ Center for Land Use Education (CLUE), College of Natural Resources, UW-Stevens Point, including Anna Haines, Ph.D., Doug Miskowiak, and Chin-Chun Tang

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Additional funding was provided by the Wisconsin Coastal Management Program and the National Oceanic and Atmospheric Administration, Office Ocean and Coastal Management under the Coastal Zone Management Act, Grant #NA03NOS4190106.



Vierbicher Associates, Inc.; Madison, Wisconsin



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Introduction

Ashland County
Comprehensive Plan – Background Element

Foreword

In 2002, all of the jurisdictions in Ashland County worked in concert to submit a grant to the Wisconsin Land Council to help fund the preparation of comprehensive plans for each consistent with the new planning legislation adopted in 1999. The application was funded in 2003. The County hired Vierbicher Associates to assist with the county-wide plan, and plans for 15 of the 16 individual jurisdictions.

Chapter Contents

- ◆ Foreword
- ◆ What is a Comprehensive Plan?
- ◆ How Will This Plan Be Used?
- ◆ Organization of Plan Document
- ◆ Participatory Photography

What is a Comprehensive Plan?

A comprehensive plan is a document that describes a long-term vision that a community wants to achieve. It is a broad brush look at the entire community in terms of where it is now and where it would like to be in the coming years. It looks at the many parts of the community, how the community functions, and its role in the region.

The future vision is depicted with maps showing future conditions and with goals, objectives, and policies. Tasks and activities are also identified that need to be achieved to help implement the plan. By law, this comprehensive plan must look out at least 20 years.

“A comprehensive plan is intended to provide a rational basis for making local land use decisions and to serve as a blueprint for community-wide effort to achieve its vision.”

Having described what a comprehensive plan is, it's also appropriate to describe what a comprehensive plan is not. Because a comprehensive plan is strategic in scope, it does not focus on physical design elements. It does not design a park for example, although the plan may identify a need for the park and prescribe some parameters for creating one. Neither is a comprehensive plan an engineering document intended to fix safety problems at a particular road intersection, for example. The fine details of design and engineering and many others will flow from the basic direction described in the plan.



Introduction

*Ashland County
Comprehensive Plan – Background Element*

How Will This Plan Be Used?

Prior to the passage of the comprehensive planning legislation in 1999, most comprehensive plans in Wisconsin were not used as intended. In practice, many communities used their plans sporadically and inconsistently. Other plans were soon forgotten following adoption.

After January 1, 2010, land use decisions including zoning, subdivision regulations, and official mapping will have to be consistent with this plan (Exhibit 1-1). This means that land use regulations of these types must be revised or prepared so as to implement the vision articulated in this plan.

Each rezoning after 2010, by law, has to be consistent with the community's comprehensive plan, including the future land use map.

Organization of Plan Documents

The comprehensive plan for Ashland County, as well as each individual jurisdiction, consists of two documents. The first document is the background report. It contains information that describes what is and what has been. It is organized into the following chapters:

- ◆ Housing
- ◆ Transportation
- ◆ Utilities and Community Facilities
- ◆ Agricultural, Natural, and Cultural Resources
- ◆ Economic Development
- ◆ Intergovernmental Cooperation
- ◆ Land Use
- ◆ Demographics

The second document is referred to as the policy document. It focuses on future conditions including

- ◆ Community Vision
- ◆ Goals, Objectives, and Policies
- ◆ Issues and Opportunities
- ◆ Plan Based Forecasts
- ◆ Future Land Use
- ◆ Future Transportation
- ◆ Future Utilities & Community Facilities

Collectively, the background document and policy document constitutes the comprehensive plan for the community.



Introduction

*Ashland County
Comprehensive Plan – Background Element*

Participatory Photography

During the initial stages of the Comprehensive Planning process, the municipalities within the County participated in a photography exercise that documented existing conditions. Participants were instructed to take pictures of things in their community that they either liked or did not like. These pictures were then used as a starting point to identify what the municipalities within the County should look like in the future. Through the process of developing each element, these pictures were referred to and helped to guide decision-making.

Introduction ◆◆◆

Housing is a very important issue for the state of Wisconsin and the people who live here. Housing costs are the single largest expenditure for most Wisconsin residents. According to the U.S. Department of Labor (1997), Midwest households, on average, spend 31 percent of their incomes on housing, compared with 19 percent for transportation, and 14 percent for food.

Over two-thirds of Wisconsin households are homeowners and it is likely that their home is their most valuable asset and largest investment. Appreciation in home value continues to be a major source of wealth in the United States, and nearly 60 percent of the net worth of the typical homeowner is equity in the home.

While many Wisconsinites enjoy good housing situations, others are struggling in varying degrees. According to Wisconsin's 2000 *Consolidated Plan: For the State's Housing and Community Development Needs*, households in the low-income range have great difficulty finding adequate housing within their means and that can accommodate their needs, despite the state's stable economic health. Families that can not afford housing frequently become homeless. The federal government has cut back drastically on housing assistance, leaving state and local communities to grapple with these social issues.

The social benefits of housing are important, but difficult to quantify. In addition to being a place to sleep, relax, raise a family, store possessions, receive mail and telephone calls, decent shelter is important for one's self-respect. Furthermore, as people develop responsibility and pride in their homes, it is likely that they will participate more frequently in community activities, attend church, and vote.

In addition to its importance for social reasons, housing plays a critical role in the state and local economies. It is likely that housing is the largest land use in the community and the community's largest capital asset. According to a study prepared by the Wisconsin Realtors Foundation in 1992, the value of the state's housing stock was worth nearly \$1 trillion dollars. In 1990, the construction industry employed 83,000 workers (not including lawyers, real estate, financial, and insurance workers), making it the state's second leading industry in employment. The study estimated that housing contributed about 12 percent to the state's gross product. Housing is also a major source of revenue for local communities in the form of property taxes.

“The term *housing* refers not only to owner-occupied housing, but also rental, cooperative, and condominium ownership arrangements. The term also refers not only to single family detached units, but also to multifamily units, duplexes, townhouses, manufactured homes, and accessory apartments.”

The number of houses and apartments that families with low-wage incomes can afford to rent is shrinking, burdening more families with high housing costs and threatening many with homelessness, according to a Department of Housing and Urban Development report entitled *The Widening Gap: New Findings on Housing Affordability in America*.

“Housing affordability is an issue that affects the entire state. However, some areas are especially hard-pressed to offer affordable housing.”

The following findings are based primarily on data from the U.S. Census Bureau's latest American Housing Survey:

- ◆ Despite a period of robust economic expansion, the housing stock affordable to struggling families continues to shrink. The number of such affordable rental units decreased by 372,000 units - a 5-percent drop - from 1991 to 1997. Struggling families are defined as those with incomes at or below 30 percent of the area median.
- ◆ Rents are rising at twice the rate of general inflation. According to U.S. Bureau of Labor Statistics data, in 1997 rents increased 3.1 percent while the overall Consumer Price Index (CPI) increased by only 1.6 percent. In 1998, rents increased 3.4 percent while the overall CPI increased 1.7 percent.
- ◆ As the affordable housing stock shrinks, the number of renters at or below 30 percent of median income continues to grow. Between 1995 and 1997, the number of struggling renter households increased by 3 percent, from 8.61 million to 8.87 million - one of every four renter households in America.

The gap between the number of struggling Americans and the number of rental units affordable to them is large and growing. In 1997, for every 100 households at or below 30 percent of median income, there were only 36 units which were both affordable and available for rent.

Housing Overview ◆◆◆

Wisconsin's Smart Growth legislation outlines 14 local, comprehensive planning goals, one of which is to provide an adequate supply of housing for individuals of all income levels throughout each community. Related to this goal, is that of encouraging neighborhood design that supports a range of transportation options. The location of housing directly impacts adjacent land use patterns and individual choices with regard to transportation.

The term housing refers not only to owner-occupied housing, but also rental, cooperative, and condominium ownership arrangements. The term also refers not only to single family detached units but also multi-family units, duplexes, townhouses, manufactured homes, and

accessory apartments,¹ which offer independent apartment living as an accessory to single-family homes.

Many forces influence the type and distribution of housing units and tenure patterns within a community. A number of relationships must be examined in order to understand the housing framework in Ashland County and plan for the type of housing that will be in demand over the next 20-year period.

Current trends have the potential to perpetuate land use patterns as follows:

- ◆ Continued conversion of agricultural land to residential development
- ◆ Continued dispersed development
- ◆ Single large lot development and large lot conventional subdivisions
- ◆ Continued loss of open space
- ◆ Intrusion on environmental areas
- ◆ Increasing conflict between agriculture and rural, non-farm residences
- ◆ Unsystematic commercial development
- ◆ Little intervention in the market
- ◆ Increases potential problems with septic systems in areas with a concentration of subdivisions
- ◆ Increases traffic problems associated with sprawl

“ An important part of assessing the local housing market is to understand current conditions as well as factors that influence residential patterns.”

An important part of assessing the local housing market is to understand current conditions as well as factors that influence residential patterns. By reviewing existing conditions and the factors that influence these conditions and assessing what things are right with housing along with housing concerns, we can develop a preferred picture of the local housing market in 20 years. Generally, the housing stock should reflect the demographics and economic structure of the community.

The median housing value in the County is \$60,400 (2000 Census). Homes on the market in towns within the County range from \$39,900 in the Town of Agenda to \$269,000 in the Town of La Pointe. Asking prices for land in Ashland County are currently ranging from \$13,900 for 40 acres in the Town of Peeksville, to \$89,500 for 80 acres in White River, to \$249,000 for 3.13 acres in the Town of La Pointe. These prices will vary depending on the size and condition of the homes as well as on the location of the lot.

Number of Housing Units

The 2000 Census indicates that there are 8,883 housing units in Ashland County. This figure compares to 8,371 in 1990, which reflects an increase of 512 units or 6.1% percent over the last 10-year period.

¹ Housing Wisconsin: A Guide to Preparing the Housing Element of a Local Comprehensive Plan. March 2000. UW-Extension.

The following table illustrates housing trends in the Ashland County region over the period 1990 to 2000. The figures indicate that residential growth in northern Wisconsin is generally lower than that of the state levels.

Table 1. Number of Housing Units			
	1990	2000	Percent Change
State of Wisconsin	2,055,774	2,321,144	12.9
Ashland County	8,371	8,883	6.1
Agenda, Town	309	328	6.1
Ashland, Town	245	277	13.0
Ashland, City	3,449	3,777	9.5
Butternut, Village	200	220	10.0
Chippewa, Town	287	280	-2.4
Gingles, Town	232	273	17.7
Gordon, Town	359	397	10.6
Jacobs, Town	488	507	3.9
La Pointe, Town	586	692	18.1
Marengo, Town	154	191	24.0
Mellen, City	445	436	-2.0
Morse, Town	304	380	25.0
Peeksville, Town	115	125	8.7
Sanborn, Town	432	531	22.9
Shanagolden, Town	184	157	-14.7
White River, Town	298	312	4.7

Source: US Census Bureau, Census 2000 Data Set SF-1

Housing Types

The most common type of dwelling unit in the county is the 1-unit detached, or single-family dwelling (Table 2).

Table 2. Units in Housing Structure		
Housing Type	Number	Percent
1-unit detached	6467	72.8
1-unit attached	72	0.8
2 units	526	5.9
3 or 4 units	287	3.2
5 to 9 units	231	2.6
10 to 19 units	117	1.3
20 or more units	289	3.3
Mobile Home	878	9.9
Boat, RV, Van, Etc.	16	0.2
TOTAL	8883	100

Source: US Census Bureau, Census 2000, Data Set SF-3

The homeowner vacancy rate in Ashland County is 1.6 percent. The rental vacancy rate is 7.2 percent. Some level of vacancy naturally occurs in the housing market. Countywide seasonal housing units represent 76.0 percent, of all vacancies. According to the Federal Department of Housing and Urban Development (HUD), a generally accepted vacancy standard for owner-occupied structures is 3 percent and 5 percent for renter-occupied dwellings. At these levels, it is assumed that the local housing market is functioning efficiently. However, these standards do not necessarily relate to whether or not the mix of housing types is meeting demand.

Tenure

Table 4 shows that about 70.7 percent of the county's housing stock is owner-occupied while renters occupy approximately 29.3 percent of the units. Vacant units represent almost 25 percent of the housing units. A number of factors influence tenure patterns including age and household income.

Table 3. Housing Occupancy				
Tenure	1990	% (1990)	2000	% (2000)
Owner Occupied	4416	70.6	4751	70.7
Renter Occupied	1839	29.4	1967	29.3
Vacant Units	2116	25.3	2165	24.4
For seasonal, recreational, or occasional use	1442	17.2	1646	18.5
Total Units	8371	100	8883	100

U.S. Census Bureau, Census 2000 Data Set SF-1, Census 1990 Data Set STF-1

Housing Values and Rental Rates

Change in median home price is an indicator of housing demand as is the distribution of housing values relative to income levels. The latter helps us understand whether or not housing prices match people's ability to pay. As the data in Table 4 illustrates, housing values as well as contract rent levels have rapidly increased over the last decade. Rental rates seem to be rising fairly quickly in most sections of Ashland County, although in a few cases they have stayed stable, or have even dropped a small amount. Nationally, studies show that housing cost is rising faster than income.

Table 4. Median Housing Values (MHV) and Median Contract Rent Levels				
	1990 MHV	2000 MHV	1990 Median Contract Rent	2000 Median Contract Rent
State of Wisconsin	\$62,500	\$112,200	\$331	\$473
Ashland County	\$37,300	\$60,400	\$217	\$317
Agenda, Town	\$48,900	\$78,500	\$150	\$250
Ashland, City	\$38,500	\$64,000	\$242	\$410
Ashland, Town	\$37,500	\$57,000	\$200	\$250
Butternut, Village	\$31,300	\$48,900	\$170	\$263
Chippewa, Town	\$43,200	\$76,700	\$138	\$375
Gingles, Town	\$45,000	\$78,100	\$213	\$394
Gordon, Town	\$38,300	\$53,800	\$169	\$200
Jacobs, Town	\$29,000	\$39,200	\$167	\$216
La Pointe, Town	\$63,800	\$165,000	\$275	\$275
Marengo, Town	\$46,300	\$63,000	\$225	\$113
Mellen, City	\$24,900	\$39,600	\$163	\$219
Morse, Town	\$43,100	\$75,800	\$150	\$225
Peeksville, Town	\$40,000	\$80,000	\$325	\$425
Sanborn, Town	\$35,000	\$49,300	\$99	\$164
Shanagolden, Town	\$36,700	\$70,000	\$238	\$275
White River, Town	\$43,000	\$65,000	\$175	\$310

Source: Source: U.S. Census Bureau: 1990 Census Median Contract Rent (STF 1), 1990 Median Value of Specified Owner Occupied Housing Units (STF 1), 2000 Census Median Contract Rent (SF 3), 2000 Census Median Value of Specified Owner Occupied Units (SF 3).

Income

According to 2000 Census figures, the median household income in Ashland County is \$ 31,628. The median housing value is \$ 60,400. The distribution of income is provided in Table 7.

According to the Table 5, rents are at or above the fair market rate in Ashland County. About 11 percent of residents do not have the income needed to support a one-bedroom home; and approximately 29 percent are unable to afford a three-bedroom home. Affordability concerns are even more pronounced for persons with fixed incomes.

Table 5. Income Needed to Afford Fair Market Rent				
Location	One Bedroom	Two Bedrooms	Three Bedrooms	Four Bedrooms
Ashland County	\$14,240	\$17,480	\$22,240	\$25,120

Source: National Low-Income Housing Coalition (NLIHC)

Housing that costs no more than 30 percent of a renter's income is generally considered to be affordable. The monthly fair market rent price that has been set by the National Low-Income Housing Coalition can be seen below in Table 6.

Table 6. 2004 Fair Market Rent by Number of Bedrooms					
Location	Efficiency	One Bedroom	Two Bedroom	Three Bedroom	Four Bedroom
Ashland County	\$320	\$356	\$437	\$556	\$628
Wisconsin	\$387	\$481	\$605	\$783	\$883

Source: National Low-Income Housing Coalition

Extending the general standard of paying no more than 30 percent of household income as it relates to home ownership, we can develop roughly comparable scenario about household ability to make a monthly mortgage payment (see Table 7 for household income breakdown). However, the scenario will differ based on the down payment brought to the transaction and private mortgage insurance (PMI) that may be required as well as other items that become part of an escrow account. Following is a sample scenario to provide an understanding of ability to pay.

Assumptions:

Household income = \$31,628 (median income in Ashland County)
 Median home value = \$60,400 (median home value in Ashland County)

Average monthly household payment including mortgage and escrowed PMI, taxes and homeowners insurance = \$541

\$541 x 12 (months) = \$6,492 (annual mortgage, PMI, taxes and insurance)

\$6,492 (annual payment) / \$31,628 (household income) = 20.5 percent of total household income.

Table 7. Household Income	Number	Percent
Less than \$10,000	889	13.3
\$10,000 to \$14,999	635	9.5
\$15,000 to \$24,999	1048	15.6
\$25,000 to \$34,999	1126	16.8
\$35,000 to \$49,999	1293	19.3
\$50,000 to \$74,999	1171	17.5
\$75,000 to \$99,999	332	5.0
\$100,000 to \$149,999	122	1.8
\$150,000 to \$199,999	16	0.2
\$200,000 or more	65	1.0
Total	6697	100
Median Household Income	\$ 31,628	X

U.S. Census Bureau, Census 2000 Data Set SF-3

Housing Stock

Another aspect of housing is quality. The appearance of the housing structures within the community gives a powerful first impression to a visitor and contributes to the quality of life experienced by residents (Tables 8 & 9).

Table 8. Housing Characteristics	
Total Housing Units	8883
Average family size	3.01
Average household size	2.39
Owner Occupied	4751 (70.7%)
Renter Occupied	1967 (29.3%)
Seasonal	1646 (18.5%)
Vacant	2165 (24.4%)
Median Housing Value	\$ 60,400
Median Contract Rent	\$ 372

Source: U.S. Census Bureau, Census 2000 Data Set SF-1

Table 9. Age of Housing Stock		
	Units	Percent
Built 1999 to March 2000	112	1.3
1995 –1998	500	5.6
1990 – 1994	448	5.0
1980 – 1989	1006	11.3
1970 – 1979	1507	17.0
1960 – 1969	760	8.6
1940 – 1959	1522	17.1
Built in 1939 or earlier	3028	34.1
Total	8883	100

Source US Census Bureau. Census 2000 Data Set SF-3

Housing for Special Populations

In addition to typical housing units, the housing needs of special populations, needs to be evaluated including the elderly and those needing supportive services. Highlighted below are important statistics regarding the aging of Wisconsin's population and the need for long-term care (Exhibit 1 and Table 10).

The Types of Special Housing Table lists the various types of special housing and provides a short description of each. The following sections talk about these housing types in more detail and the extent to which they are available around the County.

Exhibit 1. A Snapshot of Wisconsin's Aging Population	
◆	In 2020, 1 in 6 people will be age 65 or older
◆	Between 2000 and 2010, the population aged 85 and older is expected to grow an additional 29 percent.
◆	80 percent of the adult long-term care population are over 65 years of age.
◆	About 11 percent of state residents 65 and older have long-term support needs that would allow them to receive care in a nursing home.
As one ages, the need for long-term care becomes more important:	
◆	3 percent of those 65 to 74 years old need comprehensive long-term care
◆	11 percent of those 75 to 84 years old need comprehensive long-term care
◆	39 percent of those 85 and older are estimated to be in need of nursing home level of care

Source: Wisconsin Department of Health & Family Services

Table 10. Types of Special Housing in Wisconsin			
	General Description	Wisconsin	
		Facilities	"Beds"
Nursing home	A nursing home is a facility providing 24-hour services, including room and board, to 3 or more unrelated persons, who require more than 7 hours a week of nursing care.	411	44,319
Facility for the Developmentally Disabled (FDD)	A FDD is facility licensed to treat residents who are developmentally disabled, primarily due to mental retardation or cerebra palsy.	37	2,017
Adult Family Home (AFH)	An AFH is a place where up to four adults who are not related to the operator reside and receive care, treatment or services that are above the level of room and board and that may include up to seven hours per week of nursing care per resident. Counties certify AFHs with one and two beds and the state certifies those with three to four beds.	693	2,684
Community Based Residential Facility (CBRF)	A CBRF is a place where five or more adults, who are not related to the operator or administrator, and who receive care above intermediate level nursing care, reside and receive care, treatment of services that are above the level of room and board, but includes no more than three hours of nursing care per week per resident.	1,361	21,468
Residential Care Apartment Complex (RCAC)	A RCAC is a place where five or more adults reside in individual apartment units and where not more 28 hours per week of supportive services, personal assistance, and nursing services.	129	5,369

Source: Wisconsin Department of Health and Family Services

Nursing Homes

Within Wisconsin there are more than 400 nursing homes serving more than 44,000 state residents. Statewide, the vast majority of nursing home residents (79 percent in 2001) are admitted directly from an acute care hospital following an illness or injury. Although nursing home occupancy rates are traditionally quite high, they vary widely from a high of 100 percent to a low of 67 percent.

In Ashland County, there are 3 nursing homes with a total capacity of 310 beds. Two are located in the City of Ashland and the other is located in Mellen (Table 11). Exhibit 2 shows the nursing home capacity in the region.

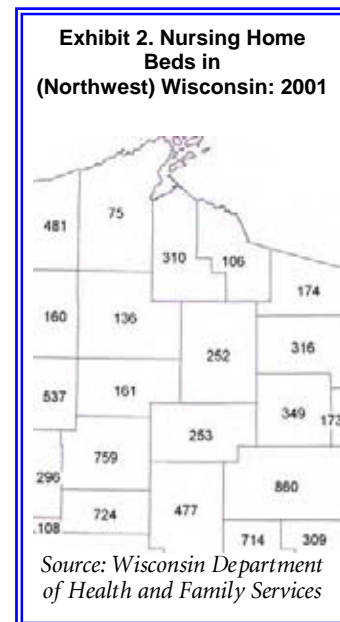
		Bed Capacity	Residents
Ashland Health/ Rehabilitation Center	1319 Beaser Ave, Ashland	120	83
Court Manor Health/Rehabilitation	911 3 rd St. West, Ashland	150	150
Mellen Manor	450 Lake Drive, Mellen	40	40
Total		310	219

Source: Department of Health and Family Services Accessed from http://www.dhfs.state.wi.us/provider/nh_FDDsDir01.htm July 2003

Assisted Living Facilities

Assisted living facilities are residential settings for people who need some level of health care, but not 24-hour access to nursing services. These include adult family homes (AFHs), community based residential facilities (CBRFs), and residential care apartment complexes (RCACs).

- ◆ **Adult Family Homes (AFHs)** During 2002, there were 693 AFHs throughout the state with a total capacity for over 2,600 individuals. While AFHs serve a wide range of clients, the three largest groups are those with disabilities, those with mental illness, and those with physical disabilities.
- ◆ **Community Based Residential Facilities (CBRFs)** In terms of those served, CBRFs serves the second largest number of state residents requiring special housing options. More than 87 percent of all CBRFs are relatively small (less than 20 beds). The elderly make up the largest group served by CBRFs followed by those with Alzheimer's/irreversible dementia.



Relevant Plans, Policies, Studies and Programs ◆◆◆

The balance of the Housing Element focuses on county, state and federal policies, plans and studies relating to the housing development environment.

Housing: A State Perspective

The State of Wisconsin has developed [the Consolidated Plan for the State's Housing and Community Development Needs](#) to maintain eligibility for funding from the federal Department of Housing and Urban Development (HUD). The current Consolidated Plan became effective in April 2000 and is valid through March 2005.

The Consolidated Plan serves as a guide for implementing the State's strategy for the delivery of housing and community and economic development resources.

The Plan suggests that, in general, the supply of housing available to the state's low-income population does not meet the demand for such housing. Very low-income older adult households continue to be impacted by severe housing cost burden, as do persons with disabilities.

The state receives four types of funds to support the development of housing affordable to persons with low and moderate incomes as follows:

- ◆ Community Development Block Grant (CDBG);
- ◆ The HOME Program;
- ◆ Emergency Shelter Grants (ESG); and
- ◆ Housing Opportunities for Persons With Aids (HOPWA)

The state's priority housing needs are outlined through the following six goals:

- ◆ Promote the affordability of housing to all consumers, especially those with severe cost burdens to increase and maintain affordable housing.
- ◆ Encourage the production of new units, including the development of large family units and housing for older adults accompanying support services.
- ◆ Preserve and increase the availability of safe, sanitary housing for low and moderate income renters to include lead based paint hazard reduction and enhanced training and resources for these activities.
- ◆ Provide housing assistance for special needs groups to include homeless prevention activities, expansion of transitional housing programs and increased emergency shelter operating funds.
- ◆ Continue policies and activities that promote fairness and accessibility for all housing consumers, including enforcement and compliance with fair housing laws.
- ◆ Continue efforts to assist with housing disaster relief.

Housing: A National Perspective

Each year, Harvard University's Joint Center for Housing Studies produces a report titled *The State of the Nation's Housing*. The 2002 report states that despite upward trends in price, lower-income households have made the transition to homeownership in recent years. Spurred by the strong economy, favorable interest rates and innovations in mortgage

finance, the share of home purchase loans going to lower-income households and/or households living in lower-income communities increased steadily over the last 10 years.

The emergence of a dual mortgage delivery system in which new types of lending organizations provide distinctly different mortgage products to lower-income markets that those commonly offered in higher-income markets. Government-backed loans and lending by subprime and manufactured housing specialists account for nearly two-thirds of recent increases in low-income ownership rates. Conventional lending – that is, mortgages with the lowest rates and most favorable terms – accounted for 37 percent of the growth in lower-income lending, compared with 81 percent of loans to higher-income borrowers in higher-income neighborhoods. Innovative financing has enabled many households to become homeowners but, at the same time, these loans are at higher cost.

Section 42

Also contributing to the development of rental housing is the [Affordable Housing Tax Credit](#) or Section 42 (section 42 of the IRS code as part of the Tax Reform Act of 1986). The Affordable Housing Tax Credit is a dollar-for-dollar reduction of federal income taxes owed by owners/investors of affordable rental housing for tenants with incomes at specified levels. To receive the tax credit, an owner/investor must maintain a minimum percentage of rent-restricted units for tenants with limited incomes for at least 15 years.



Introduction

Although the nine required Comprehensive Plan Elements are all very much inter-related, understanding the link between transportation and land use is critical to the development of policies and strategies of an effective comprehensive plan. Land use decisions inevitably influence transportation needs, and transportation systems clearly influence future land use patterns. This relationship is particularly evident in the development patterns of the last several decades - with the shift in the majority of our nation's population and new business growth from urban to suburban areas being both *fueled by* the construction of new highways and arterial streets, and *fueling* the construction of more highways, increased capacity, and alternative transportation systems to meet increased demands. The goals, objectives, and policies that come out of this chapter should focus on transportation alternatives that will most efficiently serve existing and planned land uses and community needs and desires.

“Understanding the link between transportation and land use is critical to the development of policies and strategies of an effective Comprehensive Plan.”

County residents depend on the transportation facilities in their community and the region to connect them to other areas of the state and to the rest of the nation and the world. The type, quality, and location of transportation facilities are an important component in residents quality of life and in developing and maintaining a sustainable economy.

There is a significant relationship between transportation and land use. New development or changes in existing land uses, whether incremental or sudden, directly affects the safety and functionality of roadways and the demand for additional transportation facilities. On the other hand, the creation of new or improving existing transportation corridors can have a significant distribution affect on the type and timing of development within a community and/or a region. Thus, this chapter and the land use chapter should support and complement one another.



For the foreseeable future, the private automobile will continue to dominate all modes of transportation. However, it is important to recognize that people have different needs and capabilities and that a good transportation system should include a variety of transportation choices.



Existing Conditions

Local Road Network

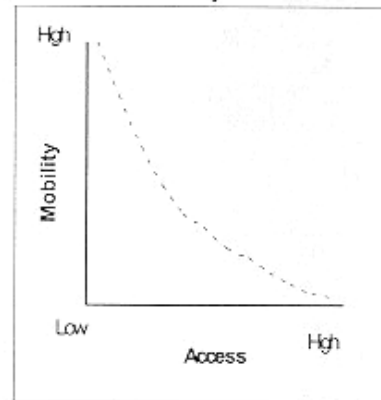
Roadways serve two competing functions: access to individual properties and traffic mobility. These needs compete in that as the number of property accesses increases along a route, traffic mobility decreases.

Access Management

The primary purpose of the road network is to provide access to properties and mobility. These functions often compete. As the number of access points rise, traffic mobility decreases. This concept is often referred to in the industry as access management (Exhibit 1).

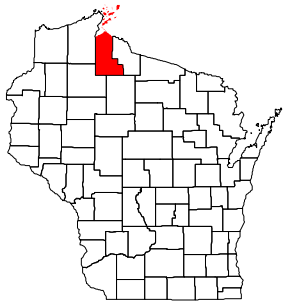
Driveway design and spacing has a substantial impact on the existing road system and preserving the flow of traffic on the surrounding road system in terms of safety, capacity, and speed. State highways and major arterial streets are typically targets of access management efforts. Access management is also of concern on main county roads when there is a transition from a rural environment to a village, town, or city. Cooperation between land use and transportation interests is vital to a well-functioning transportation network and street and driveway patterns are important determinants of community character.

Exhibit 1. General Relationship Between Access and Mobility



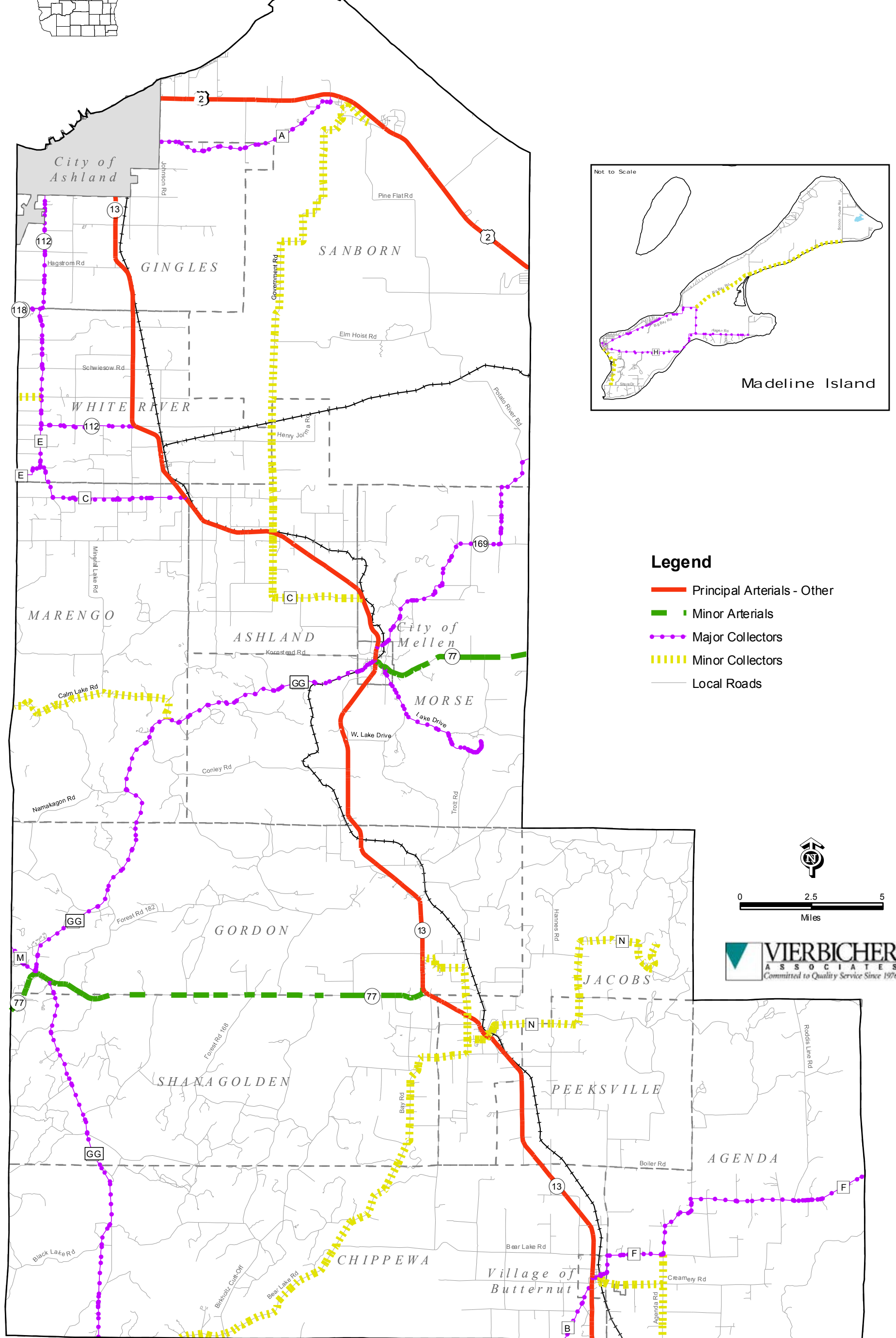
Road Classifications

To help for current and future traffic conditions, it is useful to categorize roads based on their primary function. Arterials accommodate the efficient movement of vehicles, while local streets provide the land access function. Collectors serve both local and through traffic by providing a connection between arterials and local roads. The following map shows the various roads in the county and how they are classified according to the Wisconsin Department of Transportation (WisDOT).



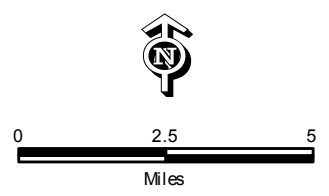
Ashland County

Road Classification



Legend

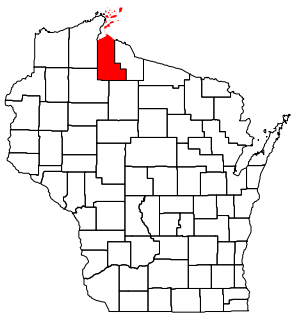
- Principal Arterials - Other
- - - Minor Arterials
- · · Major Collectors
- - - Minor Collectors
- Local Roads



Source: Wisconsin Department of Administration and Wisconsin Department of Transportation

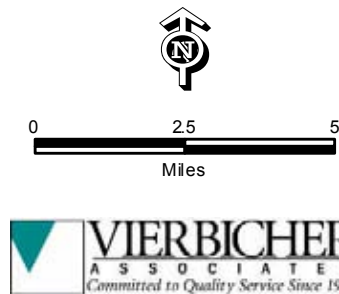
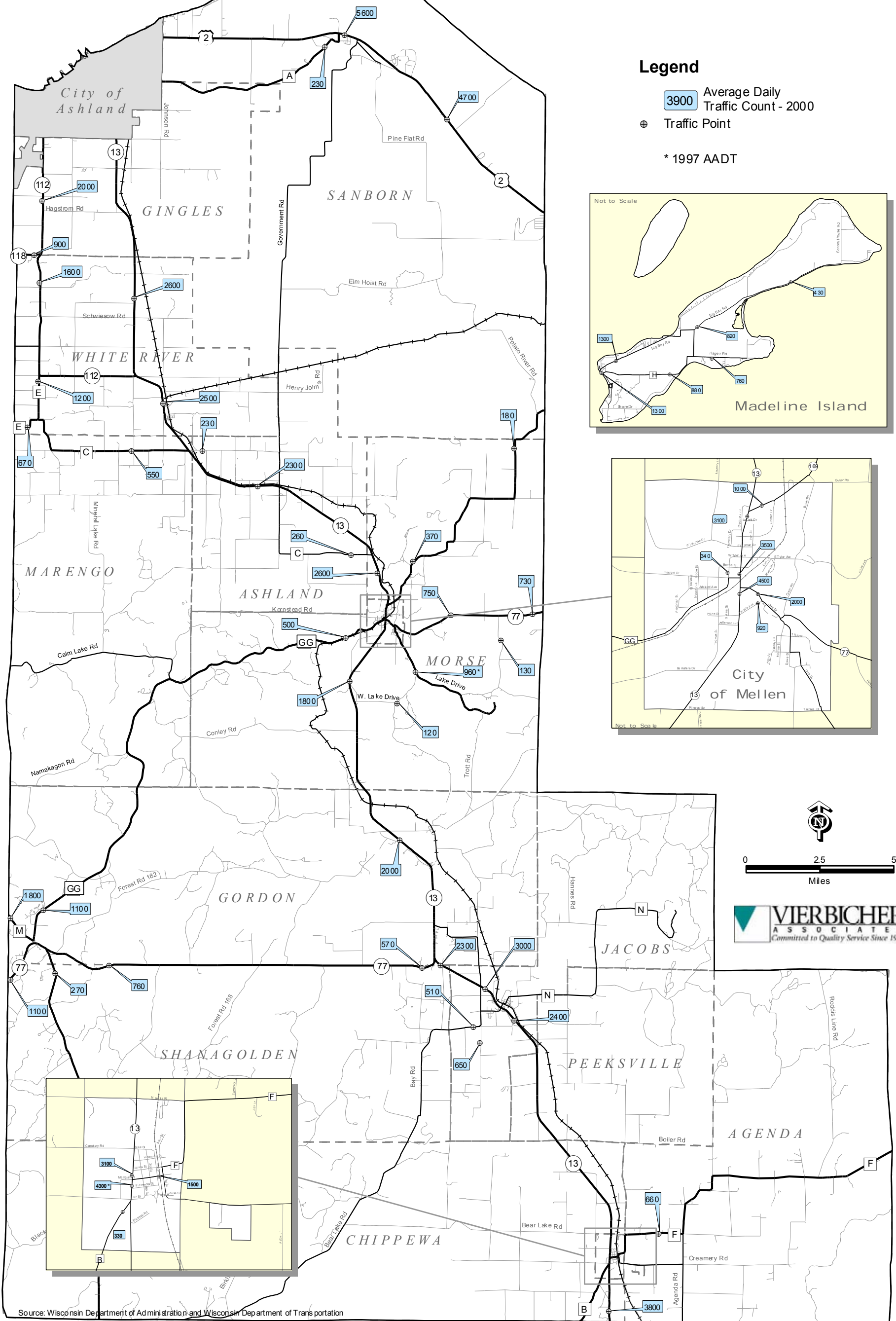
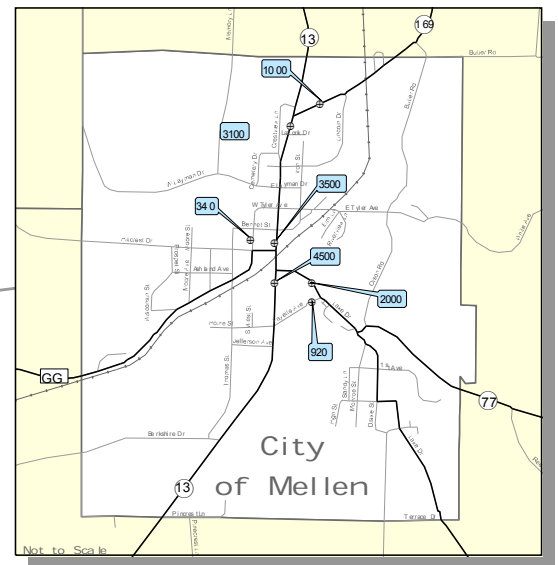
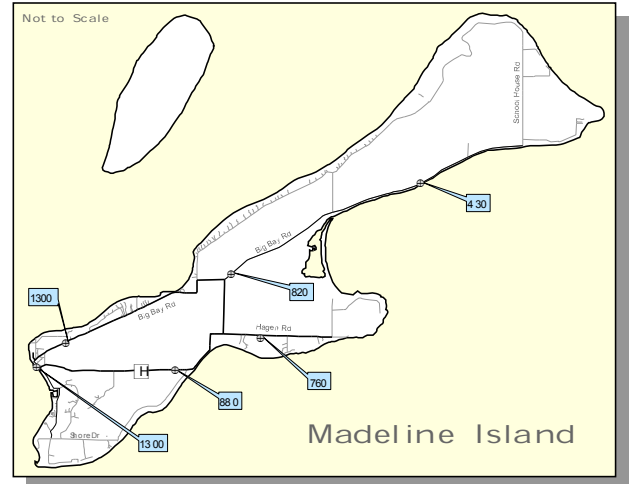
Ashland County

Annual Average Daily Traffic Counts



Legend

- 3900 Average Daily Traffic Count - 2000
- ⊕ Traffic Point
- * 1997 AADT



Source: Wisconsin Department of Administration and Wisconsin Department of Transportation



Principle arterials – State Highway 13, U.S. Highway 2.

Minor arterials – State Highway 77 from the City of Mellen east to the County line.

Major collectors – State Highways 118, 112, and 169, as well as County Highways A, C, E, F, H, M, GG, and Lake Drive. Not necessarily all of the above roads have the “major collectors” designation – please see the map on page 3-3 for specific locations for this designation.

Minor collectors – Big Bay Road, Government Road, Calm Lake Road, Bear Lake Road, Creamery Road, Agenda Road, Bay Road, and County Highway N. Not necessarily all of the above roads have the “minor collectors” designation – please see the map on page 3-3 for specific locations for this designation.

Local roads – All other public roads in the county that are not classified by the WisDOT are considered to be local roads.

Existing Traffic Volume Counts

WisDOT studies Average Annual Daily Traffic (AADT) counts for roadways at selected locations on a three-year cycle. Traffic volumes reported by WisDOT in May 2003 contain data collected from Ashland County in May 2000. The counts are depicted on the Annual Average Daily Traffic Count map. Traffic counts were taken at dozens locations throughout the County – see the map on page 3-4 for traffic counts and locations.

Pavement Condition

The surface condition of local roads is an important aspect of a local transportation network. Ensuring a safe, comfortable, and efficient transportation system requires a large public investment, and often requires balancing priorities and making difficult decisions about where to invest resources. The Pavement Surface Evaluation and Rating (PASER) system was developed by the Wisconsin Transportation Information Center to help communities evaluate the condition of the community’s roads and set priorities for road maintenance and repair. The PASER system involves visual evaluation of pavement surface, and provides standard ratings to promote consistency. PASER ratings follow a scale from 1 to 10, 1 being poor and 10 representing excellent road conditions.

PASER Rating System

- 1-2 very poor, reconstruction needed
- 3-4 poor to fair, structural improvement and leveling needed
- 5-6 fair to good, preservative treatments (sealcoating) required
- 7-8 good to very good, routing maintenance, cracksealing and minor patching
- 9-10 excellent, like new condition, no maintenance required

Please see each municipality’s Plan for PASER ratings on roads within that municipality.



Rustic Road

Created in 1973 and sponsored by WisDOT, the Rustic Roads Program provides a tool for communities to preserve byways and back roads that contribute to the aesthetic, cultural, and historic fabric of the state. Throughout the state, there are over 680 miles in the system with 84 designated roadways.

The goals of the Rustic Roads program are:

- ◆ To identify and preserve, in a naturally and essentially undisturbed condition, certain designated roads exhibiting unusual or outstanding natural or cultural beauty.
- ◆ Produce a linear, park-like system for auto, bicycle, and pedestrian travel. Identify roadways for quiet and leisurely enjoyment of local residents and the general public.
- ◆ Maintain and administer these roads for safe, public travel while preserving their scenic and rustic qualities. Establish appropriate maintenance and design standards.
- ◆ Encourage zoning and land use compatibility, utility regulations and billboard control.

An officially designated Rustic Road remains under local control, and is eligible for state aids just as any other public highway.

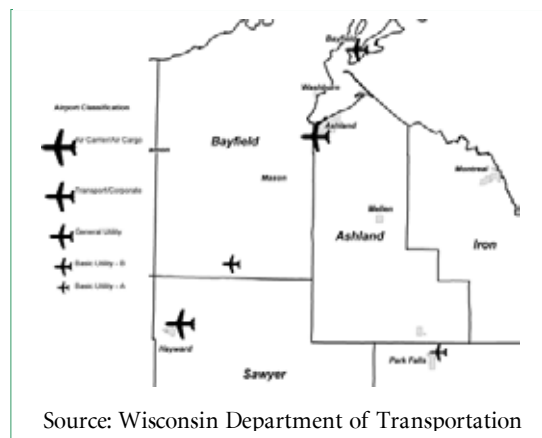
Currently, there are no officially designated Rustic Roads in Ashland County.

Air Transportation

Airports, aviation, and aviation-related industries play a significant role in the economic success of many Wisconsin communities. Within Ashland County there are 2 airports (Exhibit 3). John F. Kennedy Memorial in the Town of Gingles is classified as a Transportation/Corporate (TC-C) Airport and on Madeline Island there is an airport classified as a GU Airport.

The City of Ashland and Ashland County jointly operate the John F. Kennedy Memorial Airport, and Bayfield County contributes some funds to help support its operation. The airport has two paved runways, both of these runways are adequate for twin-engine aircraft. The airport is primarily used for business and recreational uses. Roughly half of the flights to the airport come from businesses and industries such as C.G. Bretting, Larson Juhl, M&I Bank, Duluth Clinic, Xcel Energy, and others. It is believed that the airport will continue to grow and be an important component of the County's economic plan. In August of 2003, Governor Jim Doyle approved a \$510,000 project that will develop a new hangar area and associated taxiway as well as installation of Precision Approach Path Indicators at the John F. Kennedy Memorial Airport. Construction of the new hangers will be privately funded. Facilities at the airport include a 5,200-foot primary runway and a 3,500-foot secondary runway. There is also an airport in nearby Park Falls in Price County called the Park Falls Municipal Airport; it is an FAA Classified General Utility (GU) airport.

Exhibit 3. Ashland County Area Airports





FAA Airport Classification System:

The airport classification scheme was developed for planning efforts that expand upon the traditional classification system for defining the role of an airport. The classification process took into account existing conditions and planned near-term improvements as contained in airport master plans and/or airport layout plans. The classification system divides airports into four categories.

- ◆ Air Carrier Cargo (AC-C) airports are designed to accommodate all aircraft. Airports in this category are usually referenced by the types of air carrier service being provided.
 - Short-haul air carrier
 - Medium-haul air carrier
 - Long-haul air carrier
- ◆ Transportation/Corporate (TC-C) airports are intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes used in commuter air services.
- ◆ General Utility (GU) airports are intended to serve virtually all small general aviation single and twin-engine aircraft, both piston and turboprop, with a maximum takeoff weight of 12,500 pounds or less.
- ◆ Basic Utility (BU) airports are intended to serve all small single-engine piston aircraft and many of the smaller twin-engine piston aircraft with a gross takeoff weight of 12,500 pounds or less.

Based on projections contained in the Wisconsin State Airport System Plan-2000, the following table depicts the classifications of airports in the area (Table 1).

Table 1. Forecast General Aviation Operations and Classifications for Airports in State Airport System in Region: 2000 to 2020			
Airport Name	2000	2010	2020
Park Falls - Park Falls Municipal	BU-B 2,300	BU-B 2,300	BU-B 2,300
Ashland – John F. Kennedy Memorial	AC/C 15,900	AC/C 15,900	AC/C 15,900
La Pointe - Madeline Island Airport	GU 2,000	GU 2,000	GU 2,000
Rhineland – Rhineland/Oneida County	AC/C 37,000	AC/C 38,000	AC/C 40,000
Cable – Cable Union	BU-B 3,000	BU-B 3,000	BU-B 3,000
Hayward – Sawyer County	T/C 19,000	T/C 19,000	T/C 19,000

Source: Wisconsin State Airport System Plan – 2020



Railroad Facilities

With increased rail efficiency and truck-rail intermodal trends, traffic on some Wisconsin railroads the State Department of Transportation has forecasted some railroad lines to see continued growth in the future. However according to *Transportation Investment, Economic Development, and Land Use Goals in Wisconsin* (June 2002) due to lack of a freight-rail customer base, consolidation of rail service providers, rail abandonment, and rail-to-trails conversion initiatives most counties in Northern Wisconsin feel that rail service is lacking in their county. Exhibit 4 shows the location of the rail lines Canadian National Railroad operates Ashland County.



Bicycle and Pedestrian Facilities

Bicycling and pedestrian facilities play an important role in moving people within a community for purposes of necessity and/or pleasure. These types of mobility are often overlooked yet many individuals choose these modes for their primary transportation. The bike trails within the county are generally along roads that the county has designated as bike routes. These designated routes provide residents and tourists alike the chance to enjoy the regions natural beauty.

Improvements to bicycle/pedestrian facilities typically occur in conjunction with road projects and road improvement schedules are tied to local, county and state capital improvement budgets. There are currently no dedicated bike or pedestrian trails in the Town and there are currently not any plans to create any.

In addition to any county or local plans that may be developed, the State has adopted several pedestrian and bicycle transportation plans:

- ◆ Wisconsin Bicycle Transportation Plan 2020
- ◆ Wisconsin Pedestrian Policy Plan 2020
- ◆ Wisconsin Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century
- ◆ Wisconsin Department of Natural Resources State Trails Network Plan

Currently the Wisconsin State Trails Network Plan does not identify that there are any trails proposed in the region.



Winter Activities

Winter sports are an important activity in Ashland County and have a significant impact on the economy. Local residents and tourists both enjoy taking part in the many snow-related sports.

Cross Country Skiing Trails

In the County Ski trail information and maps are available from the Wisconsin Department of Tourism. Near Clam Lake there is an 11-mile West Torch River Ski Trail. Copper Falls State Park has 8-miles of trail, and Penokee Mountain maintains 11-miles of trail. In the Chequamegin-Nicolet National Forest there are a total of 205-miles of trails. Maps of the National Forest trails are available at the trailheads.

Snowmobile Trails

Wisconsin snowmobilers are proud of the statewide trail system that ranks among the best in the nation. This trail system would not be possible without the generosity of the thousands of landowners around the state, as 70 percent of all trails are on private land. Trails are established through annual agreements and/or easements granted by these private property owners to the various snowmobile clubs and county alliances throughout the state.

Snowmobiling and associated trail systems are an important asset to the area. Specifically, they assist in expanding the range of recreational opportunities in the county. They also serve as a winter time attraction, assisting the area to promote its image as a year-round tourism destination. There are several snowmobile and ATV clubs in the area. According to the Wisconsin Department of Tourism Ashland County has 204 miles of County and Community Trails and Chequamegon-Nicolet Great Divide Trail National Forest contains 160 miles of trails. .

Water Transportation

Today, water transportation continues to serve as the most efficient method for moving bulk commodities. Wisconsin's commercial ports are major economic hubs that generate thousands of jobs. The nearest commercial port is Duluth-Superior Port. The port is the Great Lakes' largest harbor. Each year it hosts about 1,100 lake carriers and oceangoing ships.

Water transportation also provides communities recreational opportunities such as water-skiing and fishing. There are many boat launch sites on lakes throughout the County. The Madeline Island Ferry travels between Bayfield and Madeline Island transporting both passengers and vehicles. In the winter there is a windsled that is able to bring passengers to and from the island.



Transportation

Ashland County

Trucking

Trucks handle almost 90 percent of all freight tonnage shipped from Wisconsin, serving businesses and industries of all sizes and in all parts of the state. The state has an 112,000-mile network of state highways and local roads, including the 3,650-mile Corridors 2020 network of four-lane backbone and key connector routes. State Highways 13 and 112 are officially designated truck routes in Ashland County. Interstate Route 2 is also designated as truck route. Truck traffic is permitted on county roadways as long as materials being carried do not exceed legal axle weights enforced by the state. State. (Exhibit 5).

Mass Transit

There are two private transportation services in the County. One taxi service only serves the City of Ashland while another will travel throughout the County and will transport people to different areas as necessary. In addition, a bus that generally services the City of Ashland is available on an as needed basis to residents of the Town of Marengo, Mellen City, Glidden, and the Village of Butternut. Currently the County is in the process of trying to coordinate with other places to offer transportation to Park Falls on selected days to residents of the Village of Butternut and Glidden. The County also coordinates with groups of volunteers in the County who are able to provide transportation to people going to doctor appointments. From January through September of 2003, the volunteers assisted with providing transportation for about 180 people.

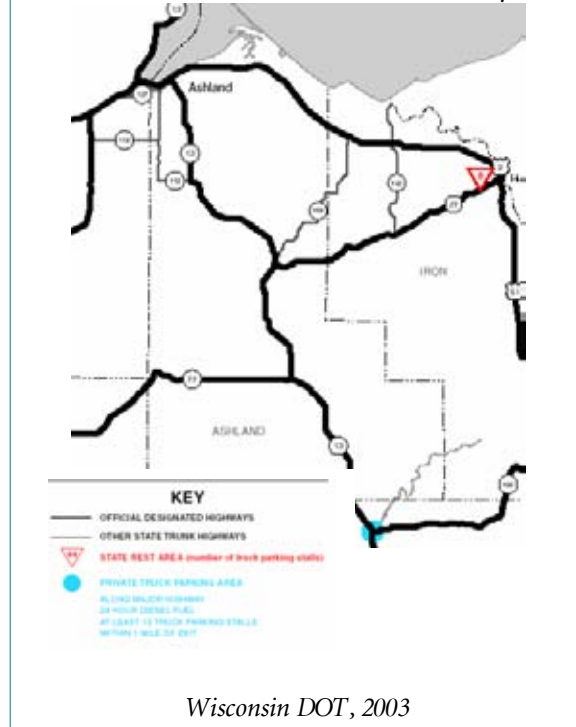
Paratransit

Paratransit services provide transportation for those people whose needs are not met by traditional transit options. Paratransit service is required by the Americans with Disabilities Act (ADA) as a supplement to any fixed route public transportation system. Typically, paratransit is provided on an as needed basis, rather than a scheduled route. Eligibility to use paratransit services requires that an individual be unable to use the existing transit service. Since there is no mass transit system in the county, paratransit service is not required.

Highway Projects and Maintenance

The Ashland County Highway Department does not have any projects scheduled before 2008.

Exhibit 5. Truck Routes in Ashland County 2003





Review of Existing Transportation Plans

There is a number of statewide transportation planning efforts that will have a bearing on the presence or absence of transportation facilities and services in the region. Most of these efforts developed umbrella policy documents that provide general goals and policies covering the state. The following section provides a brief overview of the plans that have been completed or that are in a draft phase and how they might affect area residents and the preparation of this plan (Exhibit 6). The overall goals and objectives of these plans will be taken into consideration if and when the county undertakes any planning efforts that either directly or indirectly impact the area’s transportation system.

Exhibit 6. Existing State Transportation Plans	
Translinks 21	WI Department. of Transportation
Wisconsin Bicycle Transportation Plan 2020	WI Department of Transportation
Wisconsin State Highway Plan 2020	WI Department of Transportation
Wisconsin State Airport System Plan 2020	WI Department of Transportation
State Recreational Trails Network Plan	WI Department of Natural Resources
State Pedestrian Plan	WI Department of Transportation

- ◆ *Translink 21* – Prompted by the federal Intermodal Surface Transportation Efficiency Act (ISTEA), *Translink 21* is a broad plan intended to guide transportation investments through the year 2020. From this plan, individual plans for highways, airports, railroads, bikeways, pedestrian and transit continue to be shaped.
- ◆ *Wisconsin Bicycle Transportation Plan 2020* - This plan provides a blueprint for integrating bicycle transportation into the overall transportation system. The plan analyzes the condition of all county and state trunk highways and shows the suitability of roadways for bicycle travel. Guidelines are available for accommodating bicycle travel when roadways are constructed or reconstructed.
- ◆ *Wisconsin State Highway Plan 2020* - The State Highway Plan 2020 outlines investment needs and priorities for the state's investment needs and priorities for the state's 1,800 miles of State Trunk Highway through 2020. Given the financial realities of maintaining this extensive road network, the plan establishes priorities for funding. Most of the funding is allocated to Corridors 2020 backbone and collector routes.
- ◆ *Wisconsin State Airport System Plan 2020* - This plan provides for the preservation and enhancement of public use airports that are part of the State Airport System over a 21-year period. Overall, the Plan recommends no new airports and no elimination of existing facilities.
- ◆ *State Recreational Trails Network Plan* - The plan identifies a network of trail corridors through out the state referred to as the "trail interstate system" that potentially could consist of more than 4,000 miles of trails. These potential trails follow highway corridors, utility corridors, rail corridors, and linear natural features.
- ◆ *Wisconsin State Pedestrian Policy Plan 2020* – Wisconsin Department of Transportation. The plan outlines statewide and local measures to increase walking and promote



pedestrian safety. It provides a vision and establishes actions and policies to better integrate pedestrians into the transportation network.

- ◆ *Best Management Practice Guidelines for the Wisconsin Portion of the Lake Superior Basin – March 2003* - This set of guidelines is meant to be a working document that is focused on reducing nonpoint pollution. This best management practice guideline is intended to building on the conservation projects of the past and incorporate newer technologies and ideas. The document is divided into sections based on different activities that have been identified as being important. These sections include project planning, roads, forestry, agriculture, critical area stabilization, habitat and development.

Funding Opportunities

WisDOT administers a number of programs to defray the cost of enhancements to local transportation systems. Eligibility options may increase through coordination due to population thresholds associated with some programs. In addition, cost savings and a more seamless transportation network between and around communities may be realized as a result of joint efforts. A complete list of programs is available at www.dot.state.wi.us and should be consulted to understand the full array of programming.

Local transportation enhancements program: The program requires a local match of 20 percent and allows for bicycle and pedestrian facility system enhancements such as the development of a bicycle commuting route, landscaping and other scenic beautification.

Elderly and disabled transportation capital assistance program: This annual grant program provides capital funding for specialized transit vehicles used to serve the elderly and persons with disabilities. The program covers 80 percent of the total cost of equipment.

State Urban/Rural/Small Urban Mass Transit Operating Assistance Program: This program provides funds for eligible project costs to public bus and shared-ride taxi programs. Eligible public transportation services include transport by bus, shared-ride taxicab, rail or other conveyance, either publicly or privately-owned, that provides general or special service on a regular and continuing basis. Local units of government are eligible to apply.

State of Wisconsin Department of Transportation Six Year Highway Improvement Program: The state highway system consists of 744 miles of Interstate freeways and 11,147 miles of state and US-marked highways. While the 11,794 miles of state highways represent only 11 percent of the 110,594 miles of public roads, they carry over 29 billion vehicle miles of travel a year, or about 58 percent of the total annual statewide travel. The remaining 99,160 miles are maintained and approved by local units of government.



Utilities and Community Facilities

Ashland County

Introduction

Community facilities are buildings, lands, services and programs that serve the public. Examples of community facilities are parks, schools, and fire and police protection. Public works such as water supply, sewer systems, storm water facilities and power generation and distribution make up the physical components of a community. Together, community facilities and infrastructure allow the Town to function, grow and add to the community's quality of life.

“Together, community facilities and infrastructure allow the Town to function, grow and add to the community's quality of life.”

This Plan Element takes inventory of existing facilities and services currently provided by both the public and private sectors, identifies the capacity of these services and unmet needs and evaluates the need for improvements or additional facilities over the next 20-years. The inventory divides utilities and facilities into two categories.

- Utilities/Infrastructure – the physical systems, networks and/or equipment necessary to provide for and support the basic needs of urban land uses, including systems, networks and equipment, but excluding transportation infrastructure.
- Community Facilities - public buildings and grounds that provide space, services or programs, or from which services or programs are co-ordinated, that are aimed at improving the quality of life, safety, or general welfare of community residents.

Utilities and Community Facilities

Stormwater System & Regulations

Ashland County does not have an ordinance specifically related to stormwater; it does, however, have several closely-related ordinances. Much of the following information is adapted from the Ashland County Land & Water Resource Management Plan, which is available on the County's website.

Shoreland Zoning

The Shoreland Zoning Ordinance (adopted pursuant to the authorization in § 59.97, 59.971, 59.99, 87.30 and 144.26, Wisconsin Statutes). The legislature of Wisconsin has delegated responsibility to the counties to further the maintenance of safe and healthful conditions; prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, placement of structures and land uses; and to preserve shore cover and natural beauty.

Floodplain Zoning

This zoning ordinance is adopted pursuant to the authorization in § 61.35 and 62.23 for villages and cities; 59.97 and 59.971 for counties; and 87.30, Wisconsin Statutes and NR 116,



Utilities and Community Facilities

Ashland County

Wisconsin Administrative Code. The purpose of this ordinance is to regulate development in flood hazard areas to protect life, health and property.

Other Ordinances

The overall Ashland County Zoning Ordinance contains further regulations on shorelands and floodplains (the zoning ordinance does not apply to cities and villages, the Bad River Indian Reservation, or the Town of LaPointe). Ashland County's Subdivision Control Ordinance, adopted pursuant to 236.45 Wisconsin Statutes, regulates new subdivisions in unincorporated areas. The County has also passed a Nonmetallic Mining Reclamation Ordinance, effective June 1, 2001.

Municipal Regulations

Under § 61.351 & 62.231, Wisconsin Statutes and NR 117, Wisconsin Administrative Code, cities and villages must regulate activities in wetlands located in the shoreland zone. Cities and villages are required by § 87.30 (1), Wisconsin Statutes to adopt reasonable and effective floodplain zoning ordinances to zone their flood-prone areas.

The City of Ashland, City of Mellen, Village of Butternut, unincorporated Glidden and the Town of La Pointe (and other Townships) are not large enough to require stormwater management plans by the WDNR. Stormwater system upgrades are necessary and some communities have opted to move forward and make these improvements. All of these communities, if they are working in an area of 1 acre or more, are subject to Wisconsin's stormwater rules under the Pollution Discharge Elimination System (WPDES) Program.

State Regulations

State permits are often required for activities taking place in or near waterways. New legislation 2003 Act 118 was recently enacted and went into effect on February 6, 2004. This Act included changes to chapter 30 of Wisconsin Statutes, regulating activities in navigable waterways. Emergency Rules related to waterway permitting under Chapter 30, Wisconsin Statutes are currently in effect. Under the direction of the Legislative Committee for Review of Administrative Rules, a new set of emergency rules have been developed for the following Administrative Codes effective August 24, 2004:

- ◆ NR 320: Bridges and Culverts in or over Navigable Waters
- ◆ NR 328: Shore Erosion Control Structures in Navigable Waterways
- ◆ NR 329: Miscellaneous Structures in Navigable Waters
- ◆ NR 343: Ponds and Artificial Waterways
- ◆ NR 345: Dredging in Navigable Waterways



Utilities and Community Facilities

Ashland County

State regulated activities include:

- ◆ Aquatic Plant Control
- ◆ Aquatic Plant Barrier
- ◆ Beaver Damage
- ◆ Boathouse Repair
- ◆ Boat Ramp (landings)
- ◆ Boat Shelter
- ◆ Bridges
- ◆ Buoys, moorings, markers
- ◆ Culverts
- ◆ Dams
- ◆ Dredging
- ◆ Dry Hydrants
- ◆ Fish Habitat
- ◆ Grading
- ◆ Irrigation
- ◆ Lake Levels
- ◆ Misc. Structures
- ◆ Nonmetallic Mining
- ◆ Pea Gravel Blanket
- ◆ Piers, Docks & Wharves
- ◆ Pilings
- ◆ Ponds
- ◆ Shoreline Erosion Control
- ◆ Swimming Rafts
- ◆ Utility Waterway Crossing
- ◆ Water Ski Platforms
- ◆ Wetlands

The state, via the DNR, also regulates construction site erosion control, stormwater discharge permits, and agricultural runoff.

Water System

Much of the County is served by private wells and septic systems. The City of Ashland, City of Mellen and the Village of Butternut have water services. Protection and maintenance of private wells is largely the responsibility of homeowners. The entire community needs to work together to develop a protection plan that safeguards everyone's water supply. Good construction and proper location are critical in ensuring a safe drinking water supply. Care needs to be taken to locate the well far from potential pollution sources. NR 812, Wis. Adm. Code requires new wells to be located:

- ◆ 25 feet from septic tanks
- ◆ 25 feet from the high water mark of a lake, pond or stream
- ◆ 50 feet from livestock yards, silos, and septic drainfields
- ◆ 100 feet from petroleum tanks
- ◆ 250 feet from a sludge disposal area or an absorption, storage, retention or treatment pond
- ◆ 1,200 feet from any existing, proposed or abandoned landfill site

Wastewater Facilities

The City of Ashland, City of Mellen, Village of Butternut, and unincorporated Glidden (in the Town of Jacobs) have sanitary sewer services. Most residences and businesses in towns rely on private septic systems and wells. Septic systems are wastewater treatment systems that use septic tanks and drainfields to treat and dispose of the wastewater in the soil. Septic systems are generally used in rural areas that have large lot areas where sanitary sewer services are not available. Ashland County reviews and permits the wastewater treatment systems.

Telecommunication

See individual municipality plans for information on cellular phone towers. Provision of high-speed Internet service has generally lagged behind in rural areas throughout the U.S., as most rural homes are too far from phone company facilities for DSL service over a phone line, and often lack the population density for cable Internet service. High-speed Internet connections are becoming more important, as more services (phone, music, movies) beyond traditional web-surfing become available. The County encourages provision of high-speed Internet by cable and phone companies, and will work with companies to expand coverage



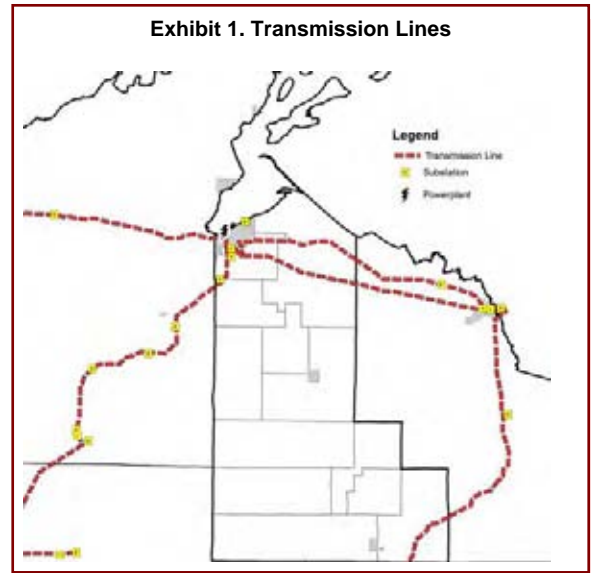
Utilities and Community Facilities

Ashland County

when feasible. New technologies are emerging for provision of high-speed Internet in rural areas; the most promising of which is satellite Internet service. Advances in that technology, along with others, could make rural high-speed Internet access easier without costly phone/cable infrastructure projects.

Electric and Natural Gas

Xcel Energy provides electrical services to most of Ashland County, and natural gas to some portions of the County. A few areas of the County are served by electric cooperatives. There is a transmission line and a substation that are located on the north western corner of the Town that is owned by Xcel Energy (Exhibit 1).



Source: Public Service Commission

Solid Waste Disposal/Recycling

Refuse and Recyclables: Individual municipalities are responsible for garbage and recycling collection. Please see Town/Village/City plans for details for this section.

Library Services

Library resources are an important part of the community base. No exact social standard can be applied to any one community as the needs and desires of citizens vary widely. Data for the individual library branches in Ashland County is not available, but data is given on a countywide basis. There are four libraries that are part of the Northern Waters Library Service, which serves the entire county. The libraries are located in the City of Ashland, Town of La Pointe, City of Mellen, and Odanah in the Town of Sanborn. The library located at Northland College is also available for public use within the County.

According to the annual Library Statistics Report compiled by the Wisconsin Department of Public Instructions, the libraries are operated by approximately five librarians and about five other paid staff. The libraries are open an average of 35.5 hours in the summer months and 37 hours in the winter months. In 2002 the libraries housed 64,988 book and serial volumes and had 286 periodical titles available. There are 16 computer terminals accessible to the public, 12 of those computers offer access to the Internet. Many audio, electronic and video materials are also available to borrowers. The libraries also offers many programs to adults and children. In 2002 a total of 4,735 individuals within the County attended those programs (Table 1).

The libraries receive funding from state, and county appropriations. The total operating expenditure in 2002 was \$572,055. A majority of those funds were from either municipal or county appropriations, which are an average per capita tax of \$39.80.



Utilities and Community Facilities

Ashland County

Amenities	Planning Standard*	Existing Amount	Preferred Amount	Surplus/ (Deficit)
Book Stock	3.5 - 5 per capita	64,899	38,021	26,878
Facility Space	0.7 - 0.8 sq. ft. per capita	16,826	7,604	9,222

* Source: Urban Land Institute standards should be used as a flexible guide and adapted to the particular needs of the community. Department of Administration 2002 county population estimates (10,863) were used to calculate this table.

Parks and Open Space

One of the principle assets of a community is its recreational opportunities. There are numerous snowmobile and ATV trails in Ashland County; many of these run through the Chequamegon National Forest. The National Forest has 179,452 acres in Ashland County, and contains numerous lakes, streams, campgrounds, hiking/snowmobiling/ATV trails. There is also Ashland County forestland that covers about 40,000 acres – this land also includes hiking, camping, and ATV trails. Ashland County has 64 lakes covering 11,000 acres (not including Lake Superior) and 65 spring-fed trout streams that flow for almost 300 miles in the County.

The County is also home to two state parks: Big Bay State Park on Madeline Island, and Copper Falls State Park near the City of Mellen. Both parks have two campground areas. The Apostle Islands National Lakeshore is a major recreational attraction for the County. There are 22 Apostle Islands (including Madeline Island), some of which have campgrounds.

There are numerous other park and recreation attractions in the County, like the White River Wildlife Area (south of the City of Ashland), the Hoffman/Hay Creek Wildlife Area (in the southeast corner of the County), and many more trails, waterfalls, overlooks, rivers, and lakes that are a part of the many recreational lands and open space in Ashland County.

Police Service

Ashland County is serviced by a 911 Emergency Response System that is operated by the Sheriffs Department. The Ashland County Sheriffs Department patrols the County. The City of Mellen, Town of La Pointe, Bad River Reservation, and the City of Ashland all have their own police services. During the day there are two deputies that patrol the county and respond to calls. At night there are three deputies that patrol the County. The department employs 11 full time patrol officers, one sheriff, one undersheriff, and one lieutenant. There is also one investigator, 18 full time corrections and dispatch personnel, and seven additional part time dispatch staff. The Department is headquartered in the City of Ashland (Table 2).

Amenities	Existing Amount
Deputies	11
Vehicles	14

Source: Ashland County Sheriffs Dept



Utilities and Community Facilities

Ashland County

Table 3. Calls For Service - Ashland County	
Call Volumes*	
2003	5,681

Source: Ashland County Sheriff's Dept

*Does not include Bad River Reservation, Town of La Pointe, City of Mellen, or the City of Ashland

The calls for service represent calls made on a countywide basis and include both civil and criminal complaints (Table 3).

Fire and Emergency Medical Services (EMS)

Municipalities within the County are responsible for providing Fire and EMS; many belong to Fire and/or EMS districts that provide services across municipal boundaries. Please see Table 4 on the following page for a summary of Fire and EMS facilities and equipment needs by municipality. See the map on page 4-8 for fire district boundaries, and the map on page 4-9 for EMS district boundaries.

Health Care Facilities

Some communities in Wisconsin have been designated by the U.S. Department of Health and Human Services as a Health Professional Shortage Area. Either a geographic area or a specific population can be designated as an HSPA. This designation is used to determine eligibility for at least 34 federal programs, and state programs. According to the Wisconsin Office of Rural Health, portions of Ashland County have been designated as HSPA. About 20 percent of the U.S. population live in areas designated as a shortage area.

Health care facilities available to County residents include the Ashland Clinic, Grandview Health System Clinic, Marshfield Clinic, Memorial Medical Center, Flambeau Hospital, Chequamegon Clinic, Main Street Clinic and many other health care providers for specialized treatment. The County Human Services Department is available to serve social and health needs.



Utilities and Community Facilities

Ashland County

Table 4. EMS & Fire Facility/Equipment Assessment for Ashland County Communities

Municipality	Service	(Year 1 – 10)			(Year 11-20)		
		Adequate	Expand	New/ Replace	Adequate	Expand	New/ Replace
C. Mellen	Fire		X			X	
	Ems		X			X	
V. Butternut	Fire	X			X		
	Ems	X			X		
T. Agenda	Fire	X			X		
	Ems	X			X		
T. Ashland	Fire	X	X ¹		X	X ¹	
	Ems	X	X ¹		X	X ¹	
T. Chippewa	Fire	X			X		
	Ems	X			X		
T. Gingles	Fire	X			X		
	Ems	X			X		
T. Gordon	Fire			X ²	X		
	Ems	X			X		
T. Jacobs	Fire			X ²	X		
	Ems	X			X		
T. LaPointe	Fire			X ³			X ³
	Ems			X ⁴	X		
T. Marengo	Fire	X			X		
	Ems	X			X		
T. Morse	Fire	X			X		
	Ems	X			X		
T. Peeksville	Fire			X ²	X		
	Ems	X			X		
T. Sanborn	Fire	X			X		
	Ems	X			X		
T. Shanagolden	Fire			X ²	X		
	Ems			X ⁴	X		
T White River	Fire	X			X		
	Ems	X			X		

1: Need more volunteers to replace scheduled retirements

2: Need new fire truck

3: Need equipment upgrades

4: Need new ambulance

Source: Town, Village, and City Comprehensive Plans

Fire Districts
Ashland County Comprehensive Plan

Legend

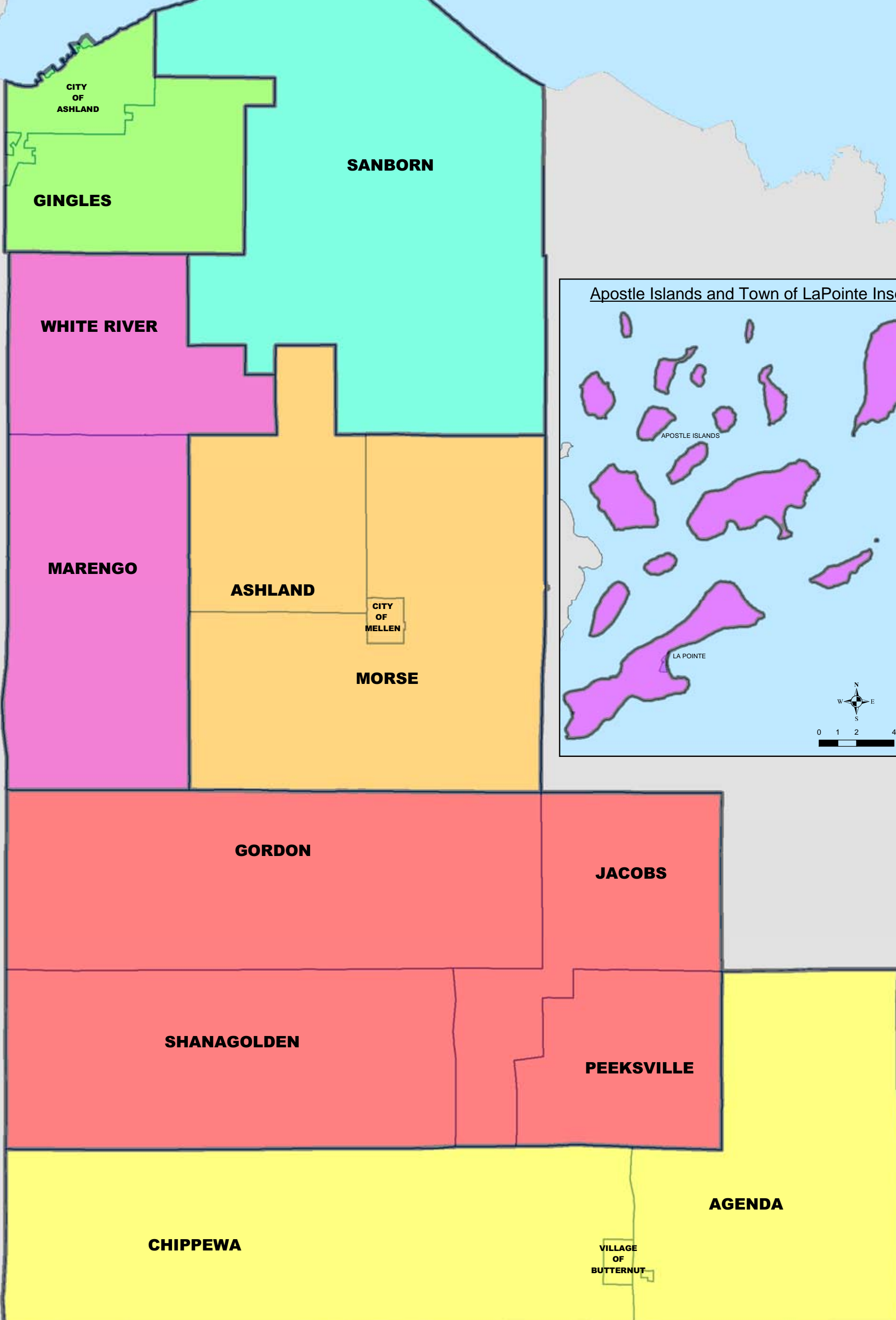
- | | |
|---|---|
|  Ashland |  La Pointe |
|  Bad River |  Marengo |
|  Butternut |  Mellen |
|  Glidden | |

 Municipal boundary

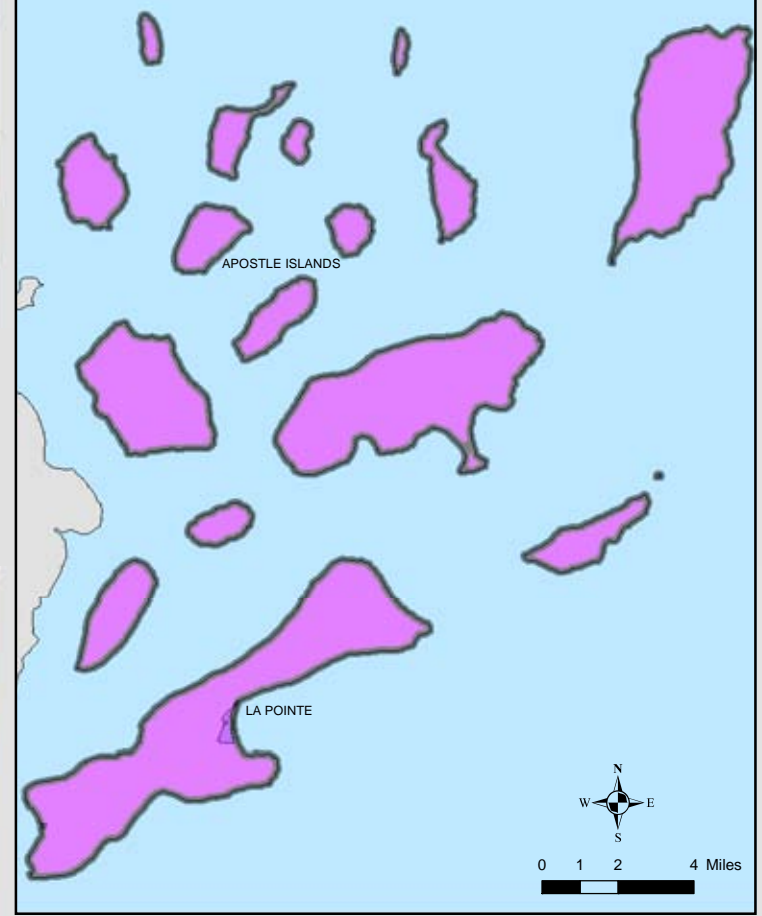


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November 20, 2006

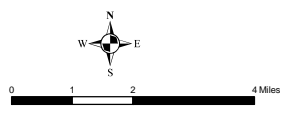
Apostle Islands and Town of LaPointe Inset



EMS Districts
Ashland County Comprehensive Plan

Legend

- Ashland
- Flambeau Med
- Glidden
- La Pointe
- Mellen
- Municipal boundary



November 20, 2008
VIERBICHER
CONSULTANTS

CITY OF ASHLAND

GINGLES

SANBORN

WHITE RIVER

MARENGO

ASHLAND

CITY OF MELLE

MORSE

GORDON

JACOBS

SHANAGOLDEN

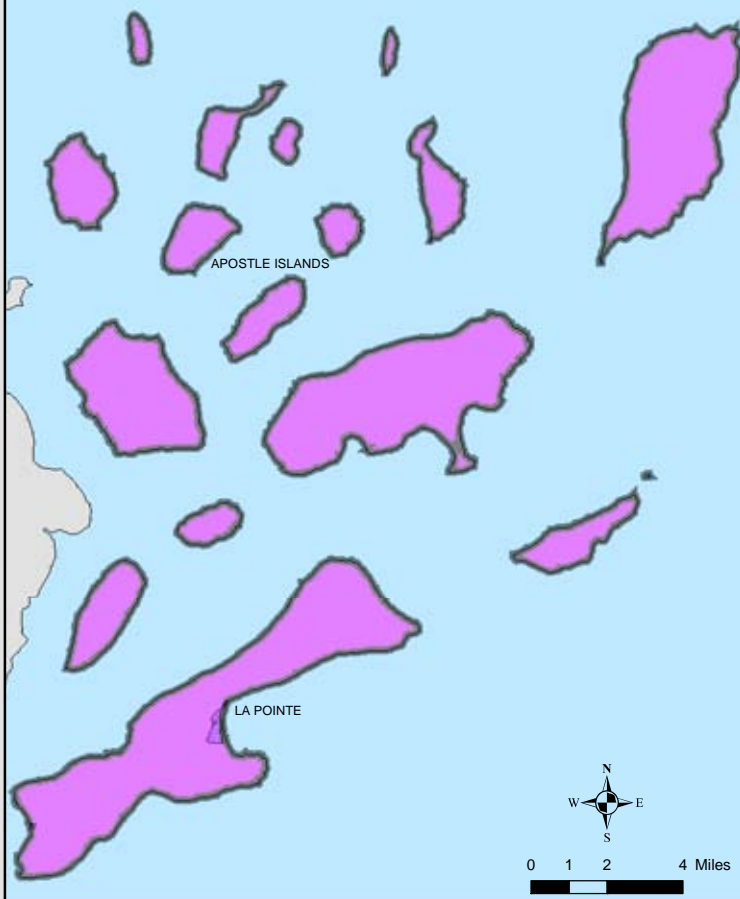
PEEKSVILLE

CHIPPEWA

AGENDA

VILLAGE OF BUTTERNUT

Apostle Islands and Town of LaPointe Inset





Utilities and Community Facilities

Ashland County

Nursing Homes

There are three nursing homes in Ashland County (Table 5).

Nursing Home	Location	Number of Beds	Ownership Type
Ashland Health / Rehab Center	1319 Beaser Ave, Ashland	118	Corporation
Court Manor Heath Rehab	911 3 rd St. West, Ashland	150	Corporation
Mellen Manor	450 Lake Dr., Mellen	40	Limited Liability Partnership

Source: Department of Health and Family Services

Cemeteries

The City of Mellen, the Town of White River, the Village of Butternut, the Town of Ashland, the Town of Marengo, the Town of Morse, and the Town of Sanborn all have one cemetery. The Town of Gordon, the Town of Jacobs, and the Town of LaPointe all have two cemeteries.

Child Care Facilities

Within Ashland County there are a total of 33 certified, and 30 licensed daycare programs with capacities ranging from 8 to 46 children (Table 6). A regulated program has either been licensed through the state or certified by Ashland County. A program's capacity does not necessarily reflect the number of children that are currently enrolled in programs. The capacity reflects the amount of children the program could possibly serve at any one time. Data generally shows that childcare demand outstrips supply locally, statewide and nationally. The cost of care plays a big part in household decisions about childcare arrangements.

Location	Licensed	Certified
City of Ashland	26	28
City of Mellen	2	-
Village of Butternut	-	1
Town of Jacobs (Glidden)	2	-
Town of White River (Marengo)	-	2
Town of Ashland (Highbridge)	-	2
TOTAL	30	33

Source: Ashland County Health and Human Services Department



Utilities and Community Facilities

Ashland County

Schools

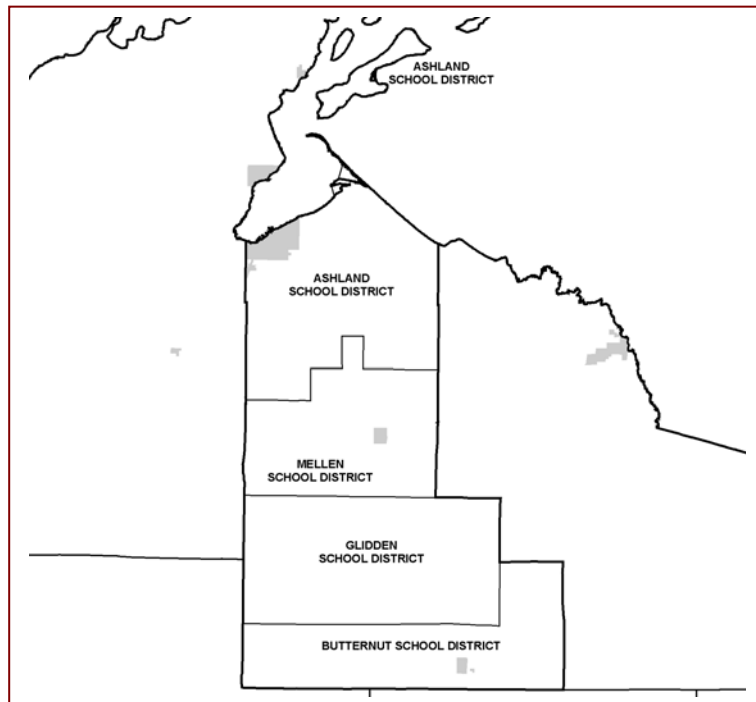
There are four school districts in Ashland County (Exhibit 2). Information about school district enrollment is in Table 7.

Currently, school enrollments are dropping. This is causing most schools within the county to reevaluate their services and determine the best way to provide for its residents and their school aged children.

District	Number of Students	Statewide Rank (by District Enrollment)
Ashland	2,218	96
Mellen	315	395
Glidden	221	414
Butternut	186	424
TOTAL	2,940	--

Source: Wisconsin Department of Public Instruction. Enrollment is a one-time count on the third Friday in September.

Exhibit 2. Ashland County School Districts



Source: US Census Bureau, 2000

Universities and Technical Schools

In Wisconsin there are 16 technical college districts. The County is located in the Wisconsin Indianhead Technical College district. The district includes 11 counties. Its campuses are located in Ashland, New Richmond, Rice Lake, and Superior. A nine-member board governs the district.

Other nearby post-secondary schools include Northland College, a four-year institution that is located in the City of Ashland, and Gogebic Community College which is a two-year institution located in Ironwood, Michigan.



Agricultural, Cultural, & Natural Resources

Ashland County

Agricultural Resources

America's farmland and open space are under ever increasing pressure from growth and development. Each year countless acres of rural land are developed. In partial response, the President has created "The President's Council on Sustainable Development". Between June 1993, and June 1999, the PCSD advised former President Clinton on sustainable development and developed bold, new approaches to achieve economic, environmental, and equity goals. From this effort, the United States Department of Agriculture (USDA) has committed itself to a number of new principals on sustainability.

Benefits to preserving rural land are sometimes hard to measure. For example, it is difficult to place a value on scenic areas. Lacking prices, it is difficult to develop economic benefit measures for preserving open space and agricultural land. However, while agricultural production can create environmental problems, properly managed farmlands provide non-market benefits including improving water and air quality and preserving wetlands. Farmland creates aesthetically pleasing landscapes and can provide social and recreational opportunities. Conserving land for agriculture also helps preserve farming as part of the rural economy.¹



Agriculture can co-exist with development and expanding populations while at the same time providing opportunities for growing new crops. However, farmers are often faced with changing their business practices to survive in urbanizing areas as the products and services they offer are no longer as valuable, or traditional delivery and marketing mechanisms are no longer feasible. To adapt to urbanization and its associated rising land values and increased contact with new rural residents, farmers must modify their operations to emphasize higher value products, more intensive production, or a more urban marketing orientation.² In the northern section of Ashland County there are a number of specialty crops. Most notable are the apples that are currently being grown in the area. In the City of Ashland, there is a farmers market that only allows the sale of organic foods.

National studies and county level plans have concluded that, on average, residential development requires approximately \$1.24 in expenditures for public services for every dollar generated in tax revenue. By contrast, farmland or open space generates 38 cents in costs for each dollar in taxes paid.

Predominantly focused in the upper Midwest, America's prime farmland regions coincide with our traditional notions of America's farm belt. While not containing as much prime

¹ Development at the Urban Fringe and Beyond: Impacts on Agriculture and Rural Land, Economic Research Service, U.S. Dept. of Agriculture. Agricultural Economic Report 803, June 2001.

² Development at the Urban Fringe and Beyond: Impacts on Agriculture and Rural Land, Economic Research Service, US Dept. of Agriculture. Agricultural Economic Report 803, June 2001.

Prime Farmland
Ashland County Comprehensive Plan

Legend

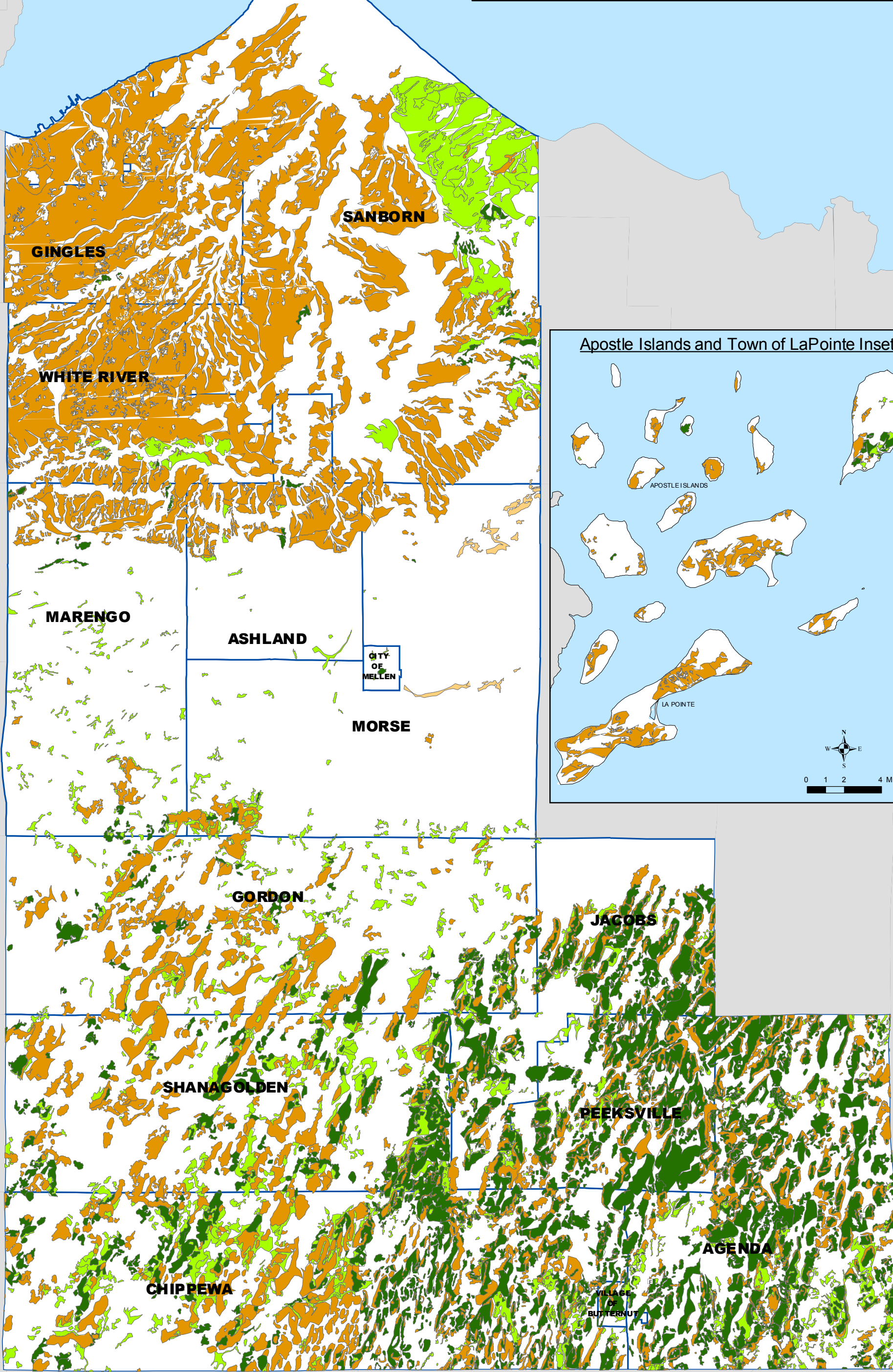
- All Areas Prime Farmland
- Prime Farmland if Drained
- Farmland of Local Importance
- Farmland of Statewide Importance

Map Legend
Municipal boundary
Ashland County B order

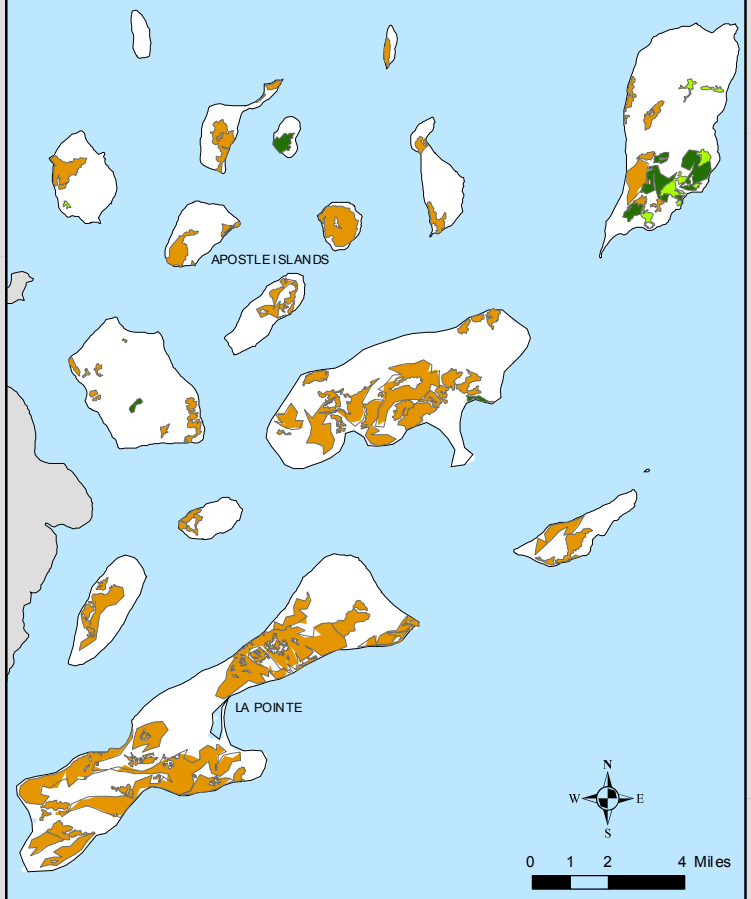


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Data Source: U.S. Department of Agriculture,
National Resources Inventory, Version 3, 2001
Survey 0303



Apostle Islands and Town of LaPointe Inset





Agricultural, Cultural, & Natural Resources

Ashland County

farmland area as some other upper Midwest states, Wisconsin is still home to many acres of prime land. According to 1996 findings by the USDA/NRCS, Wisconsin is home to 20,772 square miles or 13,294,027 acres of prime farmland. This area represents approximately 38 percent of the State's entire area. Most of this land area is found in the southern and eastern portion of the State.

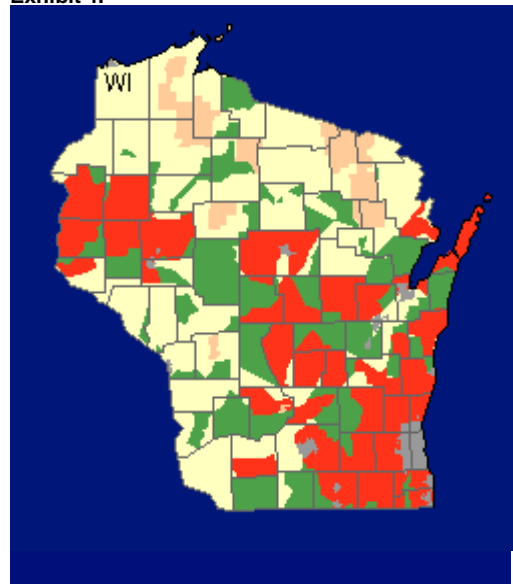
The highest concentrations of prime farmland is found in the south central area and some of the northern portion of Ashland County (see Prime Farmland map on previous page). The northern coastal plain area of the County has a longer growing season due to its proximity to the lake and therefore, is a more viable area to grow crops than the southern portion of the County, which has a shorter growing season.

As further development is considered in the County, careful consideration of the lands potential productivity must be understood in order to protect this valuable community resource.

Exhibit 1 portrays high quality farmland in Wisconsin by highlighting sub-county geographic areas that meet two threshold tests that define the importance and vulnerability of the land they encompass:

- ◆ *High Quality* farmland includes areas that, in 1992, had relatively large amounts (greater than their respective statewide averages) of prime or unique farmland.
- ◆ *High Development* includes areas that experienced relatively rapid development (greater than their respective statewide averages and having at least 1,000 acres of urban conversion) between 1982 and 1992.
- ◆ *Other* includes all areas not meeting the two threshold tests.
- ◆ *Unique farmland* was defined to include areas where unique soil and climate conditions support the growth of specialty crops.³

Exhibit 1.



³ Data is from the National Resources Inventory of 1992, by the National Resources Conservation Service of the U.S. Department of Agriculture. The urban built-up areas are defined by the Bureau of Census, U.S. Department of Commerce (1991). © 1996 American Farmland Trust



Agricultural, Cultural, & Natural Resources

Ashland County

Best Management Practices

There are Best Management Practice (BMP) Guidelines that have been identified for the Wisconsin Portion of the Lake Superior Basin. Within this document (*Best Management Practice Guidelines for the Wisconsin Portion of the Lake Superior Basin, March 2003*), there are identified practices and management actions that will improve farm operations, reduce farm runoff to surface water, restore areas manipulated by farm activities, improve cover in riparian corridors, and improve fish and wildlife habitat. It is advisable that jurisdictions in Ashland County review these BMPs when projects begin on farmland or in natural areas.

Exclusive Agricultural Zoning Ordinances

At the State level, efforts to protect agricultural lands have been underway for many years. Principal among the State's many programs aimed at farmland and agricultural protection is the authority granted to counties and local governments to adopt Exclusive Agricultural Zoning Ordinances. According to the Wisconsin Department of Agriculture, Trade, & Consumer Protection, the authority to create Exclusive Agriculture Districts has been granted by the legislature to help local units of government best prevent conflicts between agricultural and nonagricultural land uses. By establishing an exclusive agricultural use district, a local government effectively decides that agricultural uses of land are appropriate in that district. An exclusive agricultural zoning ordinance can be adopted by any county or municipality in a county that has a certified agricultural preservation plan in effect. Ashland County does not have an agricultural zone.

Department of Agriculture, Trade and Consumer Protection

Preserving Wisconsin's valuable farmland is important to the Department of Agriculture, Trade, and Consumer Protection. This program assists counties in creating county agricultural preservation plans, which lay the groundwork for municipalities and the county to develop exclusive agriculture zoning districts. Farmers also can participate by signing an individual, long-term agreement. The farmland preservation program provides state income tax credits to farmers who meet the program's requirements: to meet soil and water conservation standards, and to use the land only for agriculture.

It can be noted that while exclusive agricultural zoning has been available for many years, Ashland County has yet to take advantage of it.

The 1997 U.S. Census of Agriculture revealed a number of interesting findings related to the growth and development of Ashland County.

- ◆ Land in farms – decreased 9.2 percent from 51,208 acres in 1992 to 46,503 acres in 1997.
- ◆ Average size of farms – decreased 259 acres in 1992 to 250 acres in 1997.
- ◆ Full-time farms – decreased 6.1 percent from 198 farms in 1992 to 186 farms in 1997.

The amount of land, the number of fulltime farms, and the average size of farms, all experienced a decrease. The trend leads to speculation that more farms are being operated as a hobby by long time residents and/or newcomers to the area.

While the number of farming operations in Ashland County is currently decreasing, the land values of the local farmsteads are increasing. In 1987, the average total farm value



Agricultural, Cultural, & Natural Resources

Ashland County

(land and buildings), was at \$95,648. In 1997, the average value had grown to \$165,770, an increase of 73 percent over the ten-year period.

It appears that agriculture will continue to play a limited role in the County in the future. If current trends are allowed to continue, questions on development patterns of agricultural lands in the County may need to be addressed. This will have a bigger impact as development in the northern coastal plane reaches the most viable farming land in the County.

In the northern part of the State, the most predominant type of crop is trees. This is also the case in Ashland County. There are many more forested acres of land here than of cultivated land. Countywide, many towns do not have much farmland within their boundaries. The City of Mellen and the Village of Butternut have small amounts of agricultural land within their boundaries. Many residents have noted that an increasing number of landowners are deciding to return the land that is now agricultural cropland into forested land. Some of those property owners are using the land as sport hunting and others are interested in utilizing their forestland as a managed crop area.

The County has a strong desire to preserve and protect its rural character. Specifically, the County wishes to comply with S. 16.965(4), Wis. Stats.: Goal #4 - "Protection of economically productive areas, including farmland & forests."

Available Funding

The following is a possible grant source for agriculture-related activities in the County.

Agricultural Development and Diversification (ADD) Grant – Department of Agriculture, Trade and Consumer Protection (DATCP)

Provide grants to fund demonstration projects, feasibility analysis, and applied research directed toward new or alternative products, technologies, and practices that will stimulate agricultural development and diversification of economic activity within agriculture.

Program Contact: Mike Bandli, DATCP mike.bandli@datcp.state.wi.us



Agricultural, Cultural, & Natural Resources

Ashland County

Natural Resources

A definite ethic of caring for the land has existed in Ashland County since the first settlers in the early 1800s. Water is a very important resource within the County. The majority of the County's land includes forested land at 526,600 acres, agricultural land at 33,377 acres, including 548 miles of streams, 4,855 acres of lakes, and 170,000 acres of wetland.

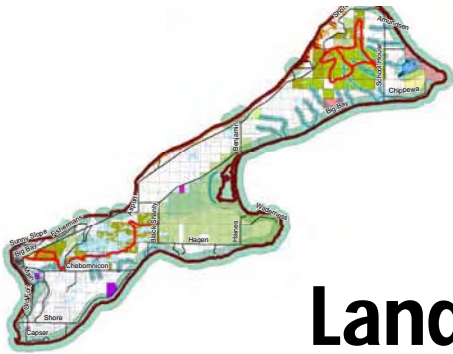
Land Management Factors (LMF)

In cooperation from the University of Wisconsin Center for Land Use Education (CLUE), communities in Ashland County participated in two Saturday afternoon mapping workshops. Individuals from each of the jurisdictions met to discuss factors that influence land management and growth throughout the county. These factors were then mapped, in addition to land uses, and became countywide Land Management Factor maps. They identify areas that can best accommodate new growth by first identifying the natural, cultural, and regulatory factors that restrict, limit, or modify new development. The maps were then used individually by each community to develop a future land use map.

Coastal Resource Management

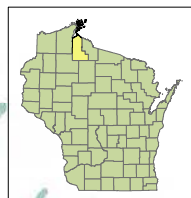
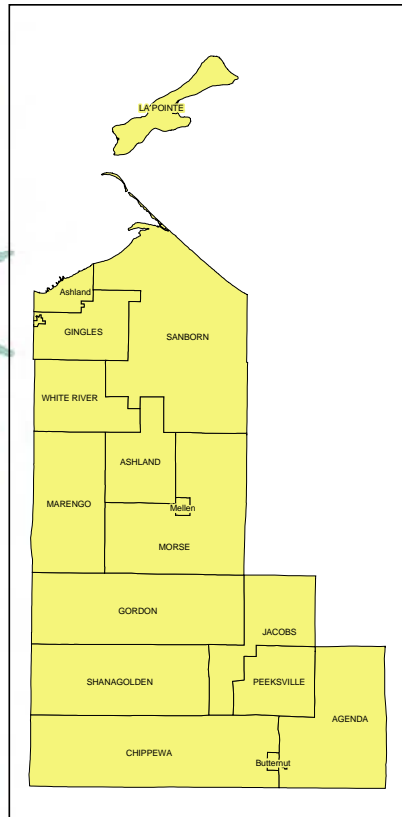
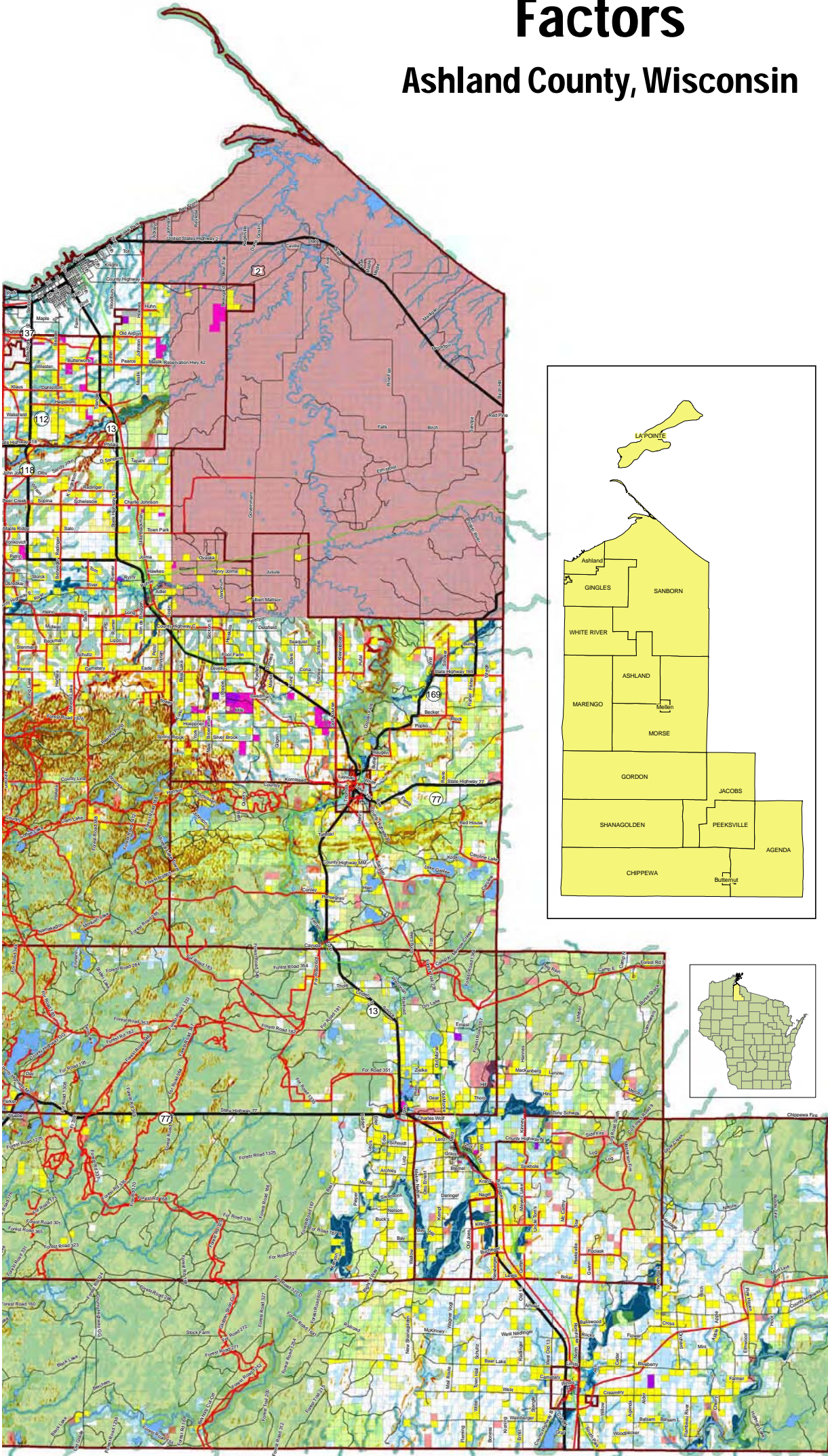
As part of the Comprehensive Plan, the County received grant funds from Wisconsin Coastal Resource Management to incorporate coastal resource planning into the plan document. The Coastal Resource Area map located in this element depicts the coastal resource area and the watersheds that found within it. The Coastal Resource Area map clearly shows the boundary of the planning area. This boundary has also been included on each of the maps that are found in this element. The Coastal Planning Area is 340,421 acres in size. The coastal boundary is also the boundary for the Lake Superior Basin.

It is the intent of coastal resource planning to identify applicable planning measures and natural resources, as well as goals, objectives, and policies that relate to coastal management planning.



Land Management Factors

Ashland County, Wisconsin



Comprehensive Planning 2005 - 2025

www.uwsp.edu/cnr/landcenter/landproject/ashland.html

Map Description

This map displays land management factors (LMF) for Ashland County, Wisconsin. The LMF map identifies areas that can best accommodate new growth by first identifying the natural, cultural, and regulatory factors that restrict, limit, or modify new development. For example, development is restricted from surface waters and road right-of-ways, while development can occur on steep slopes with engineering modifications.

This map makes no policy recommendations. The map is intended to be used by local units of government to help guide their local land use policy regarding where and how future development should occur.

- Land Management Factors can be helpful to:
1. Identify areas where growth should be restricted, limited, or modified
 2. Identify areas that can best accommodate development
 3. Move the debate from "Where should we grow?" to "How should we grow?"

The menu of land management factors were identified by the Strategic Mapping Focus Group on September 11, 2004. The Focus Group consists of nine members representing various local planning committees throughout Ashland County. The Center for Land Use Education provided facilitation and mapping skills to compile this map.

Legend

Note: For cartographic purposes public lands, forest crop lands, managed forest lands, and tribal lands were made transparent. Colors of environmental features where they overlap with these transparent features may vary from that shown on the legend.

Land Management Factors

- Residential
- Commercial
- Industrial
- Institutional
- Major Highways
- Roads
- Railroads
- Trails
- Surface Water
- Surface Water Setback (75ft)
- DNR Wetland Inventory
- 100 - year floodplain
- 500 - year floodplain
- Slopes > 20 Percent
- Slopes > 12 Percent
- Wilderness Preserve
- Public Lands
- Tribal
- Managed Forest Law (open)
- Managed Forest Law (closed)
- Forest Crop Law
- Shoreland Zone (1000/300ft)

Sources

Surface water features from Wisconsin Department of Natural Resources (DNR) 1:24,000-scale hydrography data model (version 3). Mapped from several 1:24,000-scale sources. Contact Bradley Duncan, DNR GIS Data Specialist for more information. Bradley.Duncan@dnr.state.wi.us.

Shoreland zone and 75 foot hydrology setback created from DNR hydrography data model (version 3) by Douglas Miskowiak, Center for Land Use Education. The data in this map is not intended to be used for regulatory purposes. The actual locations of the ordinary high water mark, 75-foot setback, and shoreland zone need field verification.

Wetland features from Wisconsin Department of Natural Resources (DNR) Fisheries Management and Habitat Protection Digital Wisconsin Wetland Inventory. Polygons digitized from 1:24,000-scale Wisconsin Wetland Inventory maps. Wetlands shown are those greater than five acres.

Floodplains derived from the Flood Insurance Rate Maps (FIRMs) published by the Federal Emergency Management Agency (FEMA). Mapping specifications are consistent with those requirements for mapping at a 1:24,000-scale. Hardcopy FIRM maps were either manually digitized or scanned and vectorized. Floodplains digitized from .tiff documents obtained from DNR. Rubber sheeting techniques employed to best fit floodplains to Ashland County aerial photography. Floodplains digitized by Todd Goold, Point North Inc., September 25, 2003.

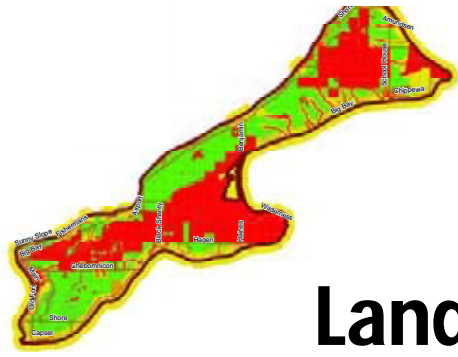
Steep slopes created using the 30 meter digital elevation model and ArcMap8.3 spatial analyst extension and surface analysis slope functionality.

Tribal lands from the Wisconsin Department of Natural Resource, 1998.

Developed parcels based from citizen land use field surveys from Vierbicher and Associates. Land use attributes overlain on ownership parcels by Douglas Miskowiak, Center for Land Use Education.

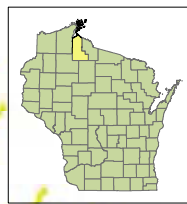
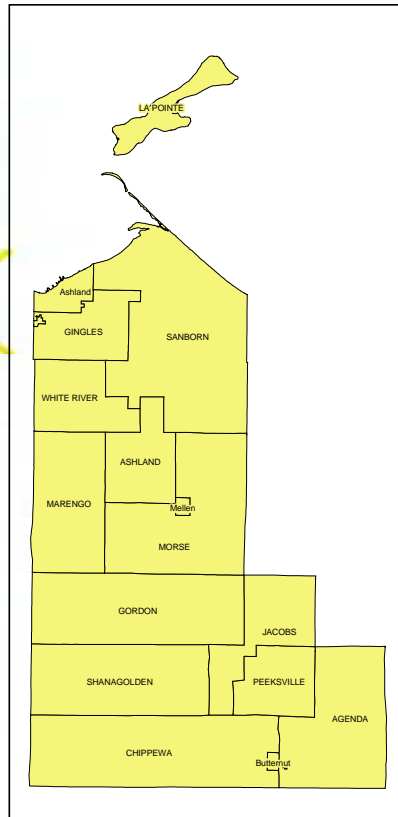
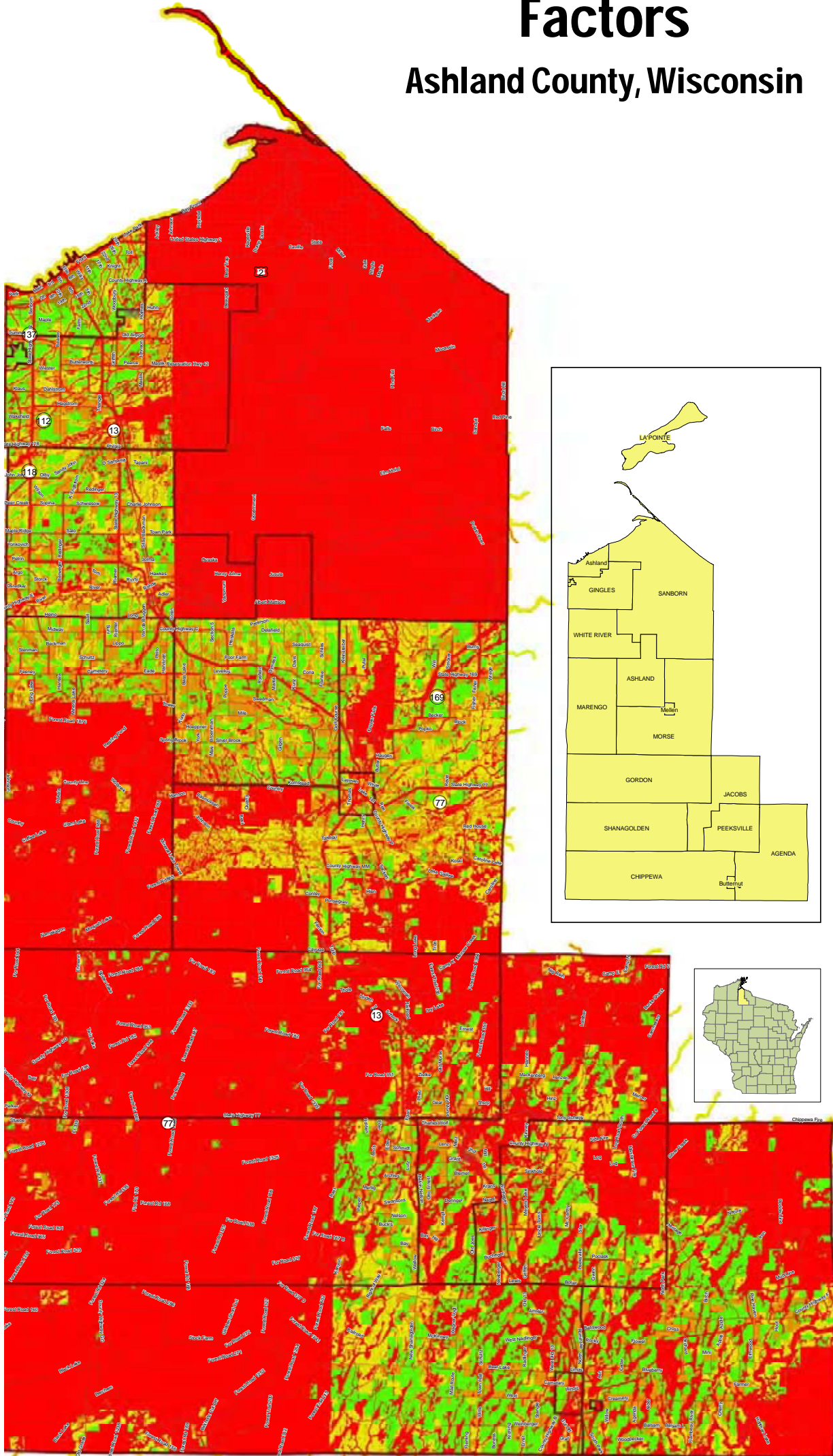


Map created by Douglas Miskowiak,
Center for Land Use Education (CLUE)
September, 2004.



Land Management Factors

Ashland County, Wisconsin



Comprehensive Planning 2005 - 2025

www.uwsp.edu/cnr/landcenter/landproject/ashland.html

Map Description

This map displays land management factors (LMF) for Ashland County, Wisconsin. The LMF map identifies areas that can best accommodate new growth by first identifying the natural, cultural, and regulatory factors that restrict, limit, or modify new development. For example, development is restricted from surface waters and road right-of-ways, while development can occur on steep slopes with engineering modifications.

The map is intended to be used by local units of government to help guide their local land use policy regarding where and how future development should occur.

Land Management Factors can be helpful to:

1. Identify areas where growth should be restricted, limited, or modified
2. Identify areas that can best accommodate development
3. Move the debate from "Where should we grow?" to "How should we grow?"

The menu of land management factors were identified by the Strategic Mapping Focus Group on September 11, 2004. The Focus Group consists of nine members representing various local planning committees throughout Ashland County. The Center for Land Use Education provided facilitation and mapping skills to compile this map.

Legend

Land Management Factors

- Major Highways
 - Roads
 - Trails
 - ++++ Railroads
 - Surface Water
 - Tribal
 - Surface Water Setback (75ft)
 - Public Lands
 - Wilderness Preserve
 - Slopes > 20 Percent
 - DNR Wetland Inventory
 - 100 - year floodplain
 - 500 - year floodplain
 - Industrial
 - Institutional
 - Commercial
 - Residential
 - Slopes > 12 Percent
 - Managed Forest Law (open)
 - Managed Forest Law (closed)
 - Forest Crop Law
 - Shoreland Zone (1000/300ft)
 - Remaining Land
- Factors displayed in red are those that do or should RESTRICT future development.**
- Factors displayed in orange are those that do or should LIMIT future development.**
- Factors displayed in yellow are those that should MODIFY future development.**
- Land shown in green DO NOT restrict, limit, or modify future development.**

Sources

Surface water features from Wisconsin Department of Natural Resources (DNR) 1:24,000-scale hydrography data model (version 3). Mapped from several 1:24,000-scale sources. Contact Bradley Duncan, DNR GIS Data Specialist for more information. Bradley.Duncan@dnr.state.wi.us.

Shoreland zone and 75 foot hydrology setback created from DNR hydrography data model (version 3) by Douglas Miskowiak, Center for Land Use Education. The data in this map is not intended to be used for regulatory purposes. The actual locations of the ordinary high water mark, 75-foot setback, and shoreland zone need field verification.

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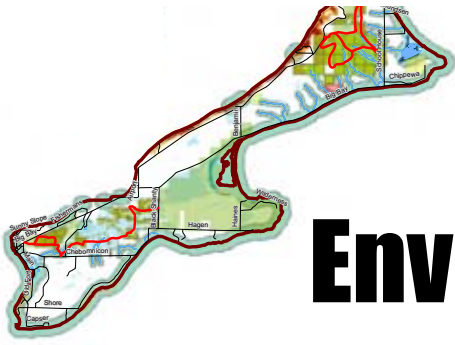
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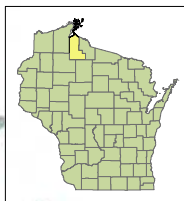
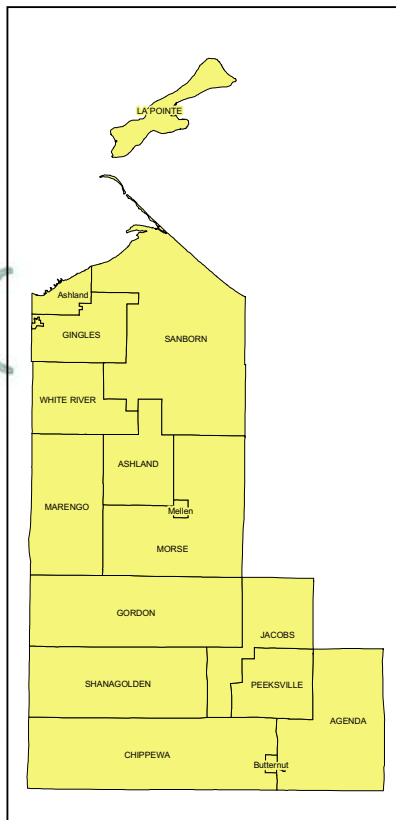
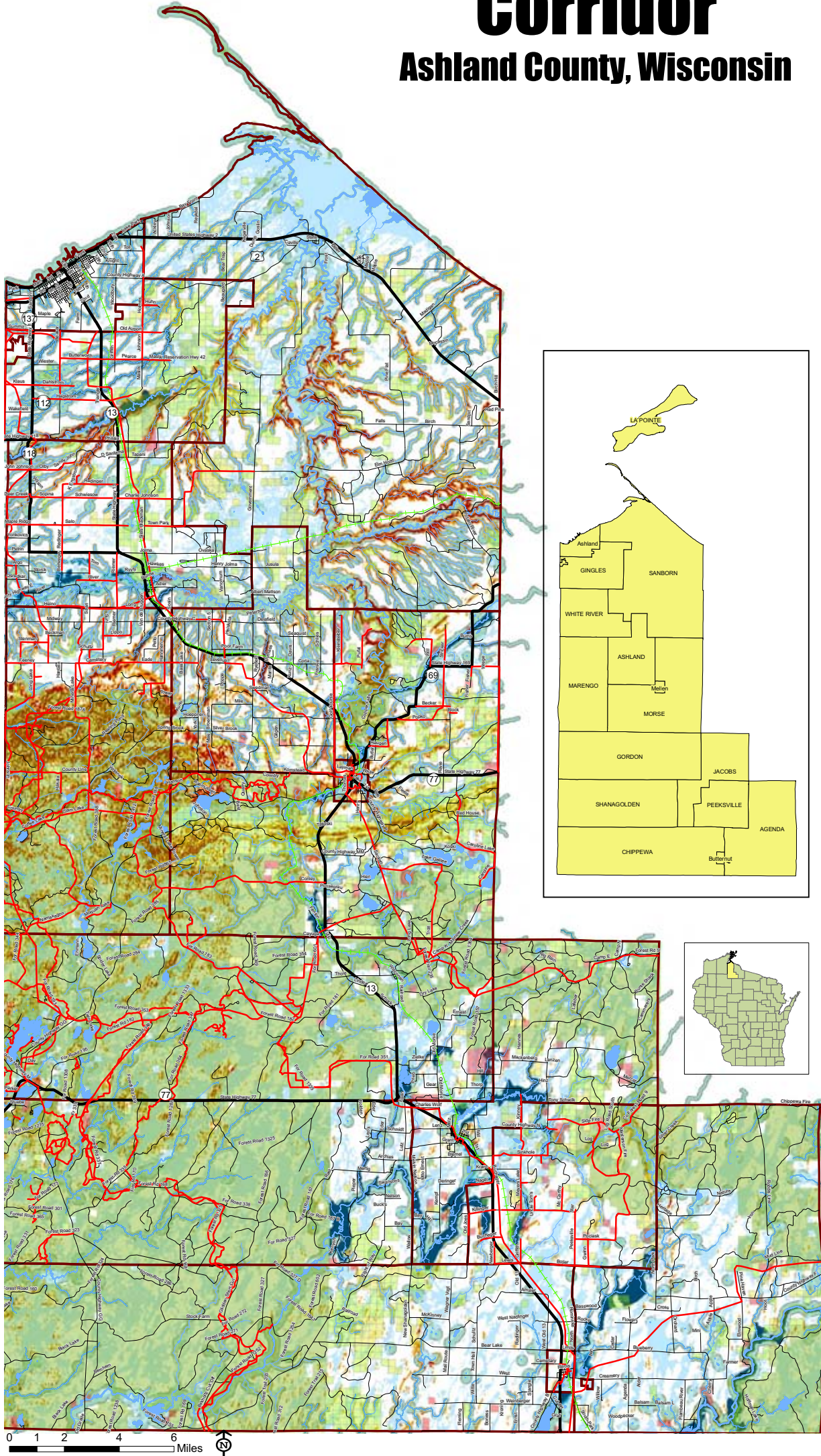


Map created by Douglas Miskowiak,
Center for Land Use Education (CLUE)
September, 2004.



Environmental Corridor

Ashland County, Wisconsin



Comprehensive Planning
2005 - 2025

www.uwsp.edu/cnr/landcenter/landproject/ashland.html

Map Description

This map displays environmental features that contribute to an environmental corridor concept for Ashland County, Wisconsin. The environmental corridor displays areas to consider for enhanced environmental management or protection. This map makes no local policy recommendations. The map is intended to be used by local units of government to help guide their local land use policy and enhance inter-governmental cooperation regarding natural and cultural resources.

Environmental corridors can be helpful to:

1. Enhance recreational opportunities
2. Protect water quality
3. Provide wildlife habitat
4. Safeguard aesthetic values
5. Provide opportunities for development

The menu of environmental features were identified by the Strategic Mapping Focus Group on September 11, 2004. The Focus Group consists of nine members representing various local planning committees throughout Ashland County. The Center for Land Use Education provided facilitation and mapping skills to compile this map.

Legend

Note: For cartographic purposes public lands, forest crop lands, and managed forest lands were made transparent. Colors of environmental features where they overlap with these transparent features may vary from that shown on the legend.

Environmental Features

- Surface Water
- Surface Water Setback (75ft)
- Shoreland Zone (1000/300ft)
- DNR Wetland Inventory
- 100 Year floodplain
- 500 Year floodplain
- Slopes > 20 Percent
- Slopes > 12 Percent
- Public Lands
- Trails
- Managed Forest Law (open)
- Managed Forest Law (closed)
- Forest Crop Law
- Wilderness Preserve

Context Layers

- Major Highways
- Roads
- Railroads
- Minor Civil Divisions

Sources

Surface water features from Wisconsin Department of Natural Resources (DNR) 1:24,000 scale hydrography data model (version 3). Mapped from several 1:24,000 scale sources. Contact Bradley Duncan, DNR GIS Data Specialist for more information. Bradley.Duncan@dnr.state.wi.us.

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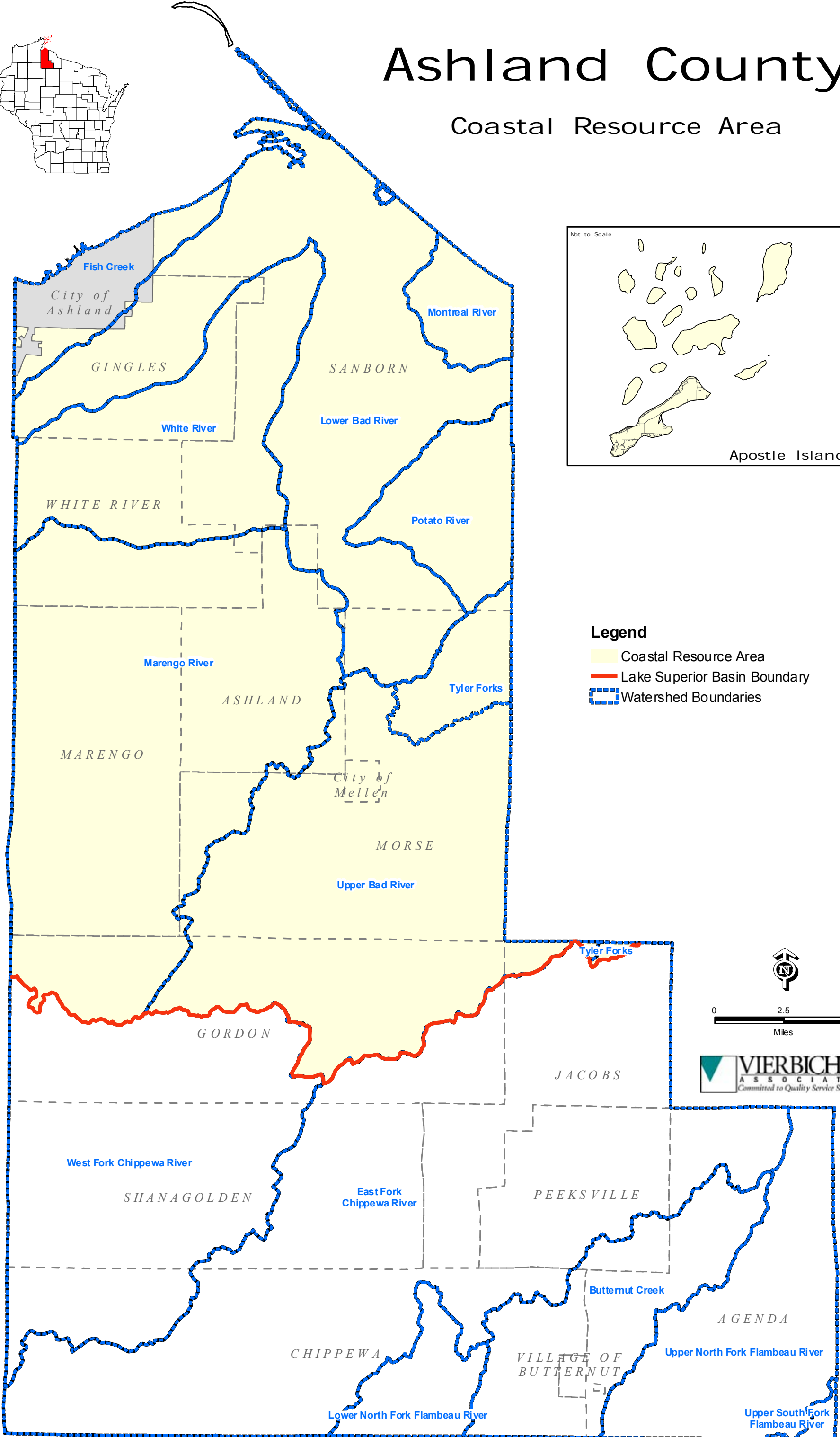
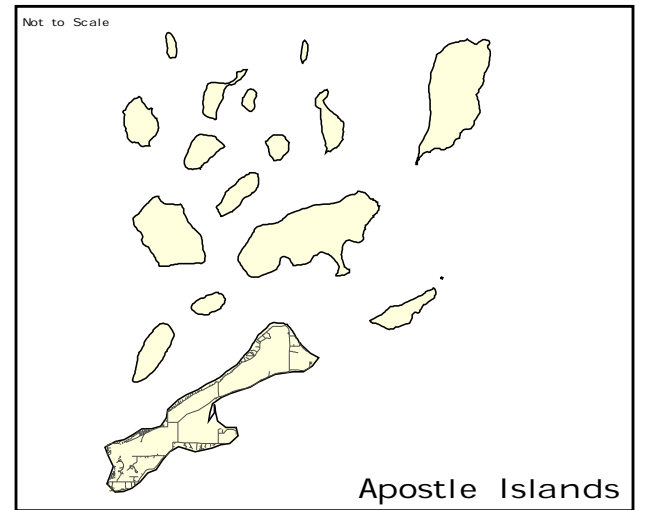
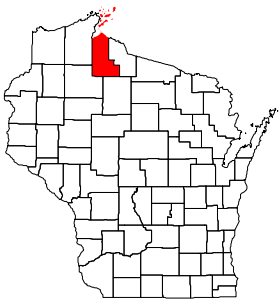
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Map created by Douglas Miskowiak,
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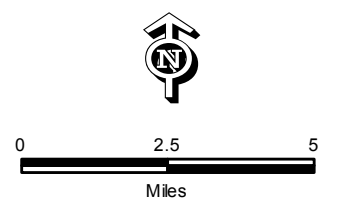
Ashland County

Coastal Resource Area



Legend

- Coastal Resource Area
- Lake Superior Basin Boundary
- Watershed Boundaries





Agricultural, Cultural, & Natural Resources

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Attributes and Characteristics of the Superior Coastal Plain

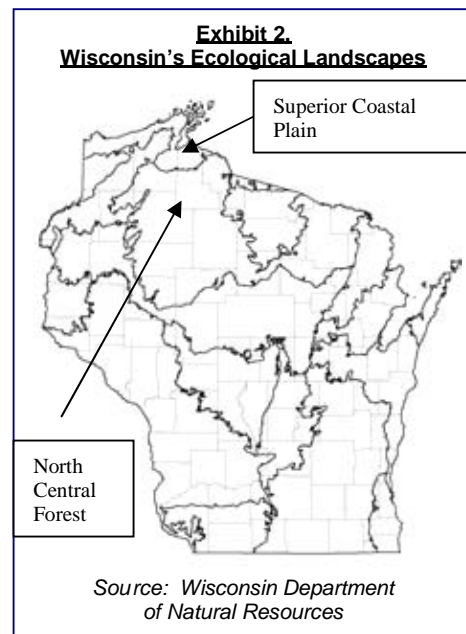
The Towns of La Pointe, Sanborn, Gingles, White River, and sections of Marengo, Ashland, and Morse are located in the ecological landscape that is centered on the low plains of Lake Superior's south shore. Two large pockets of this low plain occur in Wisconsin: one between the City of Superior and Port Wing and the other between Ashland and the Montreal River. The Bayfield Peninsula ridge splits these low plains. This ecological landscape includes the near-lake portion of the ridge, as well as the Apostle Islands. An escarpment rising several hundred feet above the plain marks this ecological landscape's southern boundary. Underlying this landscape is a thick band of clay deposited when lake levels were considerably higher. Outcroppings of sandstone bedrock occur along the northern margin of the Bayfield Peninsula and along the shores of some of the Apostle Islands.

There are very few natural lakes within this landscape but many small rivers and streams dissect the lake plain and peninsula. Soils are moderately well drained (on the peninsula) to poorly drained (where the red clay is near the surface). Before European settlement, white pine, balsam fir, white spruce, and paper birch were the dominant trees in the area. This was the only area in the State to support sizable tracts of boreal forest. Trembling (quaking) aspen is now dominant throughout the landscape as a result of past disturbance and management for earlier succession forests. Boreal forest remnants consisting of spruce, fir, white pine, and associated hardwoods (aspen, balsam poplar, white birch, and red maple) still exist.

The majority of this ecological landscape remains forested, with only a small amount of the land being used for agriculture. Urban development threatens some coastal wetlands. The Kakagon-Bad River Sloughs are of special ecological concern. Public lands within this area include the Apostle Island National Lakeshore, Chequamegon National Forest, Brule River State Forest, St. Louis River Streambank Protection Area, Superior Municipal Forest, and several State Parks and Natural Areas.

DNR Legacy Places

In 2000, the DNR compiled a list of places that were believed to be critical in meeting conservation and recreation needs. The criteria were applied to identify specific places using data on the distribution of various ecological, population, and geographical features. The Legacy Places were then categorized based on the ecological landscape where they are found they fall under (Exhibit 2). Values were then given to each of the places based on size, the amount of protection initiated, amount of the area that still needs protection, its conservation significance, and its recreation potential.





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In the Superior Coastal Plain area, there are several Legacy Places. Some key characteristics of this area are the coastal estuaries, sandscapes, boreal conifer-hardwood forest, shoreline cliffs, red clay soils, and concentrations of migratory birds. The extensive, high quality coastal wetlands and estuaries in this area provide critical habitat for many migratory songbirds, waterfowl, shorebirds, and rare plants. In addition to the important wetland areas, the shoreline also consists of many sandstone cliffs and clay bluffs that are home to many rare plant species.

The Bad River Legacy Place consists of the area that the Bad River flows through. Starting in the Penokee-Gogebic Range it quickly drops through deep forests down to lowland forests and then out to sloughs where it flows into Lake Superior. Many other high quality waters feed this river, notably the White, Marengo, Burnsweiler, Potato, and Tyler Forks rivers. The lower stretches of the Bad and White rivers flow through the Bad River Indian Reservation. Copper Falls State Park is a Legacy Place because of the areas of canyons, streams, and waterfalls that are found within the Park.

Some of the largest and highest quality coastal wetland in the Great Lakes region are found at the mouth of the Bad River . This is characterized as the Chequamegon Point-Kakagon Slough Legacy Place. Along with these wetlands is a long narrow sandspit, Chequamegon Point-Long Island, which provides critical nesting and resting habitat for many migratory waterfowl, shorebirds, and songbirds. This vast wetland complex of sloughs is also an important spawning and nursery area for many fish species.

Big Bay State Park is also considered a Legacy Place. This large area is located on the eastern coast of Madeline Island and contains a coastal barrier spit, beach and dunes, xeric pine forest, lagoon, and a diverse array of peatlands. Coastal fen, coastal bog, shrub swamp, and tamarack swamp border the lagoon. An abandoned sandspit, now three-quarters of a mile inland from Lake Superior, separates a much more acid complex of peatland types, including open bog, muskeg, and black spruce swamp, from the more mineral-rich types to the east. The primary coastal spit is mostly forested, with all three pine species native to the State.

Soils

According to the Ashland County Forest 10-Year Plan (1996), the soils of the County are largely derived from the weathering of the glacial drift deposits and show a great variation within relatively short distances. Water action, wind, and the accumulation and incorporation of organic material since the glacial period have modified the soils. Soil types within the County are not generally found in extensive continuous areas of any one soil classification, but are scattered in smaller groupings. The majority of the soils in the County are loamy and silt, soils over loamy till, and sandy loam soils over outwash plains. The basic soil components are sand, gravel, silt, clay, and organic material. The different soil types are composed of various combinations of each component. See Table 1 for a listing of the most common soils in the County.



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Soil Name	Soil Code	Typical Slope	Percent of County
Sanborg-Badriver complex	580B	0% to 6%	10.32%
Lupton and Cathro soils	408A	0% to 1%	7.06%
Gogebic, very stony-Pence, very stony-Cathro complex	5172C	0% to 18%	5.48%
Pickford-Badriver complex	548A	0% to 6%	3.85%
Butternut silt loam	538B	1% to 6%	3.79%
Loxley and Beseman soils	414A	0% to 1%	3.66%
Shanagolden fine sandy loam, very stony	644C	6% to 15%	3.36%
Shanagolden fine sandy loam, very stony	644B	2% to 6%	2.66%
Udorthents, ravines and escarpments	92F	25% to 60%	2.59%
Portwing-Herbster complex	480B	0% to 6%	2.26%

Sources: U.S. Department of Agriculture, Natural Resources Conservation Service; Soil Survey Geographic (SSURGO) database for Ashland County

Metallic Mineral Resources

Bedrock in some areas of northern Wisconsin contains metallic minerals. In some localized areas, significant concentrations of these metallic minerals may be appropriate for economic development, depending on local geology, price of metal, and environmental review and permitting processes. The potential and pace for metal mining in northern Wisconsin is affected by the geology of the region, by the prices for metals on national and international commodities markets, and by the time involved in completing the State's environmental review and permitting processes. When a mining company has completed exploration drilling of a metallic mineral deposit and has determined that the prospect contains economically viable amounts of recoverable minerals, the company must decide whether to initiate the formal metallic mining permitting process. This process involves receiving licenses and permits from the DNR.

There is a large iron ore/taconite resource in the towns of Morse and Marengo in Ashland County that has not been mined on a commercial scale. When including the Town of Anderson in Iron County, this resource is 20% of the potentially commercial iron ore/taconite resource known in the United States. The area where the iron ore/taconite is located is known as the Gogebic Iron Range, and a majority of either the land or the mining rights to the area is owned by the La Pointe Iron Company and affiliated companies, and RGS Land & Minerals Ltd. LP (Exhibit 3). The company has delineated a conceptual iron ore/taconite mining development area that includes land in the towns of Marengo and Morse in Ashland County. A conceptual development area map has been drafted and can be obtained by contacting the La Pointe Iron Company. There are also iron ore/taconite resources in Iron County with the majority of the resource being located in Ashland County. The conceptual development area that has been defined encompasses what is envisioned to be the total area in which the iron ore/taconite resource would be mined and processed. This is based on preliminary analysis that includes auxiliary and buffer lands. Not all lands within the conceptual development area would be part of the iron ore/taconite resource development. The mining plans for the area are still in the

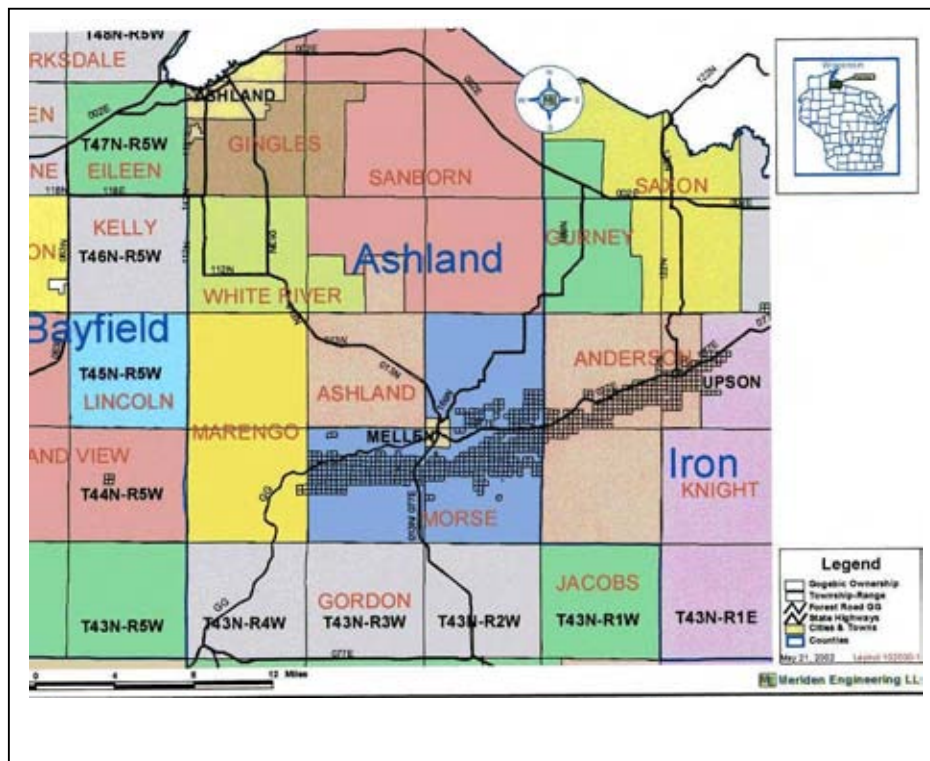


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planning stages and the La Pointe Iron Company has expressed interest in working with the County and its residents to create future plans for this land. Development of this iron ore resource will require extensive infrastructure, including but not limited to, highways, railroads, electricity and natural gas.

Exhibit 3. La Pointe Iron Company, Affiliated Companies, and RGGS Land & Mineral Ltd. LP Land Ownership



Source: La Pointe Iron Company & Meriden Engineering LLC

Nonmetallic Mineral Resources

Another asset of Ashland County is the potential accessibility of non-metallic resources. These resources can provide for economic activity within the County. However, these resources also represent potential erosion concerns and groundwater infiltration concerns. These must be carefully managed so as to avoid any potential negative impacts through their development and use. If accessed and used, it is critical that mitigation plans be put into place in order to ensure a pre-disturbance landscape in appearance and usability once they have yielded their resources. Additional concerns about noise, hours of operation, dust, and blasting impacts are also common.

NR135 of the Wisconsin Administrative Code establishes a statewide program regulating nonmetallic mine reclamation. As of September 2001, nonmetallic mines may not operate without a reclamation permit. The program is administered at the local level. These mines



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are required by law to develop a reclamation plan that will designate an approved land use once mining operations have ceased. Mines need to be in compliance with NR216 and they need to secure stormwater permits. Both private and municipally owned mines are required to obtain such coverage. Registration allows for identification, preservation, and planning for future development of marketable resources. There are a total of 38 non-metallic mines in the County, seven of which are inactive.

Water Resources

Within Ashland County, there are 85 lakes, 96 flowages, and 548.1 miles of streams, of this number there are 257.7 miles of streams that are classified as trout streams. There are two different watersheds in Ashland County. Streams located in the northern basin flow into Lake Superior, and streams in the southern portion of the county (south of the Great Divide) flow into streams that eventually enter the Mississippi River.

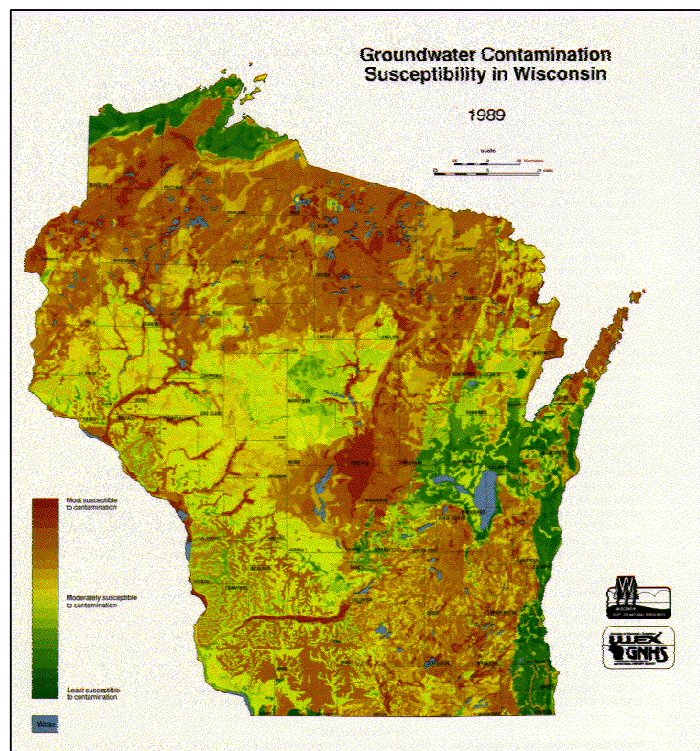


As part of this comprehensive planning process, a document entitled *Ashland County's Water Resource: Issues and Recommendations* was prepared by the Center for Land Use Education. This document was prepared to highlight critical water issues the region is facing, and recommend multiple strategies that could be implemented to address these issues. For a copy of this document, contact the Ashland County Administrator.

Ground Water

Wisconsin is a state with a large quantity of groundwater. There have not been any concerns about the availability of good quality groundwater in the majority of the County. According to the Ashland and Bayfield County Land and Water Resource Management Plan, groundwater is found under nearly the entire county and is generally of very good quality.

A Wisconsin Geological and Natural History Survey map delineates





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groundwater susceptibility to contamination based on five physical resource characteristics. These characteristics include type of bedrock, depth to bedrock, depth to water table, soil characteristics, and surficial deposits.

The Department of Natural Resources maintains a Groundwater Retrieval Network Database, which includes monitoring data from public and private water supply wells. A review of this database indicates that there has been a number of monitoring results that exceed the preventative action limit (PAL) for:

- ◆ Nitrate (NO₃): Water normally contains a very small amount of nitrate, but elevated nitrate levels indicate contamination. Some common sources of nitrate contamination include individual septic systems, sewage treatment plants, fertilizers, and animal waste.
- ◆ Coliform: Coliform bacteria are found in the feces of humans and other animals, as well as in surface water. Their presence in groundwater (wells) shows that unfiltered or poorly-filtered surface water or near-surface waters have found their way into the groundwater or entered through an opening in, around, or at the top of the well casing.

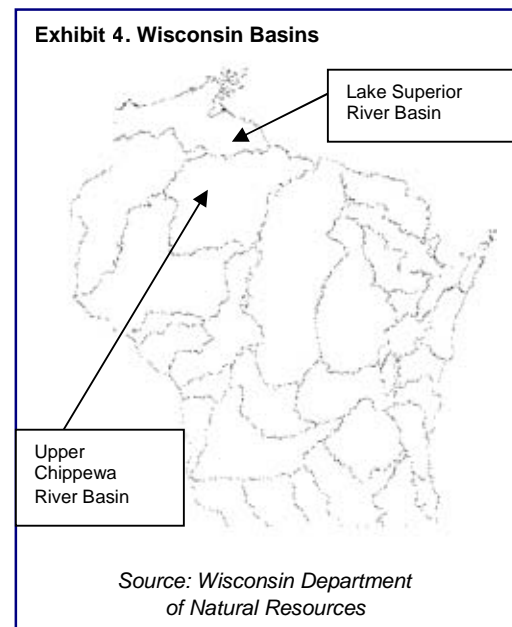
There are also some wells that exceed limits for metals in the water. Metals in groundwater can be naturally occurring or the result of human activities. For example, iron is a common, naturally occurring metal, while cadmium and chromium are associated with metal plating operations. Other elements are often found affiliated with metals. Although exceeding the PAL is not a violation of the groundwater rules, it serves as a “trigger” for remedial actions to reduce the concentration of the substance below the PAL.

Surface Water

Much of the County is located in the Lake Superior River Basin (Exhibit 4), which includes the watersheds of Fish Creek, Lower Bad River, Montreal River, White River, Marengo River, Tyler Forks, and Upper Bad River. There are several streams, lakes, and rivers in the region that are experiencing problems as a result of increased amounts of sediment due to erosion. The County encourages that BMPs be utilized when activities affecting transportation or building occur. There are also many other activities that could impact the stability of the soil in an area. Current research indicates that the percentage of forest cover within a watershed will significantly affect peak flows within the area. Erosion and resulting sedimentation within the region is due to high peak flows (*Ashland County Water Resources*).

The County has prepared a lake classification guide. Lakes have been placed into the following classes (not all lakes have been given a classification):

- ◆ Class 1 lakes are large and highly developed. Minimum allowed lot sizes here are 30,000 square feet, minimum lot width is 150 feet, and minimum lot depth is 200 feet.





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- ◆ Class 2 lakes are less developed and more sensitive to development pressure. Minimum allowed lot sizes here are 40,000, minimum lot width is 200 feet, and the minimum lot depth is 200 feet.
- ◆ Class 3 lakes are usually small, have little or no development, and are very sensitive to development pressures. It is important to note that the County has given rivers and streams the same standards as Class 3 lakes. Minimum allowed lot sizes here are 62,500 square feet, minimum lot widths are 250 feet, and the minimum lot depth is 250 feet.

There are six facilities that discharge treated wastewater directly to the waters of the state and include:

- ◆ Village of Butternut
- ◆ Ashland Sewage Utility
- ◆ Glidden Sanitary District
- ◆ Madeline Sanitary District
- ◆ Columbia Forest Products
- ◆ Xcel Energy

Floodplains

A floodplain is land that is normally dry but which is periodically covered with floodwater. For regulatory purposes, the floodplain associated with a 100-year flood⁴. Floodplain locations are determined by Federal Emergency Management Agency (FEMA). If a property is located within a 100-year floodplain as identified by FEMA, then that property owner is required to purchase flood insurance for their home when obtaining long-term financing. Development in the floodplain reduces the floodplain's storage capacity, causing the next flood of equal intensity to crest even higher than the last.

Wetlands

Wisconsin's wetlands provide a variety of critical functions. They provide habitat for wildlife, store water to prevent flooding, and protect water quality. However, wetlands continue to be destroyed and degraded, as they are drained and filled for agriculture, development, and roads, and are impacted by pollutants.

According to the Wisconsin Wetlands Inventory, Ashland County contains 168,388 acres of wetland, comprising 25.2 percent of the County's total land area, and 3.1 percent of the State's wetlands. This data is based on aerial photography and includes only wetlands larger than two acres. As a result, the wetland acreage numbers are likely to undercount the existing wetland area. For wetland locations please see the Wetland and Floodplain Map.

The DNR has profiled larger wetland areas in the County. The Bad River-Kakagon Slough is mainly located in the Town of Sanborn and on the Bad River Reservation. It contains major wetland communities including emergent marsh, coastal fen, coastal bog, tamarack swamp, and shrub swamp. There are 18 rare elements of either bird, fish, or plant habitat that have been identified. These rare elements are included in the Wisconsin Heritage Inventory, that is located later in this element. The second identified large wetland complex is the Long Island-Chequamegon Point area. This is Lake Superior's most extensive, and least disturbed coastal barrier spit. Many types of plants and animals are found here. There

⁴ A 100-year flood has a one percent chance of occurring in any given year.



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are 15 rare elements of beetle, bird, community, grasshopper, and plant that have been identified for the area. These can also be found in the Wisconsin Heritage Inventory. The third large wetland area that has been identified is the Big Bay wetland, located in the Town of La Pointe. This area is located within a state park and a town park and has been designated as a state natural area. There are 22 rare elements of bird, butterfly, community, and plants that are found here. These rare elements are listed in the Wisconsin Heritage Inventory.

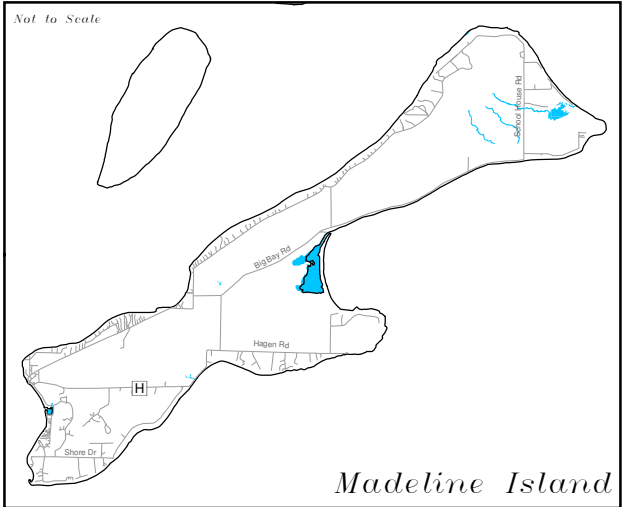
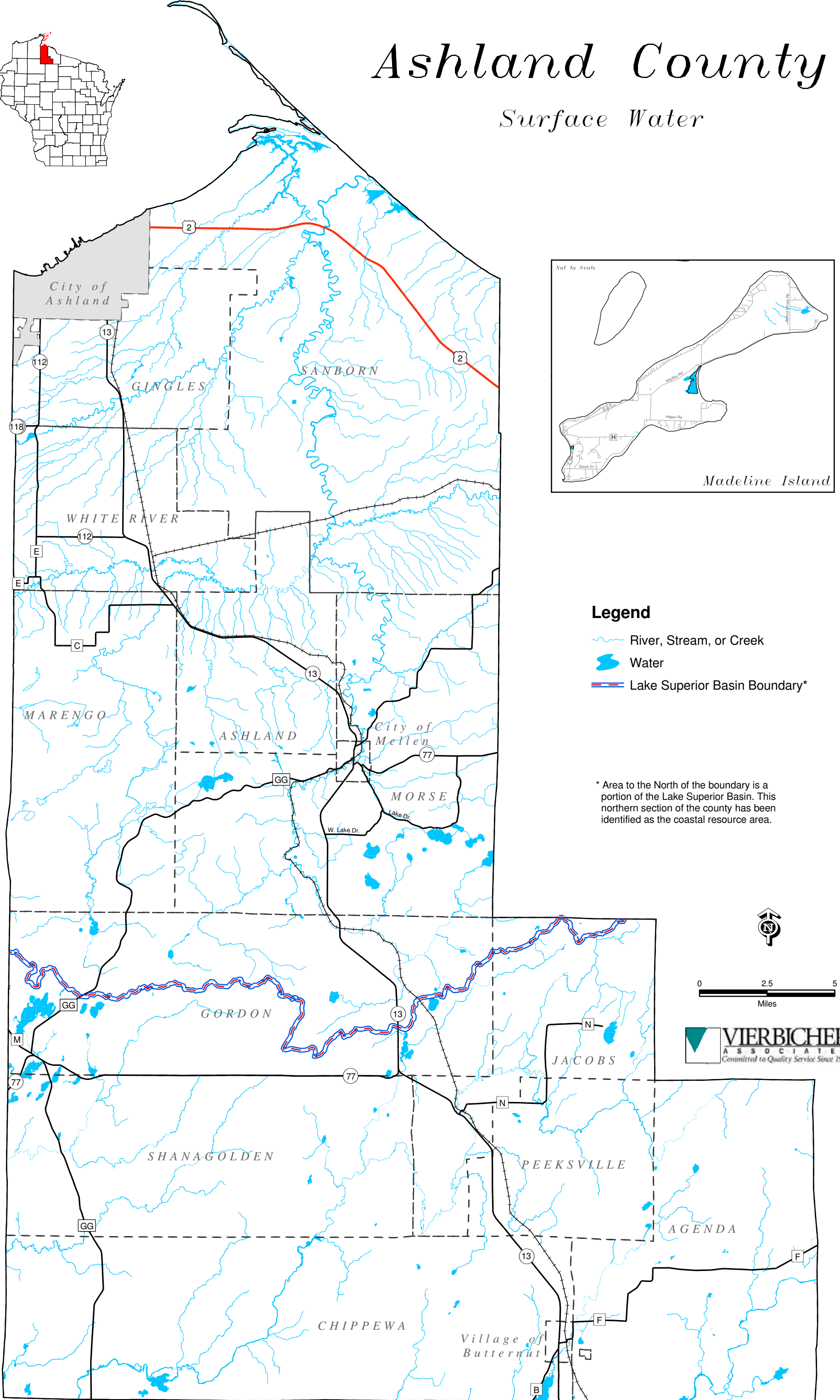
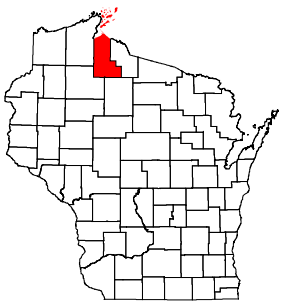
Phase II of the DNR's *Coastal Wetland Assessment* prioritized wetland areas in the state. The assessment ranks ecological significance and the priority that each of the wetland are ranked for the need of future surveys. Out of the 28 wetland sites on Lake Superior, the assessment concentrated on five of the wetlands located in Ashland County. The wetland areas are:

- ◆ Kakagon–Bad River Slough
- ◆ Outer Island Sandspit and Lagoon
- ◆ Big Bay Wetlands
- ◆ Stockton Island Tombolo
- ◆ Long Island-Chequamegon Point
- ◆ Hoffman Lake

In both of the rankings, the wetlands in Ashland County were in the top 20 for known ecological significance, and the need for future field surveys due to data gaps.

Ashland County

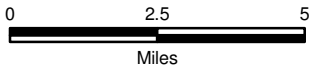
Surface Water

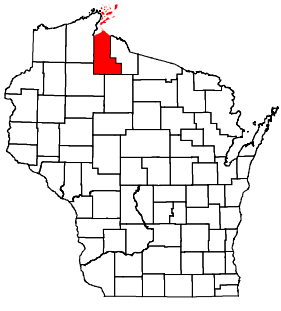


Legend

- River, Stream, or Creek
- Water
- Lake Superior Basin Boundary*

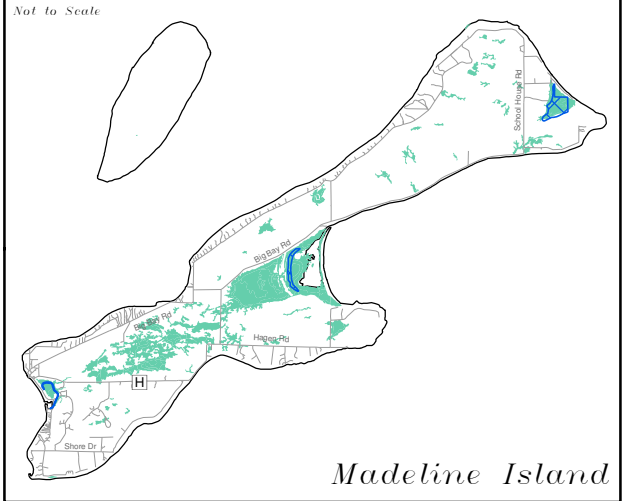
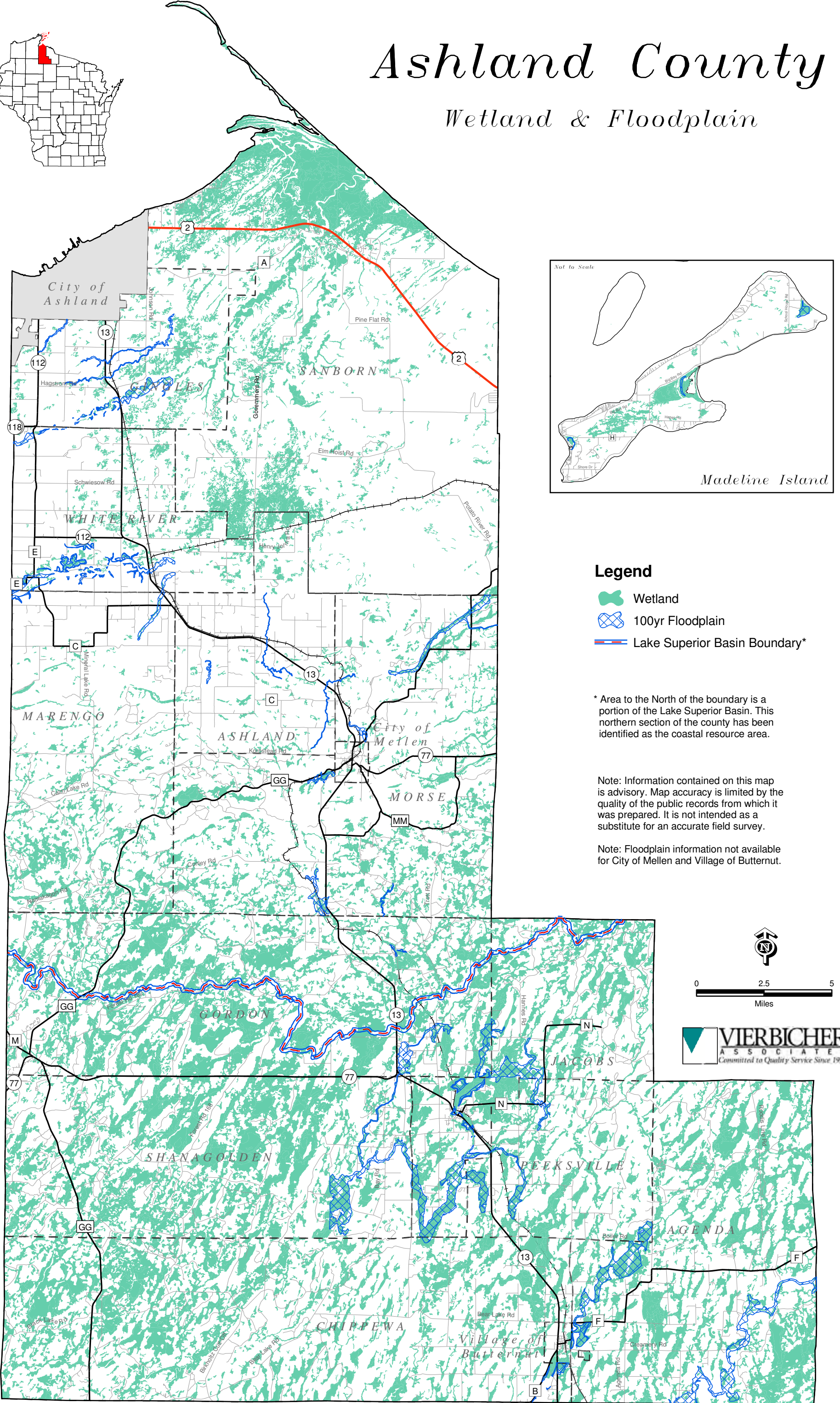
* Area to the North of the boundary is a portion of the Lake Superior Basin. This northern section of the county has been identified as the coastal resource area.








Ashland County

Wetland & Floodplain



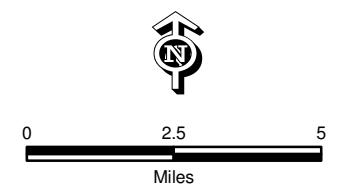
Legend

-  Wetland
-  100yr Floodplain
-  Lake Superior Basin Boundary*

* Area to the North of the boundary is a portion of the Lake Superior Basin. This northern section of the county has been identified as the coastal resource area.

Note: Information contained on this map is advisory. Map accuracy is limited by the quality of the public records from which it was prepared. It is not intended as a substitute for an accurate field survey.

Note: Floodplain information not available for City of Mellen and Village of Butternut.





Agricultural, Cultural, & Natural Resources

Ashland County

Forest Resources

The Department of Natural Resources has identified 16 million acres of forestland (46 percent of Wisconsin's total land area) and millions of urban trees that significantly contribute to the quality of life in Wisconsin. These forests are important for their recreational opportunities, wildlife habitat, air quality enhancement, water protection, biodiversity, products, and a variety of other values. However, 70 percent of the forestland is in private ownership making sustainable forest management more complex. The DNR defines forest land as land area that is at least 16.7 percent covered by forest trees or was in the past, and is not currently developed for non-forest use.

As part of this comprehensive planning process, a document entitled *Ashland County's Forest Resource: Trends, Issues, and Actions* was prepared by the Center for Land Use Education. This Document was prepared to highlight forest resource trends in Ashland County, identify critical forest issues the region is facing, and recommend multiple strategies that could be implemented to address these issues.

There are two forest tax laws in Wisconsin: the Managed Forest Law (MFL) and the Forest Crop Law (FCL). These programs provide private property owners with tax reductions in exchange for entering into long-term contracts with the Department of Natural Resources to ensure proper forest management. The public also benefits from the additional opportunities for recreation, wildlife habitat, and watershed protection that proper forest management provides.

Changes were made to the Managed Forest Law in April 2004. Under these changes, forest landowners will pay taxes of approximately \$1.30 per enrolled acre if the property is open to public access for hunting, fishing, sightseeing, hiking, and cross country skiing. They will pay approximately \$6.50 per enrolled acre if the property is closed to public access. Land that is enrolled after this legislation passes will be allowed to close up to 160 acres. Another change that has been made is that 80 percent of the yield tax will be returned to the municipality and the County will receive 20 percent.

According to the Wisconsin DNR (2003), there are 360 FCL acres in White River, and there are 3,467 acres that are enrolled in MFL. A total of 283 acres of this land is closed to the public and the remainder is open to public access.

Wisconsin has 32 river basins, which are divided into 23 management "basins" or Geographic Management Units (GMUs). These geographic areas are the basis for carrying out resource management work in the Watershed Management, Fisheries Management and Habitat Protection, and Drinking Water and Groundwater Management Programs. Ashland County is located within two different GMUs. The northern portion of the County is located within the Lake Superior GMU.

According to the DNR, forests in the GMU have been relatively stable for the past 13 years. The most recent survey of this GMU indicates that the forestland makes up 69 percent of the total area. The number of live trees over ten feet tall in the forest increased by nearly 150 million, between 1983 and 1996, to 1 billion. The most common forest type is aspen-birch. The tree species found in the greatest volume is the aspen, followed by hard maple, balsam fir, soft maple, white pine, and red pine. Private individuals own 43 percent of the timberland area. The forest industry owns 8 percent of the timberland, 47 percent of the



Agricultural, Cultural, & Natural Resources

Ashland County

timberland is owned by various levels of government, and 2 percent is owned by Native American tribes.

The other GMU that encompasses the southern portion of the County is the Upper Chippewa GMU. The most recent survey of the area indicates that forestland makes up 64 percent of the total land area, an increase of approximately 100,000 acres since the previous survey. The number of live trees over ten feet tall in the GMU forest has increased by nearly 300 million, between 1983 and 1996, to 1.8 billion. Maple-basswood is the most common forest type and the tree species that are found in greatest volume are the hard maple, aspen, soft maple, basswood, and balsam fir. Approximately 49 percent of the forestland in this GMU is in private ownership. Forest industries own 9 percent of the forestland, 39 percent of the timberland is owned by various levels of government, and 3 percent of the land in the GMU is owned by Native American tribes.

County Forest Land

The County is currently in the process of updating their County Forest 10-Year Plan (1996). The objectives of the County Forest 10-Year Plan is to:

- ◆ Specify in this plan the operating policies and procedures, which Ashland County will follow in administration of the Forest.
- ◆ Provide the reader of the Plan with background information regarding the County Forest.

The plan provides a summary of 10-year forest management needs, as well as detailed annual needs for the 10-year timeframe.

In County Forest areas, approximately 93 percent of the area is forested (1996 County Forest Plan). At the time the 10-year Forest Plan was written there were approximately 32,279 acres, with five forest cover types comprising the commercial forest. The Northern Hardwood type alone comprises approximately 40 percent of the total commercial forest acreage. The following is a breakdown of the kinds of wood found in the County Forest

- ◆ Northern Hardwood (40%)
- ◆ Fir-Spruce (12%)
- ◆ Swamp Conifers (13%)
- ◆ Aspen (15%)
- ◆ Other (20%)

The County Forest Lands are open for public use and for foot travel. There is also a system of forest roads and trails, which allow for at least seasonal access to almost every section of land within the forest. Recreational opportunities within the forest include beaches, boat landings, canoe campsites, and snowmobile, ATV, hunter, and walking trails. The Ashland County Department of Forestry has 62 management compartments that range in size from 142 to 827 acres. Approximately 72 percent of this is County-owned and 28 percent remain in private holding. The following is a list of towns containing County Forest Land.

- ◆ Town of Jacobs – 13,586.46 acres (34%)
- ◆ Town of Agenda – 15,058.46 (37.6%)
- ◆ Town of Morse – 5,439.65 (13.6%)
- ◆ Town of Peeksville – 5,914.71 (14.8%)

(Source: Ashland County's Forest Resource: Trends, Issues, and Actions)



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School Forests

School forests are lands owned or controlled by school districts and that are registered under Community Forest Law. These forests provide educational, recreational, and economic opportunities for local communities and their schools. Although school forests do have forest management plans, many of them are not up to date. The following is a list of school forests found in Ashland County:

- ◆ Odana School Forest – 40 acres
- ◆ Butternut School Forest – 27 acres
- ◆ Mellen School Forest – 50 acres
- ◆ Sanborn School Forest – 28 acres
- ◆ Glidden School Forest – 40 acres
- ◆ Cozy Valley School Forest – 40 acres

(Source: Ashland County's Forest Resource: Trends, Issues, and Actions)

National Forest Land

The Chequamegon-Nicolet National Forest consists of four separate contiguous units. Approximately 179,460 acres of the National Forest are found in Ashland County. There is a wide variety of tree species and other vegetative communities that are found in this forest, as well as over 300 wildlife species that inhabit the area. The following is a list of towns that contain National Forest Land:

- ◆ Chippewa
- ◆ Gordon
- ◆ Shanagolden
- ◆ Marengo
- ◆ Morse

(Source: North West Regional Plan Commission)

State Forest Land

State Forest Lands totaling around 2,283 acres are scattered throughout the County. These parcels range in size from 40, to approximately 277 acres. The following is a list of towns that contain State Forest Land:

- ◆ Town of La Pointe
- ◆ Town of Chippewa
- ◆ Town of Shanagolden
- ◆ Town of Gordon
- ◆ Town of Jacobs
- ◆ Town of Morse
- ◆ Town of Sanborn
- ◆ Town of Gingles
- ◆ Town of Agenda

Tribal Forest Land

Approximately 77 percent of the Bad River Reservation is forested. Of this area, 45,700 acres are suitable for commercial timber management according to the Bureau of Indian Affairs (BIA). Additionally, there are 3,191 acres of fee lands that are capable of timber production. There is a mix of tree species with aspen dominating almost 50 percent of the Tribe's forestland. To protect and encourage pre-settlement animal species the Tribe aims to restore late successional habitats.



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Private Industrial Forest Land

There are several private firms who own large tracts of forestland in the County. In recent years, the transfer of private industrial forestland ownership has increased. At least 23,688 acres of this land have transferred ownership since 2000. Based on data from 1996, private industrial forestland ownership makes up approximately 12 percent of the total forestland in the County (*Ashland County's Forest Resource: Trends, Issues, and Actions*).

State Park

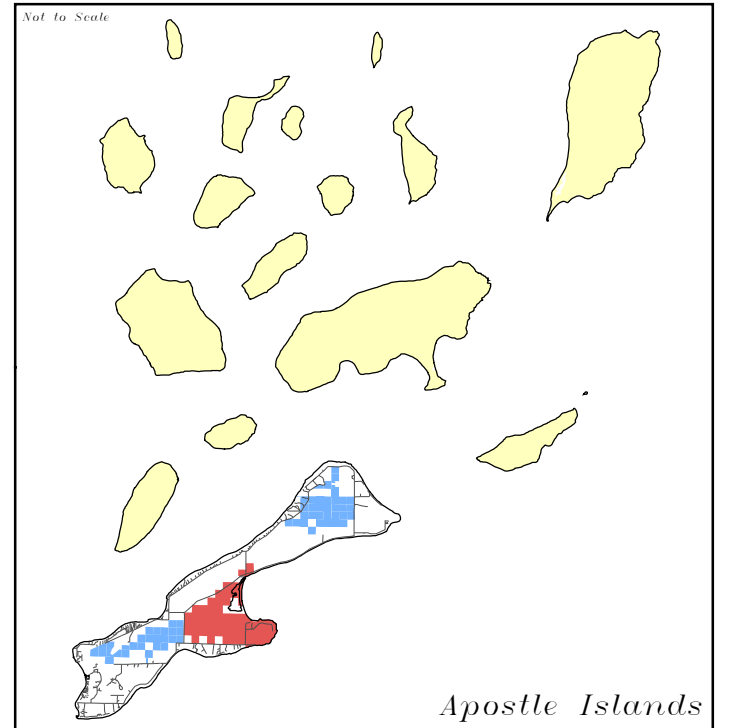
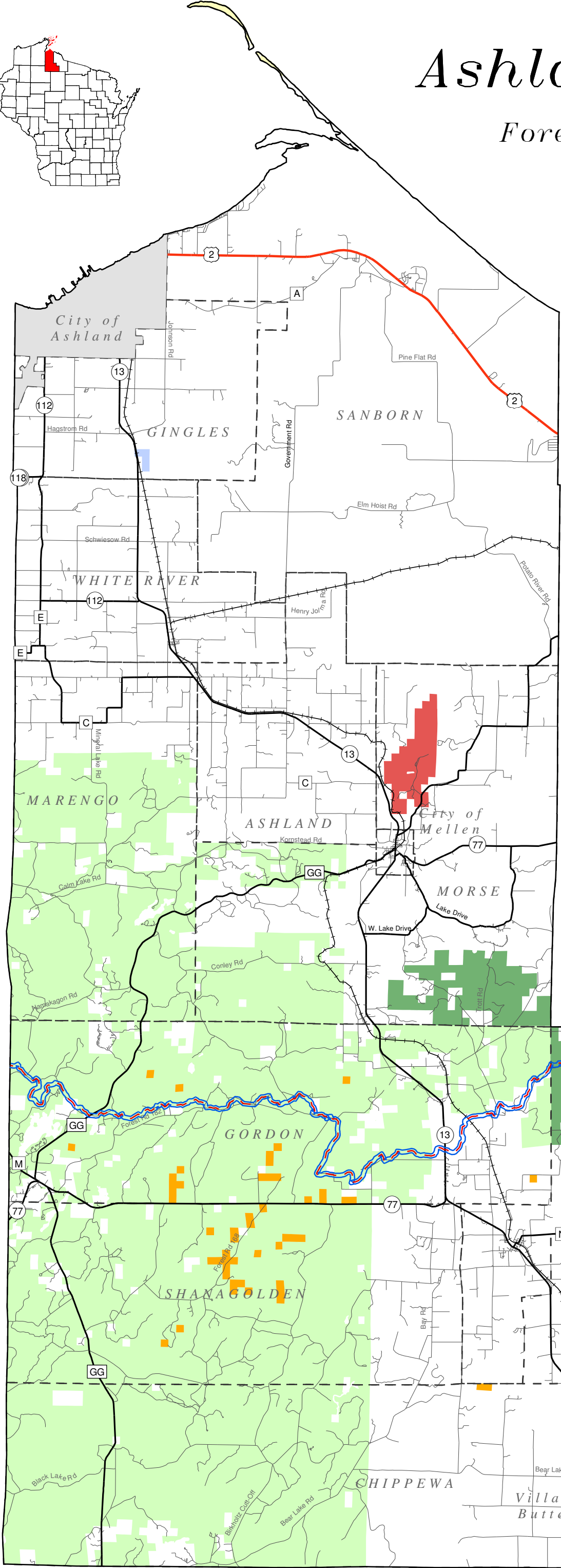
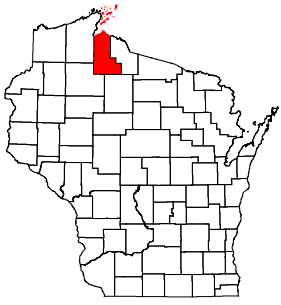
Big Bay State Park in the Town of La Pointe encompasses 2,300 acres. The Copper Falls State Park in the Town of Morse is comprised of 2,600 acres.

Apostle Islands National Lakeshore

The Apostle Island National Lakeshore is found in both Ashland and Bayfield Counties. It consists of shoreline in Bayfield County and includes 21 of the Apostle Islands. The approximate amount of area found in Ashland County is around 35,253 acres. The lakeshore's forests have a wide variety of disturbance histories, ranging from pristine old-growth forest, without a history of deer browsing, to forests that have been subjected to logging, fires, and extensive deer browsing. At present, most of the lakeshore is covered with unbroken mature second-growth forest. In addition to forestland, there are many other natural and cultural resources that are found in this area. Wildlife found in this area includes a diverse population of nesting and migratory birds, and a variety of mammals, amphibians, and fish.

Ashland County

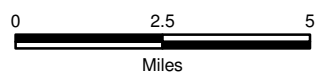
Forest & Park Lands



Legend

- Wilderness Preserve
- Lake Superior Basin Boundary*
- County Forest
- County Park
- Chequamegon National Forest
- Apostle Island National Park
- State of Wisconsin
- Copper Falls and Big Bay State Park

* Area to the North of the boundary is a portion of the Lake Superior Basin. This northern section of the county has been identified as the coastal resource area.





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Wildlife Habitat

As Wisconsin's land ownership becomes increasingly fragmented, the Department of Natural Resources believes that its habitat also tends to become more fragmented. This is particularly relevant to species that require a large range or contiguous habitat. Fragmented ownership negatively impacts species by causing inconsistencies in habitat management, and making it more difficult and expensive for the DNR or private organizations to acquire land for preservation.

Large tracts of high quality natural areas in Ashland County include nine State Natural Areas. These are:

- ◆ Big Bay Sandspit and Bog
- ◆ Apostle Islands Maritime Forest
- ◆ Apostle Islands Maritime Cliffs
- ◆ Apostle Islands Sandscapes
- ◆ Apostle Islands Critical Species
- ◆ Chequamegon Hardwoods
- ◆ McCarthy Lake and Cedars
- ◆ Spider Lake
- ◆ Copper Falls

State Natural Areas are designated by the Department of Natural Resources to protect outstanding examples of native natural communities, significant geological formations, and archaeological sites. State Natural Areas also provide the last refuges in Wisconsin for rare plants and animals..

In 1995, 25 elk were released into the Chequamegon National Forest as part of a monitoring project. The DNR is now responsible for monitoring the herd, which has grown to approximately 80-90 elk. In Ashland County, their primary range includes the portions of the towns of Gordon, Shanagolden, Marengo, Morse, and Chippewa.

Wildlife Management Areas

The Hoffman Lake Hay Creek Wildlife Area encompasses a total of 13,784 acres and is located in Ashland and Iron counties. The area in Ashland County is roughly half of the total acreage and lies in the Town of Agenda. The area is managed by the DNR primarily for wildlife, with the objective of maximizing the aspen acreage in the area. According to the DNR, there are 52 species of songbirds, bear, beaver, grouse, deer, snowshoe hares, and wolves that benefit from the aspen habitat either directly or indirectly.

The White River Wildlife Area encompasses an area of approximately 1,000 acres and is located in the Town of Gingles. Unlike the Hoffman Lake Hay Creek Wildlife Area this area does not have a master plan and is basically unmanaged. The main goal for the area is to provide and maintain a winter deer yarding area. The wildlife area provides winter deer habitat with steep pine ravines, aspen, white pine, and red pine stands. The White River flows through the northern part of the wildlife area and the County snowmobile trail travels around the west side of the property.



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Other Conservation Areas

Nature Conservancy

In 1997, the Nature Conservancy acquired 1,043 acres near Caroline Lake in Ashland County from George-Pacific Corporation. This area is located in the Town of Morse. Caroline Lake forms the headwaters of the Bad River, which flows into the Kakagon-Bad River Slough. This area provides important habitat for many species of birds and contains a large variety of forested area, wetlands, and lake areas. The area is open to the public and is also used as a research area for Northland College students.

Nature Conservancy/Bad River Band of Lake Superior Tribe of Chippewa Indians

In 2003, the Nature Conservancy of Wisconsin transferred 21,322 acres of forested land in the Chequamegon Bay Area to the Bad River Band of Lake Superior Tribe of Chippewa Indians. The lands that were included in this transaction are composed of multiple parcels that range in size from 20 to 3,500 acres and are covered mostly by forests and wetlands. The Conservancy and the Tribe have signed a memorandum of understanding describing the two parties' working relationship on this conservation project.

Madeline Island Wilderness Preserve

The Madeline Island Wilderness Preserve is working to protect wilderness areas and open land on Madeline Island. By preserving this space they will protect the diversity of the natural ecosystems and their plant and animal life. The group strives to promote awareness and appreciation of nature. The Wilderness Preserve is located on approximately 2,240 acres of land.

Big Bay Town Park

This Town Park is located on Madeline Island and is found about seven miles from La Pointe. The Park is adjacent to Big Bay State Park. There is no fee for daily use and there are 40 primitive campsites on a first-come, first-served basis. The Park provides trail access to trails in Big Bay State Park.

Environmentally Sensitive Areas

The County is located in an area of the state that is characterized by numerous wetlands, which provide habitat for threatened or endangered species. Areas of this type are sensitive to development activity, and may be damaged by development that is too close or inappropriate for the individual location. The ecological functions provided by these areas are important and may be difficult or costly to replicate.

Threatened or Endangered Species

Wisconsin's Natural Heritage Inventory (NHI), established in 1985 by the Wisconsin Legislature, is maintained by the Wisconsin Department of Natural Resources' (WDNR), Bureau of Endangered Resources. The NHI Program is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features in Wisconsin. The Wisconsin NHI Program is part of an international network of inventory programs that collect, process, and manage data on the occurrences of natural biological diversity using standard methodology. This network was established and is still coordinated by The Nature Conservancy (TNC), an international non-profit organization. The network now includes natural heritage inventory programs in all 50 states, most provinces in Canada, and many countries in Central and South America.



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Wisconsin's Natural Heritage Inventory Program's three objectives are to collect information on occurrences of rare plants and animals, high-quality natural communities, and significant natural features in Wisconsin; standardize this information, enter it into an electronic database, and mark locations on base maps for the state; and use this information to further the protection and management of rare species, natural communities, and natural features.

Based on data contained in Wisconsin's Natural Heritage Inventory, there are 26 known rare or endangered plant species and 7 known rare or endangered animal species in Ashland County (see following tables).

Rare, Threatened, and Endangered Species and Natural Communities in Ashland County
 Understanding Ashland County's threatened and endangered species allows for proper examination of any potential impacts proposed developments may have. While specific geographic locations of species or communities are not defined in this element, field investigations at proposed new development sites may be called for in the review and approval process. Collaborative relationships with County staff and State agency representatives will serve as valuable networks to ensure that these resources are protected and preserved within Ashland County.

Threatened, Endangered and Species of Concern: Ashland County				
	Number	Wisconsin Status		Special Concern
		Threatened	Endangered	
Beetles	2	-	-	2
Birds	21	3	3	15
Butterfly	7	-	-	7
Caddisfly	1	-	-	1
Community	32	Na	Na	na
Dragonfly	4	1	-	3
Fish	8	-	-	8
Grasshopper	1	-	-	1
Herptile	1	1	-	-
Invertebrate	4	-	-	4
Other	2	-	-	2
Mammal	1	-	-	1
Plant	67	18	8	41
Salamander	1	-	-	1
Turtle	1	-	-	1
	153	23	11	87

Source: Wisconsin DNR

Wisconsin Status:

Endangered	Continued existence in Wisconsin is in jeopardy
Threatened	Appears likely, within the near future, to become endangered
Special Concern	Species for which some problem of abundance or distribution is suspected but not proven.



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Air Quality

National Ambient Air Quality Standards (NAAQS) have been established by the U.S. Environmental Protection Agency⁵ to protect public health and the environment. The pollutants regulated by these NAAQS include suspended particulate matter, carbon monoxide, ozone, oxides of nitrogen, oxides of sulfur, and lead. Ashland County is designated as an attainment area and does not have air quality problems.

In the Clean Air Act Amendments of 1977, Congress specified the initial classification of lands for Prevention of Significant Deterioration (PSD) purposes. There are not any areas within the County that fall under this classification.

Relevant Studies, Reports, and Findings

A Guide to Planning for Coastal Communities in Wisconsin (Draft) – (Wisconsin Coastal Management Program)

This comprehensive planning Guide is for communities in Wisconsin that lie within the coastal zone of the state. It is intended to address the preparation of a coastal element of a comprehensive plan and provides additional information for addressing coastal related issues within plans.

A Data Compilation and Assessment of Coastal Wetlands of Wisconsin's Great Lakes (Phases I, II, & III) (Natural Heritage Inventory Program, DNR)

The goals of the project were to compile existing information on coastal wetlands for Lakes Superior and Michigan and in Wisconsin, Select ecologically significant primary coastal wetland sites, and identify existing data or inventory gaps.

Apostle Islands Wilderness Suitability Study – 2003 (NPS)

The purpose of the study was to determine which of the 21 islands in the park are suitable for inclusion in the National Wilderness Preservation System. It is recommended that 80 percent of the park be included in this system and that no changes should be made to motorized access to the islands.

Ashland and Bayfield Land and Water Resource Management Plan January 1999

The land and water resource management plans are intended to be action oriented, flexible and reflect the resource management needs identified through public input and focuses on coordinated implementation. The goals of the plan are as follows:

- ◆ Improve forestland management to control sediment and erosion.
- ◆ Improve manure and nutrient management to reduce nonpoint pollution.
- ◆ Improve town and forest road maintenance and construction to reduce nonpoint pollution.
- ◆ Improve shoreland management to reduce nonpoint pollution.
- ◆ Reduce crop
- ◆ land soil erosion.

⁵ Section 109 of the Clean Air Act.



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Ashland County Forest 10-Year Plan – 1996 (Ashland County Forestry Department)

The purpose of this plan is to specify the operating policies and procedures, which the County will follow in administration of the forest. The plan also serves to provide background information regarding the County Forest.

Bad River Band of Lake Superior Tribe of Chippewa Indians. (2001). Integrated Resources Management Plan.

This document describes the Integrated Resources Management Plan (IRMP) that the Bad River Band developed. The plan focuses on soils, minerals, water, air, transportation, recreation, cultural, vegetation, wetlands, timber, fish, wildlife, and threatened and endangered species. This document describes the current condition of each of these resources, lists a set of known issues or problems relating to each resource, and outlines a series of goals and objectives designed to begin addressing the issues.

Best Management Practice Guidelines for the Wisconsin Portion of the Lake Superior Basin – March 2003 (Ashland, Bayfield, and Iron County Land Conservation Offices)

This set of guidelines is meant to be a working document that is focused on reducing nonpoint pollution. This best management practice guideline is intended to build on the conservation projects of the past and incorporate newer technologies and ideas. The document is divided into sections based on different activities that have been identified as being important. These sections include project planning, roads, forestry, agriculture, critical area stabilization, habitat, and development.

Chequamegon-Nicolet National Forest – Draft Environmental Impact Statement (USFS)

This document discusses the effects of applying alternative ways of managing the Chequamegon-Nicolet National Forest. It provides information that helps determine what aspects of the current Forest Plans need change, alternatives to how they may be changed, and the effects of implementing each of the alternatives.

Chequamegon-Nicolet National Forests – Proposed Land and Resource Management Plan 2003 (USFS)

This document, still in its draft form, is a guide for all resource management activities in the Chequamegon-Nicolet National Forests. It includes the following: forest-wide multiple-use goals and implementing objectives; forest-wide management requirements; management area direction, including area-specific standards and guidelines, desired future conditions and management practices; identification of lands suited/not suited for timber management; monitoring and evaluation requirements, and finally recommendations to Congress for additional wilderness.

Chequamegon-Nicolet National Forests – Roads Analysis 2002 (USFS)

This document was prepared to assist Chequamegon-Nicolet National Forest in evaluating their road systems and in response to changing priorities, concerns, funding, and needs. It provides a physical, biological, social, cultural, and economic description of the existing road system in this National Forest. It also details several issues related to current road maintenance, public, private, and administrative access provided by roads, the roads' effect on aquatic environment and water quality, the role of roads in proliferation of non-native invasive species, effects of roads on wildlife, and the maintenance cost and environmental



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effects of placing roadways on slopes. Opportunities and priorities for future management of the primary transportation system within this forest are also identified.

Our Watershed, Our Water – Understanding and Protecting a Watershed (The Nature Conservancy)

This document was created with input and collaboration of many sources, including residents of the Chequamegon Bay Area. The guide provides general watershed information and is intended to encourage local citizen to protect the clean water conditions that exist today so that future generations can enjoy these same things.

Wisconsin Water Quality Assessment Report of Congress 2002 (DNR)

This report describes the known quality of our surface water and groundwater. The information in this report is gathered, interpreted, and understood through the prism of existing social, economic, and political conditions. The report contains a statewide update of water quality assessment data for lakes and a partial update of river assessment information. Additionally, the report makes some recommendations to Congress.

*Ashland County Bibliography (*See Appendix C in the Countywide Comprehensive Plan)*

As part of the Comprehensive Plan preparation, a bibliography of important natural resource related documents was gathered together. Many of the resources in the document are listed above, to see the bibliography in its entirety please refer to the Countywide Comprehensive Plan.

Ashland County Land, Water, and Habitat Issue Identification Workshop-

A workshop was held in April 2004, to help County residents, as well as State and local officials identify areas of importance that they wish the comprehensive plan to address. The top ten identified issues are as follows:

- ◆ Protect watersheds/systems, including headwaters, riparian zones, buffers, to keep water clean.
- ◆ Use of proper forestry-management practices
- ◆ Balance development with conservation & preservation
- ◆ Landowner education and assistance for streambank protection and restoration, including lakeshore
- ◆ Balance economy and environment to consider “hidden costs”
- ◆ High deer population problems
- ◆ Need better planned, engineered, built, and enforced trails
- ◆ Protect forest industry
- ◆ Rising property values
- ◆ Protect/restore environmental corridors (riparian zones, wetlands)
- ◆ Mining

These issues are addressed in the goals, objectives, and policies of applicable elements. For a list of all the issues that were discussed at the workshop please refer to the Vision Chapter of the policy document where the workshop issues can be found in an appendix.



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Available Funding

The following is a listing of possible grant or loan resources that a city, village, town, or county could utilize. This list is not an exhaustive list, however it provides a place to start when searching for funds.

- ◆ ***Wisconsin Environmental Education Board (WEEB)***
WEEB has a grant program category that is available to encourage school districts to apply for funding for school forests.

- ◆ ***Department of Agriculture, Trade, and Consumer Protection***
Chemical and Container Disposal - Clean Sweep
Collect unwanted agricultural pesticides and chemicals from farmers, rural properties, and businesses for safe, legal disposal. The program also assists in the collection and management of empty pesticide containers. *Contact: Roger Springman, DATCP, roger.springman@datcp.state.wi.us*

- ◆ ***Wisconsin Department of Natural Resources***
The Clean Water Fund Program (CWFP) provides low interest loans to municipalities for wastewater treatment facilities and urban storm water runoff projects. In addition to regular CWFP loans, there are two subprograms within the Clean Water Fund Program:
 - Hardship assistance** is available to municipalities that meet certain criteria. [not available for storm water projects]
 - Small Loans** provides a subsidy to the interest rate on a loan that a municipality obtains from the State Trust Fund. [not available for storm water projects]**The Safe Drinking Water Loan Program (SDWLP)** provides low interest loans to municipalities for drinking water facilities.
The Land Recycling (Brownfields) Loan Program (LRLP) provides low interest loans to municipalities for investigation and remediation of certain contaminated properties.

- ◆ ***Wisconsin Coastal Management Program – Department of Administration***
To support the management, protection, and restoration of Wisconsin's coastal resources, and increase public access to the Great Lakes. *Contact - Dea Larsen Converse coastal@doa.state.wi.us*



Cultural Resources

Architectural Structures

Old buildings have a special relevance to our lives today, bringing a “sense of place” to our lives and our communities. They also tell the social, cultural, economic, and political history of people in a way that no printed word or photograph can. Thus, telling the story of Wisconsin’s historic architecture is a way of documenting the diverse experiences of Wisconsin people and places.

The National and State Register of Historic Places gives honorary recognition to places that retain their historic character and are important to understanding local, state, or national history. These are official listings of properties that are worthy of preservation or significant to Wisconsin’s heritage. Refer to each individual municipality’s Plan for sites in the National and State Register of Historic Places.

The Wisconsin Architecture & History Inventory is a collection of information on historic buildings, structures, sites, objects, and historic districts that illustrate Wisconsin’s unique history. The database is maintained by the Wisconsin Historical Society, and is comprised of written text and photographs of each property, which document the property’s architecture and history. Most properties become part of the Inventory as a result of a systematic architectural and historical survey, and inclusion in this inventory conveys no special status, rights or benefits to owners of these properties. The Wisconsin Architecture & History Inventory also contains records of locations of historical significance within the County. Refer to each individual municipality’s Plan for sites in the Wisconsin Architecture & History Inventory

Archeological Sites

The Wisconsin Historical Society maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory Database (ASI), which is part of the Wisconsin Archaeological and Historic Resource Database (WisARD). This list is the most comprehensive list of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites that are present in the State. The only sites that are included in this database are sites that have been reported to the Wisconsin Historical Society. Archaeological evidence indicates that people have lived in what is now Wisconsin for over 12,000 years. It is estimated that nearly 80 percent of the archaeological sites that once existed in the state have been destroyed or severely damaged, primarily by modern land practices such as development and farming. Some of the remaining evidence includes Native American effigy mounds, often constructed in the shapes of turtles, birds, bears, and other animals. Ashland County is not located in a part of the State where effigy mounds are common.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If a burial mound or an unmarked or marked burial is present in an area, the Burial Sites Preservation Office should be notified.



Agricultural, Cultural, & Natural Resources

Ashland County

Archaeological sites include places where people have lived, worked, and worshipped. These sites are non-renewable resources and once a site is destroyed, either by natural or human related activities, it cannot be reclaimed. Because of the fragile nature of these sites, identifying them and determining their locations is a very important part of the planning process. A wide variety of methods used to protect natural resources can also be used to protect archaeological sites. For example, land purchases, easement purchases, zoning, and a state operated tax credit program available to property owners.

Refer to individual municipality Plans for known archeological sites.

Bad River Band of Lake Superior Tribe of Chippewa Indians

The Bad River Band is one of the six Wisconsin Ojibwe Bands that are federally recognized tribes. The tribe has over 6,000 members; about 1,500 of these members live on the reservation. The Chippewa migrated from the east and settled on Madeline Island in the early 1600's. The Bad River Reservation was established by the treaty of 1854, and includes over 124,000 acres of land in Ashland and Iron Counties. Ashland County has many archaeological sites that date back to the tribal community. Sites located within federally-recognized tribal lands are not reported in this document.

Preservation of Wisconsin

Archaeological Sites

It is estimated that nearly 80 percent of the archaeological sites that once existed in the state have been destroyed or severely damaged, primarily by modern land practices such as development and farming. Many sites have also been damaged by looting.

Laws and Statutes

Federal Projects

Section 106 of the National Historical Preservation Act of 1966, As Amended requires federal agencies to insure that their actions (grants, funding, permits, activities such as highway building, etc.) do not adversely affect archaeological sites on or eligible for the National Register of Historic Places.

State Projects

Archaeological sites can be protected during the course of state agency activities (grants, funding, permits, ground disturbing projects) if the sites have been recorded with the Office of the State Archaeologist. See Section 44.40 Wisconsin Statutes.

Political Subdivision Projects

Archaeological may be protected during the course of village, city, county, and other political subdivision projects (e.g. building, road construction, etc.), but only if the site is listed on the National Register of Historic Places. See Section 44.43 Wisconsin Statutes

Burial Sites

All human burial sites, including cemeteries and Indian mounds, are protected under state law Section 157.70 Wisconsin Statutes. The law applies to both public and private lands. Owners of burial sites may receive property tax exemptions. The law is administered by the SHSW Burial Sites Program.



Agricultural, Cultural, & Natural Resources

Ashland County

Rock Art Site

Destruction and vandalism of ancient rock art sites listed on the National Register of Historic Places, without landowner permission, is a felony under Section 943.01 Wisconsin Statutes.

Public Lands

Federal Lands: It is illegal to remove artifacts, or otherwise disturbed archaeological sites, on federal lands without a permit under the Archaeological Resource Protection Act of 1979. Federal lands in Wisconsin include National Forests, National Parks, and Federal Trust Lands, such as Indian Reservations.

State Lands

It is illegal to remove artifacts, or otherwise disturb archaeological sites, on state or political subdivision (village, city, county) lands without a permit under The Field Archaeology Act Section 44.47 Wisconsin Statutes. The law applies to both archaeological sites on public lands and submerged sites, such as Shipwrecks on publicly owned bottomlands under lakes and rivers. Permits are administered by the Office of the State Archaeologist. Permits are normally only given to professional archaeologists.

Tax Incentives

Most types of archaeological sites are **NOT** protected from destruction by private landowner activity on privately owned lands; exceptions are covered above. As an incentive for private landowners to protect archaeological sites on their lands, the state offers a property tax exemption if the landowner formally agrees to protect the site.

Local Preservation Efforts

Significant Archaeological sites in your community may be protected by special community landmarks ordinance. Contact your local landmarks commission. For more information on ways to preserve archaeological sites in your community, contact the SHSW Regional Archaeologist near you.

Native American Tribal Preservation Programs

The eleven Wisconsin Indian tribes are very active in the preservation of archaeological sites and sacred areas. Most have historic preservation programs or contacts.

Archaeological Consultants

The Office of the State Archaeologist maintains a list of archaeological consultants qualified to conduct archaeological studies, to identify and evaluate sites under various federal and state historic preservation laws and statutes.



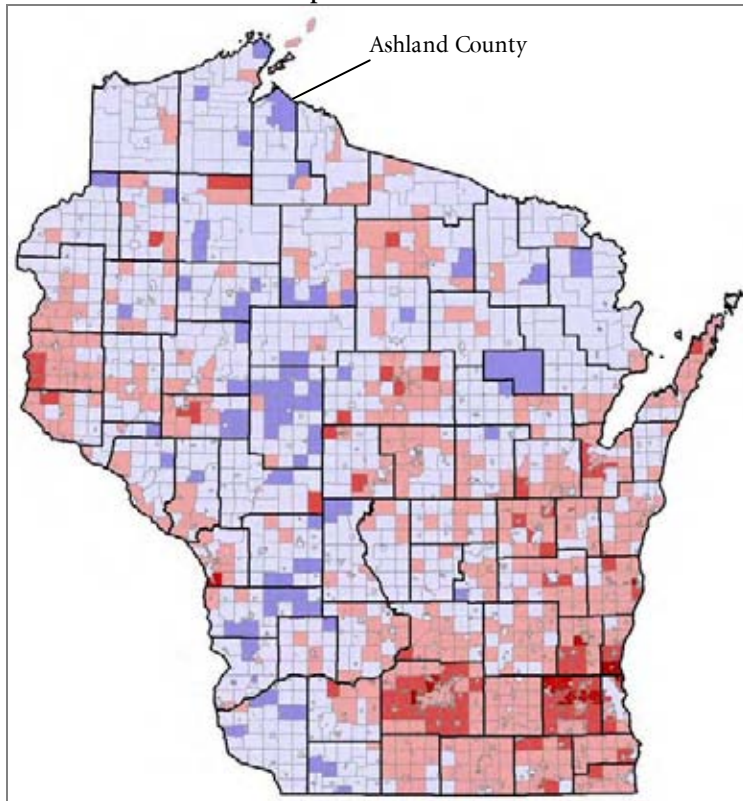
Introduction

The degree and quality of economic development in a community and the region has a direct impact on quality of life. The income of residents, revenue of local government, funding of community organizations, range of career options, and variety of shopping and services are all heavily dependent upon the diversity, stability, and growth of the local and regional economy. The local and regional economy also has a significant influence on the landscape and environment – influencing the quality of air and water, noise levels, traffic, and the overall look and feel of the community.

Although it is difficult for a local community to change its economic structure, it can have a significant influence on the quality and quantity of economic activity – and given enough time, effort, and investment, even the local economic structure can be changed.

The intent of this chapter is to provide basic information on the county's economy and population, analyze trends and identify potential issues and opportunities so that as a whole, the comprehensive plan will support the countywide economic development goals .

Exhibit 1: Wisconsin Per Capita Income



The map shows the distribution of per capita incomes. The municipalities in blue were below the average per capita income in Wisconsin of \$19,923 and those in red were above. The darker the red or blue shade, the further away from the average.

Source: 2000 U.S. Census



Economic Development

Ashland County

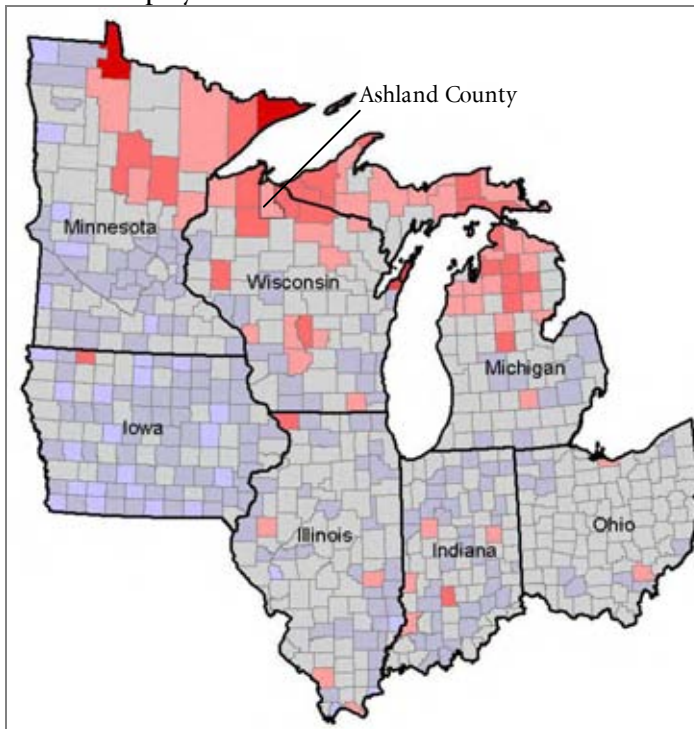
Background

Historically, the industry category with the most employment in Ashland County has been manufacturing, followed by health care and social assistance, and retail trade. Unlike state and national trends, manufacturing employment in Ashland County has actually increased between 1997 and 2001. Wood product manufacturing lead the way, especially the manufacturing of wood veneer and plywood manufacturing in Mellen and Butternut.



The fastest growing industry in Ashland County is tourism. According to the 2000 census, Ashland County had 8.4 percent of total employment in the category of “Accommodation and Food Service.” The map below shows how Ashland County compares to the other counties in the Midwest (Exhibit 2). The counties in red have more than the national average of 6.2 percent in accommodation and food service and

Exhibit 2: Accommodation / Food Service As Percentage of Midwest Employment



Source: 2000 U.S. Census

the counties in blue are below the average. The graphic shows how important tourism is to the rural areas on the Great Lakes. Ashland County actually had more jobs in Accommodation and Food Service in 2000 than Bayfield and Iron counties, but Ashland also had a lot more employment in other categories like manufacturing.

Revenues from tourism have risen 221 percent in Ashland County between 1993 and 2002. This is the 5th highest increase among Wisconsin counties. The county tourism industry and implications are studied later in this element.



Population and Labor Force

The goal of any government unit is to increase the quality of life and opportunities for its citizens. This section studies the residents of Ashland County in terms of population, employment status, income, and education level. These are all indicators of how the local government is performing and how the local economy is functioning. This is also an opportunity to look at the labor force of the county and consider its strengths and weaknesses for attracting new industries.

Manufacturing in the United States has undergone a dramatic change with the emergence of smaller, lighter industries that produce more valuable products. For example, all over Wisconsin small companies are producing heart valves, dentures, semiconductors, and valuable wood and dairy products. These companies are less reliant on closeness to raw materials, markets, and inexpensive labor and more dependent on a quality workforce. Improving the workforce will increase the county's ability to attract companies and create jobs.

Population & Unemployment

The total population in Ashland County increased 3.4 percent from 1990 (16,311) to 2000 (16,866), which is less than the Wisconsin growth rate of 9.6 percent. In 2000 the median age in Ashland County was 36.9, older than the state median of 36.0.

Unemployment is a serious problem in Ashland County. In 2000 the County unemployment rate was 8.1 percent, much higher than the State average of 4.7 percent. Table 1 shows the basic population and unemployment figures for, Ashland County and Wisconsin.

Table 1: Population & Unemployment: 2000		
	Ashland County	Wisconsin
Total Population	16,866	5,363,675
Population Age 16+	13,138	4,157,030
In labor force	8,504	2,872,104
In Armed Forces	2	2,868
Civilian Employed	7,810	2,734,925
Civilian Unemployed	692	134,311
Labor Force Participation	64.7%	69.1%
Unemployment Rate	8.1%	4.7%

Source: U.S. Census SF3: 2000

Household Income

Ashland County's median income was \$31,628 in 2000. This was significantly lower than that of the state which had a median income of \$43,791. The table to the right shows incomes in Ashland County compared to Wisconsin overall (Table 2).

	Ashland County	Wisconsin
Total Households	6,697	2,086,304
Income Less than \$15,000	22.8%	13.0%
Income \$15,000 - \$24,999	15.6%	12.7%
Income \$25,000 - \$34,999	16.8%	13.2%
Income \$35,000 - \$49,999	19.3%	18.1%
Income \$50,000 - \$74,999	17.5%	22.7%
Income \$75,000 - \$99,999	5.0%	10.9%
Income \$100,000 - \$149,999	1.8%	6.4%
Income \$150,000 - \$199,999	0.2%	1.5%
Income \$200,000 and over	1.0%	1.5%
Income \$50,000 and over	25.5%	43.0%
Median Household Income	\$ 31,628	\$43,791
Per Capita Income	\$ 16,069	\$21,271
Percent of Families Below Poverty Level	7.8%	5.6%

Source: U.S. Census. Table DP-3. Profile of Selected Economic Characteristics: 2000

Educational Attainment

According to the 2000 census, County residents have a solid high school graduation rate but a low level of college education relative to the entire state (Table 3). Sixteen percent of residents never finished high school and 43.6 percent of the population have some post high school education.

	Ashland County	Wisconsin
Population Age 25+	10,668	3,475,878
Less than 9th grade	6.4%	5.4%
Some High School, no diploma	9.5%	9.6%
High School Graduate (or GED)	40.5%	34.6%
Some College, no degree	19.7%	20.6%
Associate Degree	7.3%	7.5%
Bachelor Degree	11.2%	15.3%
Graduate or Professional Degree	5.4%	7.2%
Total with Some Post High School Education	43.6%	50.5%

Source: U.S. Census. Table DP-3. Profile of Selected Economic Characteristics: 2000

Occupations

In comparison to State and County averages, a larger percentage of the Ashland County workforce is employed in the service sector. The breakdown of occupations for employed persons in Ashland County and Wisconsin is in Table 4. Note that the table is not by the industry they are employed in but what type of position they have with the company.

Table 4: Ashland County Occupations

Occupation	Ashland County		Wisconsin	
	Number	Percent	Number	Percent
Service occupations	1,624	20.8	383,619	14.0
Sales and office occupations	1,710	21.9	690,360	25.2
Production, transportation, and material moving occupations	1,531	19.6	540,930	19.8
Management, professional, and related occupations	2,043	26.2	857,205	31.3
Farming, fishing, and forestry occupations	211	2.7	25,725	0.9
Construction, extraction, and maintenance occupations	691	8.8	237,086	8.7
Total	7,810	100.0	2,734,925	100.0

Source: U.S. Census Bureau, Table DP-3. Profile of Selected Economic Development Characteristics: 2000.

Household Spending

Spending habits are important to economic development and understanding life in a community. It shows the priorities and preferences of the population, what it costs to live, and the spending power available to support new enterprises. Table 5 is an estimate of the spending habits of households in each municipality in Ashland County. The numbers were estimated based on population, annual incomes, and spending preferences (based on demographics) of each jurisdiction (Table 5). The table also shows how much less spending power Ashland County households have than the state average for the different categories of spending.



Table 5: Household Spending Figures – Ashland County Municipalities and Wisconsin: 2003

	Total Area Expenditures	Average Household Expenditures	Housing	Transportation	Travel / Recreation	Health Care	Food	Apparel	Education
Agenda, Town	8,964,739	43,945	11,100	6,439	3,323	2,252	6,299	2,200	721
Ashland, City	145,774,072	40,594	10,340	6,148	3,019	2,052	5,887	2,039	657
Ashland, Town	9,958,796	44,459	10,251	7,877	3,370	2,756	6,448	1,988	502
Butternut, Village	8,789,308	45,306	11,306	6,853	3,427	2,401	6,504	2,228	705
Chippewa, Town	7,439,432	48,308	11,615	7,999	3,654	2,813	6,970	2,249	627
Gingles, Town	10,858,932	46,406	11,136	7,662	3,521	2,575	6,590	2,181	592
Gordon, Town	5,695,037	37,467	8,815	6,516	2,820	2,286	5,443	1,700	432
Jacobs, Town	11,740,278	33,640	7,783	6,090	2,485	2,109	4,970	1,524	352
La Pointe, Town	5,197,362	42,255	9,986	7,268	3,197	2,559	6,110	1,918	499
Marengo, Town	6,052,659	46,559	10,801	8,151	3,531	2,825	6,722	2,102	538
Mellen, City	14,961,458	40,219	9,399	7,110	3,005	2,481	5,882	1,824	446
Morse, Town	8,580,566	44,690	10,383	8,010	3,317	2,783	6,574	2,025	480
Peeksville, Town	2,968,367	44,304	10,755	7,187	3,334	2,514	6,410	2,105	604
Sanborn, Town	18,629,641	43,938	10,404	7,520	3,322	2,643	6,351	2,003	528
Shanagolden, Town	2,786,794	44,948	10,567	7,832	3,380	2,746	6,535	2,039	516
White River, Town	12,762,149	46,073	11,034	7,648	3,495	2,584	6,554	2,155	581
Ashland County	281 million	41,652	10,270	6,672	3,115	2,272	6,036	2,013	597
Wisconsin	122.7 billion	56,957	14,353	8,789	4,279	2,874	8,105	2,811	860

Source: ESRI Business Information Solutions Community Information Database

Economic Base

Ashland County Primary Industry Groups

The U.S. Census Bureau collects data on industries continually and publishes a yearly report called County Business Patterns (CBP). The CBP can provide a profile of Ashland County's employers and economic activity.¹

The following table shows the general groupings of industries in Ashland County and how the number of establishments and employees has changed from 1998 to 200 (Table 6).

¹ Note that these data reflect the employment provided by Ashland County firms, not the employment of Ashland County residents.

Table 6: Employment and Establishments – Ashland County 1998-2001

Industry	Establishments				Employees			
	1998	1999	2000	2001	1998	1999	2000	2001
Manufacturing	34	32	31	32	1,424	1,450	1,582	1,661
Health Care and Social Assistance	57	58	54	55	1,391	1,652	1,553	1,457
Retail Trade	115	112	102	103	1,024	1,030	968	980
Accommodation and Food Services	71	73	72	70	719	692	801	833
Construction	45	50	54	57	281	308	347	297
Other Services, except Public Admin	55	55	55	57	199	258	283	270
Finance and Insurance	33	31	30	28	191	179	183	187
Transportation and Warehousing	28	30	29	31	162	189	205	202
Wholesale Trade	17	17	16	17	142	124	119	173
Information	11	11	11	11	138	148	154	156
Professional, Scientific, and Technical Services	35	37	35	32	118	133	147	144
Agriculture, Forestry, Fishing, and Hunting	26	27	23	20	95	86	61	49
Real Estate and Rental and Leasing	12	15	17	16	63	20-99	68	47
Unclassified Establishments	4	8	4	3	0-19			3
Educational Services	4	4	4	4	500-999			
Utilities	4	4	4	4	20-99			
Art, Entertainment & Recreation	13	12	12	13	20-99			
Admin, Support, Waste Management, & Remediation Services	16	14	14	15	60	20-99		

Source: U.S. Census County Business Patterns Database

The main provider of jobs for Ashland County is manufacturing. The table above shows that the number of establishments has stayed steady, but employment has increased. Between 1998 and 2001, Ashland County manufacturing employment grew 16.6 percent. In this same period manufacturing employment declined 4.4 percent in Wisconsin and 6.3 percent nationally (Table 6).

Industry Sub-Categories

The following table shows the individual industries that employ at least 100 people in Ashland County (Table 7).

Table 7: Employment and Establishments – Ashland County 1998-2001

Industry	Establishments				Employees			
	1998	1999	2000	2001	1998	1999	2000	2001
Wood Product Manufacturing	14	15	13	13	779	795	827	914
Food Services and Drinking Places	59	60	61	59	576	569	690	643
Ambulatory Health Care Services	35	35	33	31	470	512	487	485
Accommodation	12	13	11	11	143	123	111	190
Food and Beverage Stores	16	16	14	14	259	248	196	189
Religious, Grantmaking, Civic, & Professional	27	26	26	27	119	184	192	175
Special trade contractors	26	29	35	39	119	132	170	171
Professional, Scientific, and Technical Services	35	37	35	32	118	133	147	144
Motor Vehicle and Parts Dealers	13	13	10	10	133	143	115	135
Gasoline Stations	17	17	16	17	102	91	109	112
Publishing Industries (except Internet)	4	4	4	5	100-249	100-249	100-249	106
Truck Transportation	19	20	18	20	68	92	100	102

Source: U.S. Census County Business Patterns Database

Wood product manufacturing is the largest industry category for employment. Between 1998 and 2001 this industry added 135 new jobs, which accounts for 57 percent of the total increase in manufacturing employment in Ashland County.

Table 8 shows the most detailed industry groupings for the wood product manufacturing category. At this level of detail, the employment is displayed as a range to protect the confidentiality of the companies. Still, it is clear that the majority of employment comes from hardwood and veneer manufacturing, employing at least 500 people.

The other established and growing industries are the restaurant and accommodation categories, which can largely be attributed to the growing tourism industry. This Ashland County tourism industry is discussed in the next section.

Table 8: Employment by Individual Industries: 2001

Industry	Firms	Employees
Wood container & pallet manufacturing	1	0-19
Cut stock, resawing lumber & planing	1	20-99
Other millwork (including flooring)	2	20-99
Hardwood veneer & plywood manufacturing	3	500-999
Truss manufacturing	1	0-19
Sawmills	2	20-99
All other miscellaneous wood product manufacturing	3	218

Source: U.S. Census County Business Patterns Database

Employment by Industry

As would be expected, Ashland County has more than the Wisconsin average for people employed in the forestry industry. The County also has more employees than the state average in the educational, health and social services sector, as well as the arts, entertainment, recreation, accommodation and food services sector. The County has less than the state average in the manufacturing sector and the finance sector. The following table shows the industry employment in Ashland County and Wisconsin. Note that the list below shows the number of Ashland County residents employed in each industry, not the number of jobs offered by local employers (Table 9).

Industry	Ashland County		Wisconsin	
	Number	Percent	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	352	4.5	75,418	2.8
Construction	476	6.1	161,625	5.9
Manufacturing	1,336	17.1	606,845	22.2
Wholesale trade	99	1.3	87,979	3.2
Retail trade	822	10.5	317,881	11.6
Transportation and warehousing, and utilities	338	4.3	123,657	4.5
Information	126	1.6	60,142	2.2
Finance, insurance, real estate and rental and leasing	283	3.6	168,060	6.1
Professional, scientific, mgmt., administrative, & waste mgmt. services	356	4.6	179,503	6.6
Educational, health and social services:	2,015	25.8	548,111	20.0
Arts, entertainment, recreation, accommodation and food services	876	11.2	198,528	7.3
Other services	299	3.8	111,028	4.1
Public administration	432	5.5	96,148	3.5
TOTAL	7,810	100	2,734,925	100

Source: U.S. Census Bureau, Table DP-3. Profile of Selected Economic Development Characteristics: 2000.

With Ashland County becoming a retirement destination and the population becoming older, health care and social services should be a growing industry in the coming years.

Largest Employers in Ashland County

The largest employers in Ashland County are a reflection of the dominant industries. Most are associated with manufacturing, tourism, forest products, or serving the local population. The Bad River Indian Community is the largest employer with at least 500 employees (Table 10).



Economic Development

Ashland County

Table 10: Largest Employers - Ashland County

Name	NAICS Description	Location	Size
Bad River Indian Community	American Indian Tribal Government	Sanborn	500-999
Memorial Medical Center	General Medical and Surgical Hospitals	City of Ashland	250-499
C G Bretting Manufacturing	Paper Industry Machinery Manufacturing	City of Ashland	250-499
Ashland School District	Elementary and Secondary Schools	City of Ashland	185-425
Coop Educational Service	Administration of Education Programs	City of Ashland	100-249
Larson-Juhl US	All Other Miscellaneous Manufacturing	City of Ashland	100-249
Northland College	Colleges, Universities, and Professional Schools	City of Ashland	100-249
Wal-Mart	Discount Department Stores	City of Ashland	100-249
Columbia Forest Products	Hardwood Veneer and Plywood Manufacturing	City of Mellen	100-249
Birds Eye Veneer	Hardwood Veneer and Plywood Manufacturing	Butternut	100-249
Duluth Clinic – Ashland	Offices of Physicians	City of Ashland	100-249
Lori Knapp Inc	Other Community Housing Services	City of Ashland	100-249
Beverly Health & Rehabilitation	Nursing Care Facilities	City of Ashland	100-249

Source: WI DWD, Bureau of Workforce Information, ES-202 Database

State of Wisconsin Trends

The following three pages contain the latest projections from the Wisconsin Department of Workforce Development on industries which are projected to increase or decline in Wisconsin over the next ten years.



**Table 12: Thirty Fastest Growing Industries in Wisconsin:
2000 to 2010**

SIC Code	Industry Title	Employment Change	Percent Change
89	Services, Not Elsewhere Classified	190	43.2
79	Amusement & Recreation Services	11,720	37.7
07	Agricultural Services	5,180	33.0
83	Social Services	24,080	31.5
84	Museums, Botanical, Zoological Gardens	430	30.3
87	Engineering & Management Services	12,100	29.8
75	Auto Repair Services and Parking	6,500	29.5
81	Legal Services	3,910	28.2
47	Transportation Services	1,620	24.9
80	Health Services	54,690	23.4
70	Hotels & Other Lodging Places	5,830	18.9
73	Business Services	28,310	18.5
41	Local and Interurban Transit	2,600	16.3
59	Miscellaneous Retail Stores	12,000	16.3
86	Membership Organizations	12,120	16.2
67	Holding & Other Investment Offices	730	16.0
62	Security & Commodity Brokers	1,210	14.7
25	Furniture and Fixtures	2,660	14.3
58	Eating and Drinking Places	24,560	14.2
57	Furniture & Homefurnishing Stores	2,570	13.4
65	Real Estate	2,490	12.3
72	Personal Services	3,140	12.0
45	Transportation by Air	1,560	11.2
16	General Contractors, Except Building	1,260	10.0
82	Educational Services	24,570	10.0
55	Auto Dealers & Service Stations	5,740	9.8
17	Special Trade Contractors	7,740	9.5
63	Insurance Carriers	4,600	9.5
15	General Building Contractors	2,730	9.0
61	Nondepository Institutions	610	8.6

Source: Projections Unit, Office of Economic Advisors, Wisconsin Department of Workforce Development



Table 13: Thirty Industries in Wisconsin Adding the Most New Jobs: 2000 to 2010

SIC Code	Industry Title	New Jobs	Percent Change
80	Health Services	54,690	23.4
73	Business Services	28,310	18.5
82	Educational Services	24,570	10.0
58	Eating and Drinking Places	24,560	14.2
83	Social Services	24,080	31.5
86	Membership Organizations	12,120	16.2
87	Engineering & Management Services	12,100	29.8
59	Miscellaneous Retail Stores	12,000	16.3
79	Amusement & Recreation Services	11,720	37.7
93	Local Government (excluding ed. & hospitals)	8,920	7.1
17	Special Trade Contractors	7,740	9.5
75	Auto Repair Services and Parking	6,500	29.5
50	Wholesale Trade, Durable Goods	6,110	7.6
70	Hotels & Other Lodging Places	5,830	18.9
55	Auto Dealers & Service Stations	5,740	9.8
07	Agricultural Services	5,180	33.0
53	General Merchandise Stores	5,140	7.7
63	Insurance Carriers	4,600	9.5
81	Legal Services	3,910	28.2
51	Wholesale Trade, Nondurable Goods	3,800	6.6
42	Trucking and Warehousing	3,780	7.1
54	Food Stores	3,250	5.0
72	Personal Services	3,140	12.0
24	Lumber and Wood Products	2,780	8.6
15	General Building Contractors	2,730	9.0
25	Furniture and Fixtures	2,660	14.3
41	Local and Interurban Transit	2,600	16.3
57	Furniture & Homefurnishings Stores	2,570	13.4
65	Real Estate	2,490	12.3
52	Building Materials & Garden Supplies	2,140	8.2

Source: Projections Unit, Office of Economic Advisors, Wisconsin Department of Workforce Development



Table 14: Declining Industries in Wisconsin: 2000 to 2010

SIC Code	Industry Title	New Jobs	Percent Change
35	Industrial Machinery and Equipment	(5,310)	-4.9
33	Primary Metal Industries	(2,870)	-11.0
36	Electronic & Other Electrical Equipment	(2,600)	-5.6
37	Transportation Equipment	(2,440)	-7.1
34	Fabricated Metal Products	(2,190)	-3.2
31	Leather & Leather Products	(1,900)	-54.3
88	Private Households	(1,540)	-27.8
26	Paper & Allied Products	(1,450)	-2.8
27	Printing & Publishing	(1,290)	-2.4
40	Railroad Transportation	(1,280)	-34.0
56	Apparel and Accessories Stores	(1,240)	-7.7
23	Apparel and Textile Products	(810)	-13.9
38	Instruments and Related Products	(430)	-2.4
22	Textile Mill Products	(410)	-17.0
884	Unpaid Family	(310)	-14.1
14	Nonmetallic Minerals, Except Fuels	(240)	-8.8
29	Petroleum and Coal Products	(30)	-7.0
46	Pipe Lines, Except Natural Gas	(30)	-25.0
91	Federal Government	(20)	-0.1

Source: Projections Unit, Office of Economic Advisors, Wisconsin Department of Workforce Development

Distribution Network

If Ashland County wants to attract new business and support the existing industries, investment in the distribution network for goods and services will have to continue. This includes road, rail, water, and air transportation systems.

◆ Road

The road network in Ashland County is the dominant—and in most places the only—means of transportation for goods and services. There is no high-speed highway or interstate running through the county and travel on Ashland County roads is slow. The logging, nonmetallic mining, and other heavy transport vehicles further stress the road network. Town roads are also open to ATVs which create an additional level of wear and tear.

◆ Rail

There is one primary rail line that runs parallel along Highway 13 through the City of Ashland to Butternut and on to Price County. Much of this line is currently unused or not frequently used and there is talk about removing the underused sections. Communities along the rail corridor must seriously consider the consequences of removing this rail line if they ever hope to attract industry or build



an industrial park in the future. Once the line is removed, trucking is the only means of transportation and replacing the rail later would be expensive.

- ◆ **Water**

The level of Lake Superior has been gradually dropping. This is compromising the harbors along the Lake Superior coastline and some ports can no longer accept deep-water vessels. Ashland County should review these harbors and decide if they are still viable for the County's shipping needs.

- ◆ **Air**

Major renovations are currently underway at the John F. Kennedy Airport and these investments should continue for economic development to succeed. Air transportation is a vital component to the future of the Ashland County economy for many reasons. Today, access to air travel is one of the most important factors in choosing firm locations. No matter what the product is, firms need the ability to reach other cities for meetings and to move clients and executives. Many manufacturing firms today even use air as the primary means of shipping because they produce small, high-value products that require immediate delivery. Another industry that would benefit from airport improvements is the growing cottage arts and crafts sector that sells products via catalogue or on the Internet and needs quick air shipping by companies like Federal Express. Finally, the tourism industry in Ashland County will become increasingly dependent on air travel as it becomes a more popular destination.

Tourism

Tourism is an important part of the Wisconsin economy and almost every region of the State is affected. According to the Wisconsin Department of Tourism, travelers spend \$32 million per day in Wisconsin or \$370 per second. State and local government revenues generated by tourism in 2002 were estimated at 11.6 billion. This results in \$6.6 billion in employee wages, \$1.1 billion in State government revenues, and \$778 million in local government revenues. The largest single expenditure category was retail shopping at \$3.5 billion.

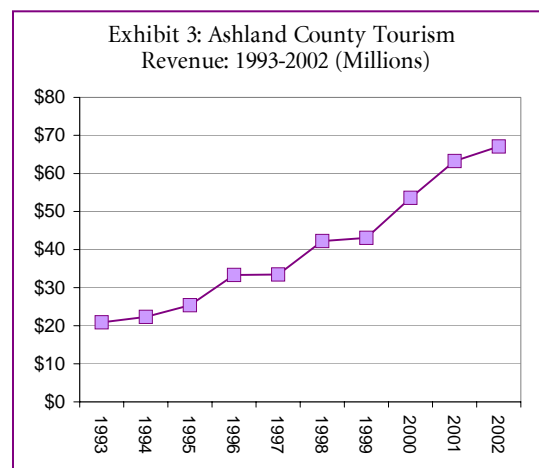
More people are traveling to Ashland County every year for its natural attractions including a large section of the Chequamegon National Forest, Copper Falls State Park, miles of Lake Superior coastline, Madeline Island, the Flambeau River, the elk herd near Clam Lake, the Chippewas River, the White River, the Marengo and Brunsweller River, thousands of miles of small trout streams, and multiple small lakes. There are cultural attractions in the Bad River Reservation, ethnic festivals throughout the county, and the County Fair. Travelers are also drawn to the here for year-round recreational activities like hunting, fishing, skiing, biking, and snowmobiling, along with hiking, canoeing, kayaking (stream and sea), birdwatching, camping, ice fishing, and other quiet sports.

There are many opportunities for communities to become "gateways" to the natural attractions where tourists make their last stop for food, supplies, and gas. Some towns make their impact by hosting festivals. A 1995 survey showed Ashland County to have

the following amenities for tourists: 15 campgrounds, 271 campsites, 180 miles of hiking trails, 16 miles of mountain bike trails, 51 miles of cross country skiing trails, and 297 miles of snowmobile trails.

A 1990 survey completed by the UW Extension specifically studied the types of tourists that come to Wisconsin for State Parks and trails. They found that these tourists spent roughly \$190 per group, per trip (depending on the size of the group and length of stay). Importantly, they found that these tourists spend most of their money on groceries, eating and drinking, and automobile-related items.

Ashland County tourism expenditures were estimated at \$67 million dollars in 2002. Summer was the biggest season with expenditures of \$35 million (Exhibit 3). Fall travelers spent \$16 million and winter/spring visitors spend \$15 million. Ashland County's revenue in 2002 was only 44th out of Wisconsin's 72 counties, but expenditures have risen 221 percent between 1993 and 2002. This is the 5th highest increase among all Wisconsin counties. Tourism is one of the largest areas of growth for the Ashland County economy and every community in the region could benefit from its growth. The chart to the right shows the steady increase of Ashland County's tourism revenues.



Recreational Trails

A large component of Ashland County's tourism is snowmobiling and ATV trails. Building, maintaining, and promoting these trails can link even the most remote villages and townships into the tourism industry. Wisconsin had 192,211 registered ATVs at the end of 2003. According to the Wisconsin Department of Tourism, the average ATV party consisted of five people and stayed three days. The average persons spent \$523.33 per trip or \$163.54 per day. Other types of recreational trails (hiking, cross-country skiing, etc.) are also popular attractions that likely contribute to the tourism economy. One component lacking in Ashland County is comprehensive trail maps and websites marketing the trails to potential travelers. Paper trail maps are published through the Ashland County Snowmobile Alliance and the Wisconsin ATV Alliance, but the maps do not match and many potential tourists plan their vacation using the Internet.

Hunting / Fishing

Several Ashland County lakes are listed on the DNR website as fishing destinations. Quality sportfish are plentiful in many areas including Muskee (Galilee Lake), Bass (Day Lake, East Twin Lake, Lake Three, Mineral Lake, Spillerburg Lake, and Little Clam Lake), and Walleye (Mineral Lake and the Spider/Moquah Chain). In 2003 there were

4,530 fishing permits issued in Ashland County to Wisconsin residents and 1,287 issued to residents of other states.

In 2003 there were 6,152 hunting permits issued in Ashland County to Wisconsin residents and 234 to residents of other states. The majority of these were deer hunting (4,181 gun and archery permits) followed by small game (1,170 permits). The DNR estimates that 5,444 deer were killed in Ashland County in 2003 (4,425 by gun and 1,019 by archery).

Commuting Patterns

Commute Type

The 2000 Census indicates that 7,674 Ashland County residents, or 45.5 percent of the population, commute to work. Although much of the area is rural there are many State and Federal highways that make traveling and commuting relatively easy. Table 15 shows the means of transportation for employed Ashland County residents.

Table 15: Commuting to Work: 2000

Mode of Transportation	Persons	Percent
Car, truck, van – alone	5613	73.1%
Carpool	935	12.2%
Walking	643	8.4%
Other means	165	2.2%
Working at home	318	4.1%
Total Persons Commuting	7674	45.5%

The residents of Ashland County have an average commute time of 15.8 minutes, which is lower than the Wisconsin average of 20.8.

Ashland County

The table to the right shows which counties, besides Ashland, employ Ashland County residents. Only 14.5 percent of the residents travel to other counties, primarily Price and Bayfield (Table 16).



Table 16: Ashland Co. Commuter Destinations

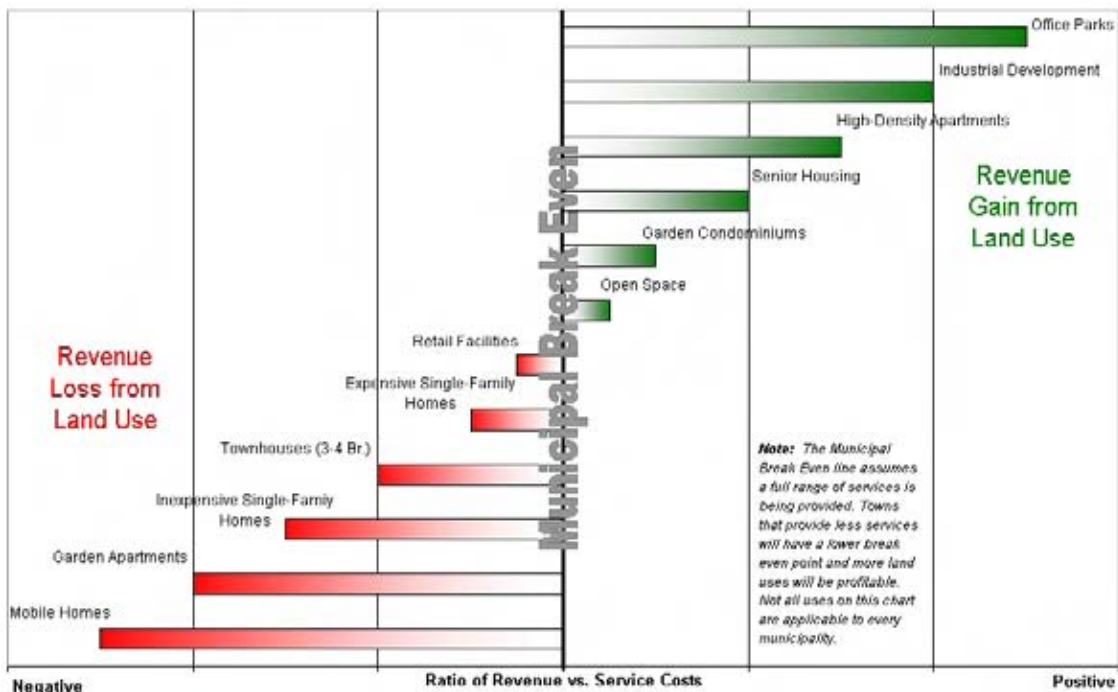
Destination County	Persons	Percent
Ashland Co.	6,559	85.5
Price Co. WI	519	6.8
Bayfield Co. WI	301	3.9
Douglas Co. WI	46	0.6
Sawyer Co. WI	37	0.5
St. Louis Co. MN	29	0.4
Iron Co. WI	20	0.3
Wood Co. WI	19	0.2
Gogebic Co. MI	19	0.2
Taylor Co. WI	16	0.2
Dane Co. WI	14	0.2
Fond du Lac Co. WI	10	0.1
St. Croix Co. WI	10	0.1
Elsewhere	75	1.0
Total	7,674	100

Land Values and Tax Base

Local property taxes are paid by all non-exempt property owners on the basis of the value of property – land, improvements and personal property. These taxes are used to fund the operations of local government – providing for public safety, schools, maintaining streets, and funding programs that improve the quality of life for residents. There are three primary classes of property – residential, commercial and manufacturing. Although each class of property pays taxes at the same rate, they all have different values and impose differing costs on the local government. Residential property clearly imposes the greatest costs per unit – it typically accounts for 75% of all property in a community, it is typically the most dispersed land use and therefore the costliest to serve with infrastructure, and residents demand higher levels of services – particularly public safety and education. Many cost-of-service studies indicate that residential development does not generate sufficient revenue from property taxes and fees to pay for the costs it imposes on local government.

The following graphic shows the “Fiscal Hierarchy of Land Uses” when it comes to maximizing the revenue from every dollar paid in government services. The municipal break-even line is different for every community and the line in the graphic represents the approximate point for a *full-service* municipality (Exhibit 4). Most of the municipalities in Ashland County provide a limited range of services and would have a lower break-even point.

Exhibit 4: Fiscal Hierarchy of Land Uses



Property Taxes

The Wisconsin Department of Revenue maintains a database of assessed property values for every taxing jurisdiction in the state. The table below shows how the different municipalities in Ashland County compare in total assessed value, per-capita assessed value, and how the municipality's total value is distributed across types of use. The "total value" column is the assessed value of all land and improvements in each jurisdiction. The "per capita value" is the total value divided by the population. All things being equal, towns with higher per-capita assessed values are capable of providing higher levels of service to each resident (Table 17).

Table 17: Property Values and Distribution Across Land Uses – Ashland County

Category	Total Value	Per Capita Value	Land Use Percentages (land and improvements)					
			Residential	Agriculture	Manuf.	Commercial	Forests	Other
Agenda, Town	\$37,709,000	\$73,507	44.6%	0.6%	0.0%	0.5%	49.6%	4.7%
Ashland City	\$321,647,200	\$37,314	63.3%	0.0%	4.3%	26.9%	0.4%	5.1%
Ashland, Town	\$26,652,500	\$44,200	44.9%	1.9%	0.3%	2.4%	44.0%	6.5%
Butternut, Village	\$9,780,800	\$24,031	67.3%	0.1%	3.2%	22.4%	2.9%	4.1%
Chippewa, Town	\$40,505,900	\$93,547	43.8%	0.7%	0.0%	1.3%	47.6%	6.5%
Gingles, Town	\$32,132,900	\$50,208	65.3%	0.5%	0.3%	5.9%	20.9%	7.0%
Gordon, Town	\$36,598,800	\$102,518	74.0%	0.0%	0.0%	4.7%	20.2%	1.0%
Jacobs, Town	\$34,009,700	\$40,730	52.5%	0.1%	3.1%	4.9%	36.7%	2.7%
La Pointe, Town	\$207,806,600	\$844,742	92.5%	0.0%	0.0%	4.6%	1.6%	1.3%
Marengo, Town	\$16,208,400	\$44,775	50.1%	3.1%	0.0%	0.1%	39.0%	7.7%
Mellen, City	\$19,832,600	\$23,471	61.0%	0.0%	16.3%	16.5%	0.3%	5.9%
Morse, Town	\$35,757,700	\$69,432	52.4%	0.4%	0.0%	2.1%	40.6%	4.5%
Peeksville, Town	\$16,324,600	\$92,753	28.4%	0.7%	0.0%	0.7%	63.6%	6.6%
Sanborn, Town	\$23,607,000	\$18,559	39.4%	0.0%	0.0%	2.6%	56.3%	1.7%
Shanagolden, Town	\$16,635,800	\$110,905	42.6%	0.3%	0.0%	2.2%	51.0%	4.0%
White River, Town	\$32,859,100	\$36,838	50.2%	3.4%	0.3%	3.8%	31.6%	10.7%
Ashland County	\$908,068,600	\$53,840	65.1%	0.4%	2.1%	12.3%	15.9%	4.3%
State Averages	\$325,578	\$74,946	71.9%	0.9%	3.4%	18.2%	2.7%	3.1%

Source: Wisconsin Department of Revenue, Database of Assessed Values, 2002

The vast majority of the land value in the state of Wisconsin comes from residential and commercial uses. Municipalities in Ashland County are special cases because they are largely undeveloped and have considerable forestlands. The total value of non-exempt forestland accounts for almost 16 percent of the total land value in Ashland County with some municipalities having over 50 percent of their value in forests. While this land generates revenue and costs very little in services, it will never generate the kind of revenue that comes from commercial or manufacturing property.

Environmentally Contaminated Sites

“Brownfields are abandoned, idle or underused industrial or commercial facilities, the expansion or redevelopment of which is adversely affected by actual or perceived environmental contamination.”

– Wisconsin Department of Natural Resources

▪ Background

When economic development is hampered by costs associated with removing remnants of prior uses, including demolishing buildings and cleaning up environmental contamination, this property can be identified as a “brownfield.” Just the suspicion of contamination may be enough to stop development. Identifying properties where this dynamic is present and removing the obstacles to development should be a top priority of local municipalities.



Former gas stations are common brownfields in rural areas.

▪ What Can Municipalities Do?

The first step is to identify the brownfield properties in the jurisdiction. There is no comprehensive database for this and every case is different. The municipality may have to ask local developers what properties they would consider if the parcel was free of all contamination, buildings, and other remnants of former uses.

Once a brownfield is identified, the first step is often conducting Phase I and Phase II environmental assessments. This relatively inexpensive option may be enough to allay the fears of developers about the presence of environmental contamination. In other cases, it may be in the best interest of the municipality to have dilapidated structures removed and environmental contaminants cleaned up. Grants are frequently offered by the Wisconsin Department of Natural Resources (DNR) to pay for assessments, building demolition, and environmental clean-up.

Regional, State, and Federal Economic Development Programs

Following is an inventory of regional, state, and national resources available for economic development projects and programs.

Regional Programs

- ♦ *Northwest Wisconsin Business Development Fund*, Northwest Business Development Corporation. Purpose: to promote private sector investment in long-lived assets and to create jobs by addressing capital gains in the market for long-term debt. Program provides low-interest, fixed-rate subordinated debt for up to 40 percent of a project. Eligible industries primarily timber and wood, manufacturing, and tourism in



Economic Development

Ashland County

- Northern Wisconsin. Projects must create one job for every \$5,000 loaned. Eligible counties include Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn. Contact Info: Northwest Business Development Corporation, Mr. Bruce T. Davis, Executive Director, 715-635-2197.
- ◆ **Intermediary Relending Program**, Northwest Business Development Corporation. Purpose: to promote private sector investment in long-lived assets and to create jobs by addressing capital gains in the market for long-term debt. Program provides fixed rate loans for up to 50 percent of total project, not to exceed \$150,000. Eligible industries include business (excluding tourism). Projects must create one job for every \$15,000 loaned. Eligible counties include Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn. Contact Info: Northwest Business Development Corporation, Mr. Bruce T. Davis, Executive Director, 715-635-2197.
 - ◆ **Economic Development Loan Program**, Northern States Power Company. Purpose: to stimulate private investment and foster economic diversification within NSPW's service territory. Program provides up to 50 percent of an eligible project cost financed by debt, up to a maximum of \$50,000; or by loan guarantee up to maximum of \$200,000. Only businesses relocating to NSPW's territory from another territory are eligible. Contact Info: Northern States Power Company, Economic Development Department. Eau Claire, WI 715-839-2570.
 - ◆ **Ashland County Revolving Loan Fund Program**, Ashland County. Purpose: to develop and retain a positive business climate. The program is designed to partially address the gap in private capital markets for long-term, fixed-rate financing. To be eligible, companies must be located in Ashland County and produce a minimum of one job per \$20,000 in financing. Contact info: Ashland Area Development Corporation, Frank R. Kempf, Executive Director. Ashland, WI (715) 682-8344.

State of Wisconsin Programs

The Department of Commerce has a broad range of technical and financial assistance programs designed to assist businesses to successfully launch or expand operations. Services and programs include business planning, site selection, working capital, permitting, employee training and research and development. Although not comprehensive, the list below outlines available resources and programs. A complete list can be found at www.commerce.state.wi.us.

- ◆ **Industrial Revenue Bonds** - the Industrial Revenue Bond (IRB) program allows cities, villages and towns to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale are loaned to businesses to finance capital investment projects at, primarily, manufacturing facilities. Even though IRBs are municipal bonds, they are not general obligations of the municipality. The company or business that will use the facilities provides the interest and principal payments on the loan. The local government is in partnership with the business, lending its name, but not its credit, to the bond issue.
- ◆ The **Brownfields Initiative** provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs. Contact Jason Scott, 608/261-7714.

- ◆ The *Customized Labor Training (CLT) program* assists companies investing in new technologies or manufacturing processes by providing a grant up to 50 percent of the cost of training employees on the new technologies.
- ◆ The *Community Development Block Grant (CDBG)-Economic Development Program* provides grants to communities to loan to businesses for start-up, retention, and expansion projects based on the number of jobs created or retained. Communities can create revolving loan funds from the loan repayments. Eligible project costs include construction and expansion, working capital and acquisition of existing businesses, land, buildings and equipment.
- ◆ The *Community-Based Economic Development Program* is designed to promote local business development in economically-distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps community-based organizations plan, build, and create business and technology-based incubators, and can also capitalize an incubator tenant revolving-loan program. Contact Doug Thurlow, 608/266-7942. Fax Form 954*
- ◆ The *Rural Economic Development Program* is designed to provide working capital or fixed asset financing for businesses. Since its inception in 1990, the RED program has provided more than \$1.4 million to over 110 Wisconsin businesses. Eligible businesses must be locating in a city, village, or town of less than 6,000 people. Contact info: Department of Commerce Regional Manager Marty Ambros, (715) 836-2630.

Also under the umbrella of the Wisconsin Department of Commerce is *Forward Wisconsin*, a statewide public-private marketing and business recruitment organization. Its role is marketing outside Wisconsin to bring new businesses, jobs and increased economic activity to the state.

Wisconsin Department of Transportation (WisDOT)

- ◆ The *Freight Railroad Infrastructure Improvement Program* awards loans to businesses or communities to rehabilitate rail lines, advance economic development, connect an industry to the national railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement.
- ◆ The *Transportation Economic Assistance (TEA) Program* provides matching grants to governing bodies, private businesses for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state.
- ◆ The *Transportation Enhancements (TE) Program* promotes activities that enhance a transportation project or area served by a transportation project.

The *Wisconsin Housing & Economic Development Authority (WHEDA)* provides financing to investors and local governments to stimulate housing, small business and agribusiness development. Contact info: www.wheda.com, (608) 266-7884.



Federal Programs²

- ◆ **Rural Business Opportunity Grants** CFDA: 10.773, Agency: RBS Objectives: Grant funds may be used to assist in the economic development of rural areas by providing technical assistance, training, and planning for business and economic development.
- ◆ **Community Development Block Grants/Entitlement Grants** CFDA: 14.218, Agency: HUD Objectives: To develop viable urban communities, by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for persons of low and moderate income.
- ◆ **Farm Operating Loans** CFDA: 10.406, Agency: FSA Objectives: To enable operators of not larger than family farms through the extension of credit and supervisory assistance, to make efficient use of their land, labor, and other resources, and to establish and maintain financially viable farming and ranching operations.
- ◆ **Interest Assistance Program** CFDA: 10.437, Agency: FSA Objectives: To provide a 4 percent subsidy to farmers and ranchers, who do not qualify for standard commercial credit. Guaranteed loans are serviced by a lender who has entered into a Lenders Agreement with the agency.
- ◆ **Business and Industry Loans** CFDA: 10.768, Agency: RBS Objectives: To assist public, private, or cooperative organizations (profit or nonprofit), Indian tribes or individuals in rural areas to obtain quality loans for the purpose of improving, developing or financing business, industry, and employment and improving the economic and environmental climate in rural communities including pollution abatement and control.
- ◆ **Empowerment Zones Program** CFDA: 10.772, Agency: USDA Objectives: The purpose of this program is to provide for the establishment of empowerment zones and enterprise communities in rural areas to stimulate the creation of new jobs, particularly for the disadvantaged and long-term unemployed, and to promote revitalization of economically distressed areas.
- ◆ **Community Development Block Grants/Special Purpose Grants/Technical Assistance Program** CFDA: 14.227, Agency: HUD
- ◆ **Community Development Block Grants/Brownfield Economic Development Initiative** CFDA: 14.246, Agency: HUD Objectives: To return brownfields to productive use by assisting public entities eligible under the Section 108-Guaranteed Loan program carry out qualified economic development projects on brownfields authorized by Section 108(a) of the Housing and Community Development Act of 1974, as amended. Grant assistance must enhance the security of loans guaranteed under the Section 108 program or improve the viability of projects financed with loans guaranteed under the Section 108 program.
- ◆ **Bank Enterprise Award Program** CFDA: 21.021, Agency: TREAS Objectives: To encourage insured depository institutions to increase their level of community development activities in the form of loans, investments, services and technical assistance within distressed communities and to provide assistance to community development financial institution's through grants, stock purchases, loans, deposits and other forms of financial and technical assistance. The program rewards participating insured depository institutions for increasing their activities in

² CFDA = Catalog of Federal Domestic Assistance. Detailed program descriptions can be found at <http://www.cfda.gov>



Economic Development

Ashland County

- economically distressed communities and investing in community development financial institutions.
- ◆ **Construction Grants for Wastewater Treatment Works** CFDA: 66.418, Agency: EPA
Objectives: To assist and serve as an incentive in construction of municipal wastewater treatment works which are required to meet State and/or Federal water quality standards and improve the water quality in the waters of the United States.
 - ◆ **Brownfield Assessment and Cleanup Cooperative Agreements** CFDA: 66.818, Agency: EPA
Objectives: To provide funding: (1) to inventory, characterize, assess, and conduct planning and community involvement related to brownfield sites; (2) to capitalize a revolving loan fund (RLF) and provide subgrants to carry out cleanup activities at brownfield sites; and (3) to carry out cleanup activities at brownfield sites that are owned by the grant recipient.
 - ◆ **Farm Ownership Loans** CFDA: 10.407, Agency: FSA
Objectives: To assist eligible farmers, ranchers, and aquaculture operators, including farming cooperatives, corporations, partnerships, and joint operations to: Become owner-operators of not larger than family farms; make efficient use of the land, labor, and other resources; carry on sound and successful farming operations; and enable farm families to have a reasonable standard of living.
 - ◆ **Rural Community Development Initiative** CFDA: 10.446, Agency: RHS
Objectives: To develop the capacity and ability of private, nonprofit community-based housing and community development organizations, and low income rural communities to improve housing, community facilities, community and economic development projects in rural areas.
 - ◆ **Rural Economic Development Loans and Grants** CFDA: 10.854, Agency: RBS
Objectives: To promote rural economic development and job creation projects, including funding for project feasibility studies, start-up costs, incubator projects, and other reasonable expenses for the purpose of fostering rural development.
 - ◆ **Procurement Assistance to Small Businesses** CFDA: 59.009, Agency: SBA
Objectives: To assist small business in obtaining a "fair" share of contracts and subcontracts for Federal government supplies and services and a "fair" share of property sold by the government.
 - ◆ **Small Business Loans** CFDA: 59.012, Agency: SBA
Objectives: To provide guaranteed loans to small businesses which are unable to obtain financing in the private credit marketplace, but can demonstrate an ability to repay loans granted.
 - ◆ **Service Corps of Retired Executives Association** CFDA: 59.026, Agency: SBA
To use the management experience of retired and active business management professionals to counsel and train potential and existing small business owners.
 - ◆ **Small Business Development Center** CFDA: 59.037, Agency: SBA
Objectives: To provide management counseling, training, and technical assistance to the small business community through Small Business Development Centers (SBDCs).
 - ◆ **Certified Development Company Loans** (504 Loans) CFDA: 59.041, Agency: SBA
Objectives: To assist small business concerns by providing long- term, fixed-rate financing for fixed assets through the sale of debentures to private investors.
 - ◆ **Farm Storage Facility Loans** CFDA: 10.056, Agency: FSA
Objectives: To encourage the construction of on farm grain storage capacity and to help farmers adapt to identity preserved storage and handling requirements for genetically enhanced production.



Intergovernmental Cooperation

Ashland County

Introduction

Given the number and range of public and quasi-public entities that can affect the daily lives of county residents, intergovernmental cooperation is a very important consideration in this plan.

Cooperation can take many forms (Exhibit 1). Relationships may be informal, based on verbal agreements or other informal arrangements. Or, cooperation may be more formal as expressed in a legally binding agreement. Most intergovernmental cooperation is done for the purpose of delivering services or exercising joint powers. Some cooperation is undertaken to receive services or make cooperative purchases.

Intergovernmental relations can be described as vertical or horizontal. Vertical relationships are those linking a municipality to governments of broader jurisdiction. For example, the relationship between a local unit of government to the state and the federal government is vertical. The actions of one, often have a direct bearing on the others. For the most part, this relationship occurs in a top down fashion. For example, when the state adopts a statewide policy plan, it in essence directs future activities with counties, villages, cities, and towns. As discussed in the Transportation chapter of this plan, the Wisconsin Department of Transportation has adopted a number of statewide policy plans that directly affect transportation activities within the jurisdictions of local units of government. It is therefore imperative that when such policies are considered, local units of government, individually or cooperatively, work with the appropriate state bodies to develop a mutually beneficial relationship.

“Intergovernmental cooperation is any arrangement by which two or more governmental entities work together to address an issue of mutual interest.”

Exhibit 1. Examples of Intergovernmental Cooperation

◆ Transfer of territory (annexation, detachment)	◆ Joint ventures
◆ Sharing information, staff, resources, etc.	◆ Revenue sharing
◆ Communication	◆ Boundary agreements
◆ Consolidating services / trading services	◆ Areawide service agreement
◆ Areawide planning	◆ Joint use of a facility
◆ Special purpose districts serving multiple jurisdictions	◆ Cooperative purchasing

Horizontal relationships describe the county’s connection to adjacent counties. Together, these relationships cut across each of the nine functional elements of this plan.

Over the years, and most recently with the Kettl Commission report, there has been a statewide push for consolidating governmental services at the local level. The Commission on State-Local Partnerships, the so-called Kettl Commission, calls for the creation of “growth-sharing areas: within which local units of government would collaborate to serve the needs of their citizens. The report recommends that local governments adopt “Area Cooperation Compacts” with at least two other governments in at least two functional areas including:



Intergovernmental Cooperation

Ashland County

law enforcement, housing, emergency services, fire, solid waste, recycling, public health, animal control, transportation, mass transit, land-use planning, boundary agreements, libraries, parks, recreation, culture, purchasing or e-government. The Commission also advocates for the reform of state aids to municipalities.

Governmental Structure

Organizational Structure of the County

The County was created in 1860. The Board of Supervisors consists of 21 supervisors each representing a geographic area. The County has several advisory committees that make recommendations to the County Board.

Local Units of Government

There are 13 towns in the county along with one village (Butternut) and two cities (Ashland and Mellen).

Surrounding Jurisdictions

Bayfield County borders Ashland to the west, Iron County to the east, and Price County on the south.

Regional Governmental Bodies

Regional Planning Commission

There are eight regional planning commissions (RPCs) within Wisconsin created pursuant to §66.0309, Wis. Stats. (Exhibit 2). The governor with consent of local governing bodies creates them. RPCs are formed to provide a wide range of services to local units of government within its geographic boundary. As part of these services, the RPC can offer planning assistance on regional issues, assist local interests in responding to state and federal programs, provide advisory service on regional planning problems, act as a coordinating agency for programs and activities, and provide cost shared planning and development assistance to local governments. A six-county area in the southern part of the state is not served by a RPC (Columbia, Dane, Dodge, Jefferson, Rock and Sauk counties).

Ashland County is located within the Northwest Regional Planning Commission (NWRPC). NWRPC was created in 1959 by local units of government of northwest Wisconsin. It is the oldest planning commission in Wisconsin and one of the first multi-county planning commissions in the nation. The Commission is a cooperative venture of Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn counties and the tribal units of Bad River, Red Cliff, Lac du Flambeau, Lac Courte Oreilles, and St. Croix.

NWRPC has created three affiliated corporations. Northwest Wisconsin Business Development Corporation was created in 1984 to manage NWRPC's loan funds. Northwest Affordable Housing Inc. was established in 1996 to coordinate the creation of affordable housing. Wisconsin Business Innovation Corporation (WBIC), created in 1996, encourages development of technology-based companies in rural Wisconsin. Badger Oil Company, a subsidiary of WBIC, was created in June 1999.



Intergovernmental Cooperation

Ashland County

Special Purpose Districts

Special purpose districts are local units of government that are created to provide a specified public service. Like municipalities, special purpose districts derive their authority from state statutes. They have geographic boundaries that may or may not coincide with those of counties, villages, cities, or towns. Once a special district is created, it becomes an autonomous body often with its own taxing authority. In a few instances, state statutes create unique districts (e.g., professional team districts) but typically authorize counties, towns, cities, and villages to create special districts according to the requirements contained in the statutes. Exhibit 3 provides a sample of non-educational special purpose districts authorized by state statute. Local school districts and the vocational educational districts in the state are also considered special districts because they have been created to provide a single service – education.

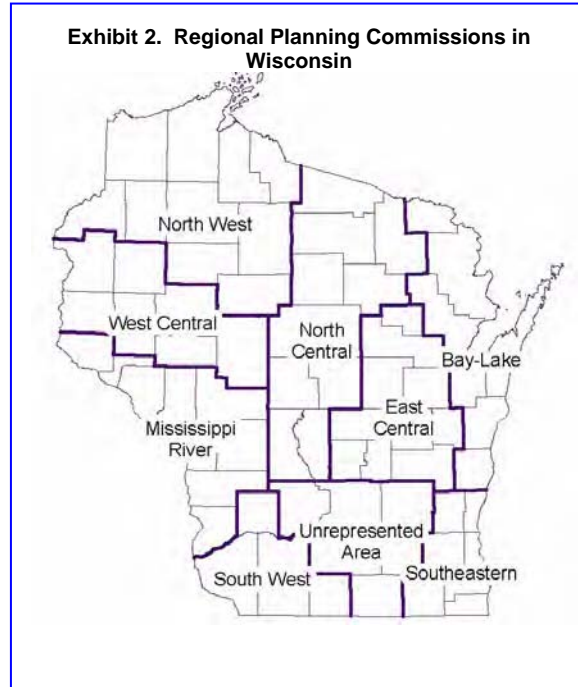


Exhibit 3. Sample of Non-educational Special Purpose Districts in Wisconsin	
Type of District	State Authorization
Metropolitan sewerage district	Chapter 200
Town sanitary district	Subchapter IX, Chapter 60
Drainage district	Chapter 88
Public inland lake protection and	Chapter 33
Local exposition districts	Subchapter II, Chapter 229
Local professional baseball park district	Subchapter III, Chapter 229
Local professional football stadium district	Subchapter IV, Chapter 229
Local cultural arts district	Subchapter V, Chapter 229
Architectural conservancy district	§66.1007



Intergovernmental Cooperation

Ashland County

School District

Within Ashland County there are 4 school districts. See the Utilities and Community Facilities chapter for more on the school districts.

Technical College District

In Wisconsin there are 16 technical college districts. The County is located in the Wisconsin Indianhead Technical College District (Exhibit 4). The district includes 11 counties. Its campuses are located in Ashland, New Richmond, Rice Lake, and Superior. A nine-member board governs the district.

State Agencies

Department of Natural Resources (DNR)

The DNR has a wide range of statewide responsibilities for environmental quality, state parks, and recreation. It is governed by the Natural Resources Board, which has legal authority to set agency policy, recommend regulations for legislative approval, approve property purchases and accept donations. Together with the DNR staff, the board works to establish policies and programs, administer state laws and rules, distribute grants and loans, and work with many government and non-government entities. Most of the DNR workforce is assigned to field offices in five regions (Exhibit 5). Their work is further subdivided into 23 geographic management units (GMU) whose boundaries roughly match the state's natural river basins and large waterways.

DNR staff is responsible for defining the area's natural ecology and identifying threats to natural resources and the environment. The DNR is composed of a broad range of expertise, and staff efforts are often combined with local government and private efforts to manage public resources. The County is located in the Northern Region, which serves the following counties: Barron, Bayfield, Burnett, Douglas, Florence, Forest, Iron, Langlade, Lincoln, Oneida, Polk, Price, Rusk, Sawyer, Taylor, Vilas, and Washburn. Local DNR service centers are found in the following communities: Antigo, Ashland, Hayward, Ladysmith, Park Falls, Rhinelander, Spooner, Superior, and Woodruff.



Exhibit 4. Wisconsin Indianhead Technical College District



Exhibit 5. Department of Natural Resources Regions

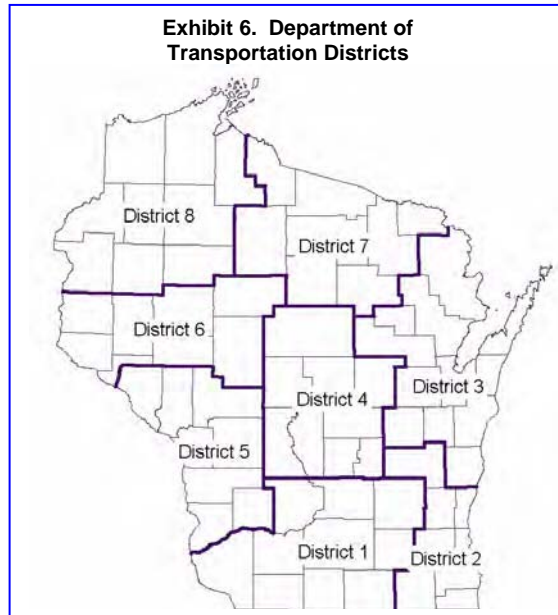


Intergovernmental Cooperation

Ashland County

Department of Transportation

The Wisconsin Department of Transportation (WisDOT) is divided into eight districts for administrative and programmatic purposes. Ashland County is located in District 8. This district also includes the following counties: Barron, Bayfield, Burnette, Douglas, Polk, Rusk, Sawyer, and Washburn (Exhibit 6). The district office is located in Superior.



Department of Commerce

The Department of Commerce is another state agency with regulatory responsibility. The Safety and Buildings Division administers and enforces state laws and rules relating to building construction and safety and health. Plan review and site inspection is part of the division's role in protecting the health and welfare of people in constructed environments.

Department of Agriculture, Trade and Consumer Protection

The Department of Agriculture, Trade and Consumer Protection (DATCP) has regulatory duties concerning the Farmland Preservation Program and certain agricultural practices.

Department of Revenue (DOR)

The Department of Revenue is responsible for a number of functions relating to local governments. The DOR oversees the shared revenue program, and other programs that distribute tax revenue to municipalities (e.g., lottery tax credits). The DOR also oversees and approves municipal Tax Increment Financing Districts.

Department of Administration

The Department of Administration (DOA) fulfills a number of functions. Some of those functions related to land use planning include reviewing incorporations, cooperative boundary plans, and all annexation requests occurring in counties with a population of 50,000 or more. Additionally, the Division of Intergovernmental Relations (DIR) within DOA provides information and resources to enhance and facilitate local planning. DIR also provides technical assistance and advice to state agencies and local governments with land information responsibilities, among other things. DIR will review this comprehensive plan to ensure the terms of the grant agreement are met.

Along with regulating local activities, all of these state agencies provide information, education and training. They also maintain funding programs to help local governments with development efforts and provide a basic level of health and safety.



Intergovernmental Cooperation

Ashland County

Wisconsin Emergency Management

Wisconsin Emergency Management (WEM) is charged with a wide range of responsibilities for disaster mitigation, planning, response, and education. It administers a number of grants to local communities and is responsible for preparing and administering several statewide policy plans. Most recently, it completed a statewide hazard mitigation plan for natural and technological hazards in conformance with the Disaster Mitigation Plan of 2000.

Regional directors are located in each of the six regional offices throughout the state (Exhibit 7). They work directly with municipal and county programs in planning, training exercising, response and recovery activities, as well as the coordination of administrative activities between the Division and local governments. When disasters and emergencies strike, they are the Division's initial responders and serve as field liaisons with the state. The office of the Northwest Region is located in Spooner.



Federal

U.S. Fish and Wildlife Service

The U.S. Fish and Wildlife Service works with Ashland County, local governments, and WDNR on many programs related to natural resources.

Tribal Governments

Bad River Band of Lake Superior Tribe of Chippewa Indians

The Bad River Reservation is located in parts of Ashland and Iron counties, specifically in the towns of Ashland, Gingles, La Pointe, Sanborn, and White River in Ashland County. The Bad River Reservation was established through the Treaty of September 30, 1854. The Band is a federally recognized Indian Tribe organized under Section 16 of the Indian Reorganization Act of 1934, 25 U.S.C., Subsection 476. The Band is organized as a tribe for the common welfare of the membership, to conserve and make use of our natural resources, and to enjoy the rights of home rule, which are enumerated in the Tribal Constitution as amended.

Land within the reservation boundaries currently includes both tribal land, and land that is privately owned by non-Band members. Much of the reservation land was originally allotted to individual Band members in 80-acre tracts, and subsequently some of those tracts were sold or transferred into private ownership by non-Band members. The pattern of land ownership is highly fragmented, with approximately 47 percent of the land within the



Intergovernmental Cooperation

Ashland County

reservation boundaries in private ownership. This fragmented pattern of ownership requires that the towns and Bad River Band interact and cooperate on certain matters including the provision of some services (roads, fire protection), and resource management efforts.

Interstate Agencies

As allowed by the state's constitution, Wisconsin is party to a number of interstate organizations and compacts. One multi-state agency will be described here.

The **Great Lakes Commission** is a binational organization focused on land and water resource protection and use surrounding the Great Lakes. It was established in 1955 by joint legislative action between the great lakes states. It is composed of eight member states, and two Canadian provinces that border the Great Lakes. The Commission provides information on public policy issues that affect the land and water resources in the region, and provides a forum for coordinating public policy between the member states and provinces.

Nongovernmental Organizations

In addition to governmental organizations there are other types of organizations that can affect the daily lives of County residents. These may include a chamber of commerce, non-profit organizations, and similar organizations that are actively working to promote the quality of life in the area. It is imperative that governmental and nongovernmental organizations work together for the good of all residents. The following section briefly describes some of these organizations and how they are organized and their purpose.

Forward Wisconsin

Forward Wisconsin, Inc., is a public-private statewide marketing and business recruitment organization. It was created in 1984 as a not-for-profit corporation. Its job is marketing outside Wisconsin to attract new businesses, jobs and increased economic activity to the state. It is governed by a board of directors that reflects that public-private partnership. Governor Jim Doyle is chairman of the board. Private sector representation includes Wisconsin's utilities, banks, educational institutions, investment firms, law firms, and manufacturers. Public sector representation includes four state legislators and the Secretary of the Department of Commerce. Funding for Forward Wisconsin comes from private-sector contributors and from the state through a contract with the Wisconsin Department of Commerce. Forward Wisconsin is headquartered in Madison and has offices in Eau Claire, Milwaukee, and Chicago.

Exhibit 8. International Trade, Business and Economic Development Councils





Intergovernmental Cooperation

Ashland County

International Trade, Business and Economic Development Councils

Since 1992, five regional International Trade, Business and Economic Development Councils (ITBECs) have been created in Wisconsin to expand economic development in the state by promoting tourism from foreign lands and the exporting of Wisconsin products to other countries. ITBECs are a public-private partnership between business leaders, county elected officials, and tribal representatives. What began as 11 counties in the northwest part of the state now includes 54 counties.

The county is located in the Northwest ITBEC (Exhibit 8). The Northwest ITBEC was the first ITBEC created in Wisconsin. Since its inception in 1992, it has grown to include Douglas, Bayfield, Ashland, Iron, Price, Sawyer, Washburn, Burnett, Polk, Barron, Rusk, and Taylor counties.

Resource Conservation and Development Councils

Resource Conservation and Development Councils (RC&Ds) are private, non-profit organizations created pursuant to state enabling legislation to improve the social, economic, and environmental opportunities of the area. Nationally, there are more than 200 districts and there are five in Wisconsin (Exhibit 9). The County is located in the Pri-Ru-Ta RC&D.

Working through its RC&D council, local citizens provide leadership and work together to set program priorities. Each RC&D district establishes an area plan (also known as a resource conservation and utilization plan), which provides direction for the council in making community improvements and conducting activities. A variety of government agencies, organizations, and companies provide assistance in accomplishing program goals.

RC&D councils have broad authority to seek help from a variety of sources including federal or state agencies, local government, community organizations, and private industry. Help may be technical or financial assistance in the form of donations, loans, grants, or cost-sharing programs.

Recent activities of the Pri-Ru-Ta Council include the following:

- ◆ *Superior Shores Agricultural Cooperative, Inc. of Ashland-Bayfield Counties* – Developed yogurt cheese with added fruits, dairy-fruit beverages and fluid milk marketing.
- ◆ *Bayfield Lamb Cooperative* – Developed a new generation cooperative to help farmers develop and market value-added lamb meat products.

“RC&Ds provide an areawide framework for addressing locally-defined issues with assistance of state and federal agencies and other partners.”

Exhibit 9. Resource & Conservation Development Councils in Wisconsin





Intergovernmental Cooperation

Ashland County

- ◆ *Forest Stewardship* – Worked with private woodland owners to develop a forest stewardship plan to help them manage their woodlots more profitably.
- ◆ *Native American Youth Natural Resources Field Week* at Lac Courte Oreilles Ojibwe Community College.

Existing Intergovernmental Cooperation

State statutes set up a number of tools for local units of government to formally cooperate on a number of issues of common concern. Exhibit 10 summarizes these tools and the following sections describe them in more detail.

Exhibit 10. Types of Intergovernmental Agreements				
	General Agreement	Stipulation & Order	Revenue Sharing Agreement	Cooperative Boundary Agreement
State Authorization	§66.0301	§66.0225	§66.0305	§66.0307
Uses	services	boundaries	revenue sharing	boundaries, services, & revenue sharing
Who decides?	participating municipalities	municipalities involved in the lawsuit, the judge, and area residents if they request a referendum	participating municipalities	participating municipalities and Department of Administration, Municipal Boundary Review
Referendum?	no	binding referendum possible	advisory referendum possible	advisory referendum possible

Source: Intergovernmental Cooperation, Wisconsin Department of Administration

Stipulations and Orders

Section 66.0225, Wis. Stats., allows local units of government to resolve an on-going legal battle over a boundary conflict with a legally binding stipulation and order.

General Agreements

State statutes (§66.0301) authorizes local units of government to cooperate for the “receipt or furnishing of services or the joint exercise of any power or duty required or authorize by law”.

Municipal Revenue Sharing Agreements

Under §66.0305, Wis. Stats., adjoining local units of government can share taxes and fees with a municipal revenue sharing agreement. This type of agreement can also include provisions for revenue sharing.



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Cooperative Boundary Agreements

Cooperative boundary agreements (§66.0307, Wis. Stats.) can be used to resolve boundary conflicts between villages, cities, and towns and may include revenue sharing or any other arrangement. With adoption of a cooperative boundary agreement, the rules of annexation do not apply.

Existing or Potential Areas of Conflict

The County enjoys a good working relationship with the towns, cities, and villages. It is imperative that this cooperation continues through the implementation of this plan and those of the local units of government. A set of goals and objectives are included in the policy document to maintain these positive relationships.

Overview

During the planning process many aspects of land use were analyzed with an eye toward developing a future land use plan. Existing land development patterns are considered along with the existence of any brownfield sites¹. Local real estate forces are considered and again will be used in fashioning the future land use plan and supporting goals, objectives, and policies. Relationships between the County, the towns, and other nearby jurisdictions also play an important role when determining how land in the County could be developed in the coming years.

Existing Land Use

Table 1 provides a summary of land uses in the County by type. Map 1, Existing Land Use, depicts the current land uses in the County. A majority of space is taken up by woodlands or open space. The next two largest land uses in the County (aside from water) are infrastructure (1.61%), parks and recreation (1.15%), and residential (1.12%). Commercial uses in the County account for a very small portion of uses. The residential areas can be found scattered throughout the County.

Land Use	Types of uses	Acres	% Of Total
Residential	Detached single-family homes, multifamily, mobile homes	5,897	1.12%
Industrial	Manufacturing / Industry	135	0.03%
Commercial	Any combination of commercial uses on the same site	1,373	0.26%
Government Services	Municipal buildings, libraries, community centers, schools, post offices, etc	143	0.03%
Institutional Services	Hospitals, churches, group homes, nursing homes	103	0.02%
Infrastructure	Primarily transportation-related – road right-of-way, railroads, airports, etc.	8,534	1.61%
Agriculture, Woodlands & Open Space	Forested and shrub areas, agricultural land and support buildings and residences	498,906	94.39%
Parks & Recreation	Public and private parks, golf courses, etc.	6,078	1.15%
Quarry	Gravel / sand extraction	472	0.09%
Water		6,907	1.31%
Total		528,548	100.01%

- Notes:
- Acreage is the total from individual municipalities' plans; some uses listed in those plans, such as "Marina", were folded into other categories, like Park & Recreation.
 - This data is based on a windshield survey that was done by the planning committee members or by the consultant – numbers are estimates only.
 - Single family acreage counts are based on parcels or of an average size of 2 acres; the vast majority of residential is single-family (see individual municipality plans for breakdown of residential uses, when applicable).
 - Excludes the City of Ashland and Town of Sanborn
 - Numbers do not add up to exactly 100% due to rounding.

¹ A brownfield is a site consisting of one or more properties that are abandoned or underutilized because of concerns about environmental contamination.



Existing Land Use
Ashland County Comprehensive Plan

Land Use Legend

- | | |
|-----------------------------|--------------------------------------|
| Residential - Single Family | Municipal |
| Residential - Multi-Family | Park / Recreation |
| Residential - Mobile Home | Marina |
| Commercial | Quarry / Pit |
| Industrial | Agriculture / Woodlands / Open Space |
| Government Services | Transportation |
| Institutional | Undeveloped / Vacant |
| Utility | Water |

Note: This map is presented and intended as an overall overview. Please refer to each of the individual town plans which are more specific. Errors are subject to correction.

Map Legend
Municipal boundary
Ashland County Boundary

Overlay Districts
Indian reservation
Metropolitan resource
Conservation



SANBORN

GINGLES

WHITE RIVER

MARENGO

ASHLAND

CITY OF MELLE

MORSE

GORDON

JACOBS

SHANAGOLDEN

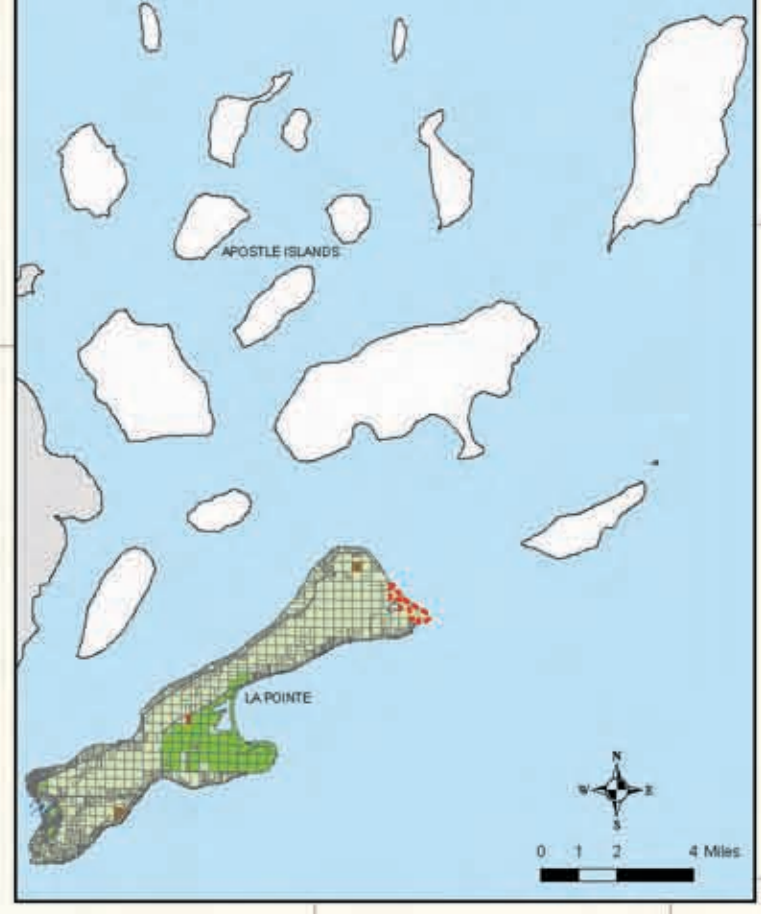
PEEKSVILLE

AGENDA

CHIPPEWA

VILLAGE OF BUTTERNUT

Apostle Islands and Town of LaPointe Inset



Land Supply and Demand

To provide a snapshot of the local real estate trends a local realtor, as well as a realty website were reviewed. There are single-family homes on the market throughout the County for a wide range of sale prices – from the mid-\$40,000 range for small 3 bedroom homes in the City of Ashland, to 3 bedroom homes in some of the towns for \$70,000 to \$90,000, and some 4 bedroom homes for \$100,000+. Land prices in most towns throughout the county generally range from \$700 to \$7,000 per acre.

Waste Disposal and Contaminated Sites

Identification of brownfield sites is an important consideration in forming an appropriate land use plan, in fostering economic development, and in ensuring a clean and healthy environment. Cleanup and redevelopment of brownfield sites makes common sense by returning abandoned or under-utilized properties to the tax rolls and to productive use. Redevelopment of brownfield sites also makes optimal use of existing infrastructure. The County supports cleanup and redevelopment of brownfields for those reasons.

To identify brownfield sites, the following sources were reviewed:

- ◆ Bureau of Remediation and Redevelopment Tracking System (BRRTS)
- ◆ Superfund Sites
- ◆ Local knowledge

The DNR BRRTS system has identified 31 open (not yet remediated) brownfield sites in Ashland County. Those sites are shown in Table 2.

Table 2. Brownfield Sites in Ashland County		
Name, Municipality, and Address	Type	Jurisdiction
NSP-COAL GAS WASTE-ASHLAND 220 2ND ST E ASHLAND	ERP	DNR
ASHLAND CTY LF #0177 ADDRESS UNKNOWN ASHLAND	ERP	DNR
ASHLAND LF #3087 ADDRESS UNKNOWN GINGLES	ERP	DNR
AMERICAN CAN CO SANBORN	ERP	DNR
LAND O LAKES 323 SANBORN AVE ASHLAND	ERP	DNR
WISCONSIN CENTRAL LTD/KREHER PARK KREHER PARK ASHLAND	ERP	DNR
ASHLAND CTY/KREHER PARK KREHER PARK ASHLAND	ERP	DNR
BABLICK OIL BULK PLANT (FORMER) E MAIN ST BUTTERNUT	ERP	DNR
LULLABY LOGGING CAMP OUTER ISLAND APOSTLE ISLANDS BAYFIELD	ERP	DNR



APOSTLE ISLANDS OUTER ISLAND LIGHTHOUSE APOSTLE ISLAND - OUTER LA POINTE TN	ERP	DNR
ASHLAND PRECISION PRODUCTS STH 13 & SAWMILL RD (RR2) ASHLAND	ERP	DNR
US NAVY RADIO TRANSMITTER FACILITY (ELF) 3 MI W OF CTH GG - FR173 CLAM LAKE	ERP	DNR
HOLIDAY STATION #66 421 W LAKESHORE DR ASHLAND	LUST	DCOM
JONES FORD 107 N MAIN ST MELLEEN	LUST	DNR
MELLEEN MART 511 STH 77 MELLEEN	LUST	DNR
CRUISE INN SPRING CREEK BAR 83966 CTH F BUTTERNUT	LUST	DNR
GLIDDEN FOOD MART 288 GRANT ST GLIDDEN	LUST	DNR
LAKE SHORE MOBIL 915 W LAKESHORE DR ASHLAND	LUST	DNR
EDER BROS 1301 LAKESHORE DR E ASHLAND	LUST	DCOM
DANS MOBIL JCT CTH N & HWY 13 NW CNR GLIDDEN	LUST	DNR
MIDLAND SERVICES INC 411 SANBORN AVE ASHLAND	LUST	DNR
J & S QUICK MART SW CORNER JCT OF USH 2 SANBORN	LUST	DNR
STEVES CORNER BAR 200 MAIN ST BUTTERNUT	LUST	DNR
THREE EAGLES GIFT & SMOKE SHOP RT 2 HWY 2 BOX 436C ASHLAND	LUST	DNR
ASHLAND HISTORICAL MUSEUM/WILMARTH MANSION 522 CHAPPLE AVE ASHLAND	LUST	DNR
ASHLAND CTY R-O-W ELLIS/3RD & STH 13 ASHLAND	LUST	DNR
BAD RIVER INDIAN TRIBE - MADAY SITE CTH A & OLD USH 2 ODANAH	LUST	DNR
MR MOVIES/ASHLAND COUNTY R-O-W 320 W MAIN ST R-O-W ASHLAND	LUST	DNR
BABLICK SELF SERV 305 N 5TH ST (HWY 13 N) BUTTERNUT	LUST	DNR
ASHLAND TRAVEL CENTER ICO (SPUR) 1802 E LAKESHORE DR ASHLAND	LUST	DNR



WISCONSIN CENTRAL LTD 408 ELLIS AVE ASHLAND	VPLE	DNR
LUST (Leaky Underground Storage Tank) are sites that have petroleum-contaminated soil and/or groundwater, which includes toxic and cancer causing substances. Given time, petroleum contamination naturally breaks down in the environment (biodegradation). Some LUST sites may emit potentially explosive vapors.		
ERP (Environmental Repair) are sites other than LUSTs that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination.		
VPLE (Liability Exemption) is an elective process in which a property owner conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15, Wisconsin Statutes. An individual, business or unit of government can receive the liability exemption after a completed cleanup is approved.		

Source: DNR Bureau For Remediation and Redevelopment Tracking System (BRRTS).

Many of the above sites are in the City of Ashland, but there are still several sites in other municipalities in the County. Brownfields are traditionally very difficult to redevelop; because of this, there are many programs to assist communities with remediating brownfields. Grants, reimbursement programs, loans and loan guarantees, and tax credits and incentives are all ways to acquire assistance in remediating a brownfield and returning it to safe, productive use. The Department of Commerce and DNR publishes a comprehensive guide to state and federal brownfields programs, which is available on-line at: http://commerce.wi.gov/CDdocs/CD-bfi-FRG_2006.pdf.

Table 3 lists EPA Superfund sites.

Table 3. Ashland County EPA Superfund Sites		
Name	Location	National Priorities List?
Ashland/Northern States Power Lakefront	300 CLAIRE STREET, Ashland, WI	Yes
County A Road Sludge Disposal	NW 1/4 OF SEC 35 T48N, R3W (Odanah, WI)	No
Government Road Sludge Disposal	SE 1/4 OF NW 1/4, SEC 22 T47N, R3W (Odanah, WI)	No

Source: EPA CERCLIS Database.

Opportunities for Redevelopment

Ashland County is rural in nature, and there are no major potential redevelopment sites designated by the County, aside from potential brownfield redevelopment when the opportunity arises. Individual municipalities may have other small sites designated for redevelopment – please refer to the individual plans for more information on such sites.

Development Factors

There are a number of physical conditions that limit or restrict land development within and around the County. Other physical factors include conditions that favor a particular use (such as agriculture), or environmental features that make construction more difficult (see the *Wetland and Floodplain* and the *Forest and Park Land* maps in the Agricultural,



Cultural, and Natural Resources Element). Examples of these are hydric soils, water features, public lands, federal, state, and county lands, federal trust lands, and preservation and conservation lands. Physical features and land ownership do not necessarily prevent development from occurring; they may just pose significant challenges. Land that is delineated as wetland, however, can prohibit development from occurring.

Future growth of the Ashland County is limited to areas that are not in a wetland area (see the Land Use Map and the maps in the Agricultural, Cultural, and Natural Resources chapter).

Land Use Conflicts

Conflicts often develop over time when certain land uses are located inappropriately, or adequate buffering is not provided between conflicting land uses. Sometimes industrial land uses have characteristics associated with them that can potentially be viewed as a nuisance by surrounding residents including noise, dust, odors, and truck traffic. The primary land use in the County is agriculture, woodland and open space, which makes up over 94% of the County. With commercial, industrial, and quarry land making up a very small portion of the County lands (less than 0.5%) and residential lands making up just over 1% of the land, conflicts are rare. This Plan aims to reduce future conflicts by encouraging land uses, like quarries, to be located in appropriate places that will minimize conflict with adjacent uses.





Demographics

◆ Overview

A community can directly and indirectly affect how fast it grows and the type of growth that occurs through the policies it adopts and the actions it takes. A community could capture a disproportionate share of the growth potential within the region by proactively creating opportunities for new development through any number of actions, including infrastructure improvement and creation of incentives, for example. A community could create a public private partnership and use its resources to make a project happen that would not otherwise occur. Likewise, it could slow the natural rate of growth by instituting certain policies to limit new development.

Although a community can affect the rate of growth, it needs to take stock of historical growth patterns and understand its strengths and weaknesses relative to the other locales within the regional market. Obviously, a community needs to be realistic in preparing population forecasts because it affects many parts of the comprehensive plan. If a community uses unrealistic population forecasts, the plan will be flawed (although it can be adjusted by amendment).

◆ National and Statewide Demographic Trends

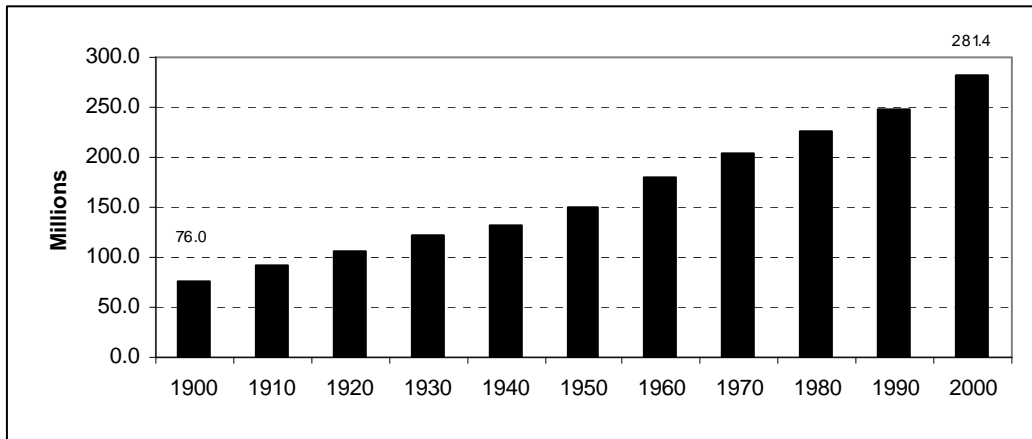
Before describing the historical population change in Ashland County, it is important to consider the larger picture by briefly looking at national and statewide demographic trends and shifts. As depicted in Exhibit 1, the population of the United States has increased steadily from its founding to the current day. During the last decade (1990-2000), however, the rate of population growth was near record levels. Most of the growth resulted from immigration, not from natural increase through births. Changes in immigration law at the federal level will likely continue to facilitate immigration from other countries, especially from Mexico and countries throughout Latin America.

Because of the significant level of immigration in recent years and other demographic shifts, the population center of the United States is moving south and west, and as a consequence the Midwest and Northeast are losing ground (Exhibit 2).

This population shift will have profound implications on Wisconsin's labor force and its economic development potential in the coming years, not to mention political influence at the national level. Some economic development specialists in Wisconsin are predicting a labor shortage in the coming years and see immigration to Wisconsin as one way of addressing this potential impediment to sustained economic activity.

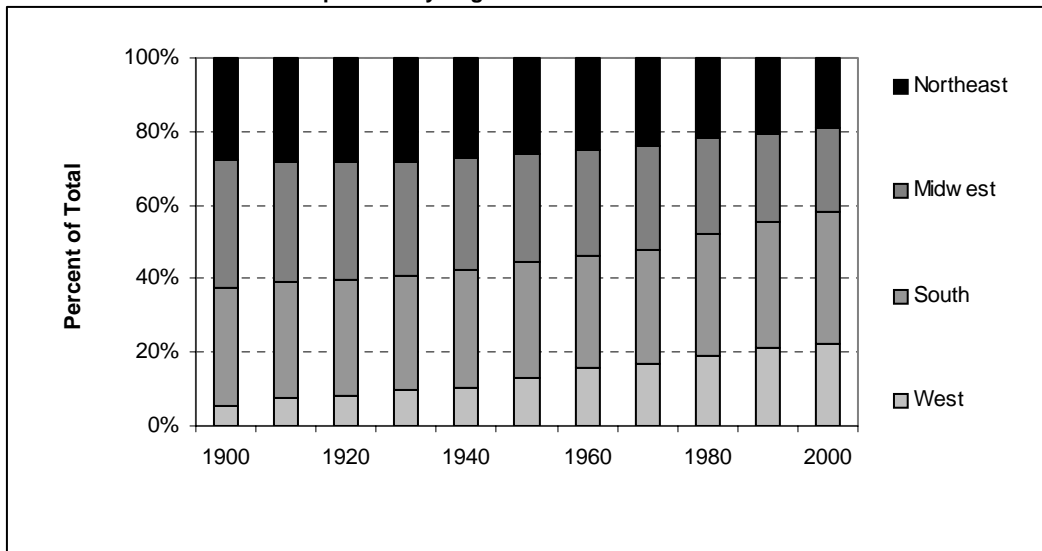


Exhibit 1. United States Population: 1900 to 2000



Source: Census Bureau

Exhibit 2. United States Population by Region: 1900 to 2000

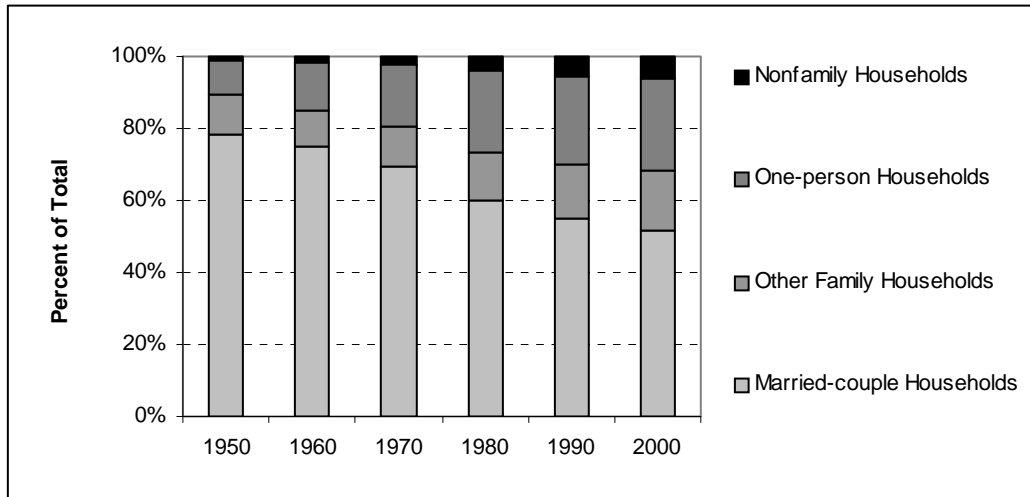


Source: Census Bureau

The nature of households is also changing throughout the United States. Although married-couple households are most common, they are losing ground to other living arrangements (Exhibit 3). As the proportion of married-couple households declines, we see a significant growth in one-person households. Although the data presented here is for the entire United States and may not reflect precisely what is happening at the county level, it is a trend that should be considered and in assessing the types of housing units that may be needed in the coming years in the region.



Exhibit 3. Households by Type; United States: 1950 to 2000



Source: Census Bureau

At the state level, the population has been increasing, but slower than the national rate, and at a substantially slower rate when compared to many states in the west and south as noted in the previous section. Between 1970 and 2000, nearly one million new residents were added to the state. The rate of growth between 1990 and 2000 was 9.6 percent, which was twice the rate of growth experienced in the preceding decade.

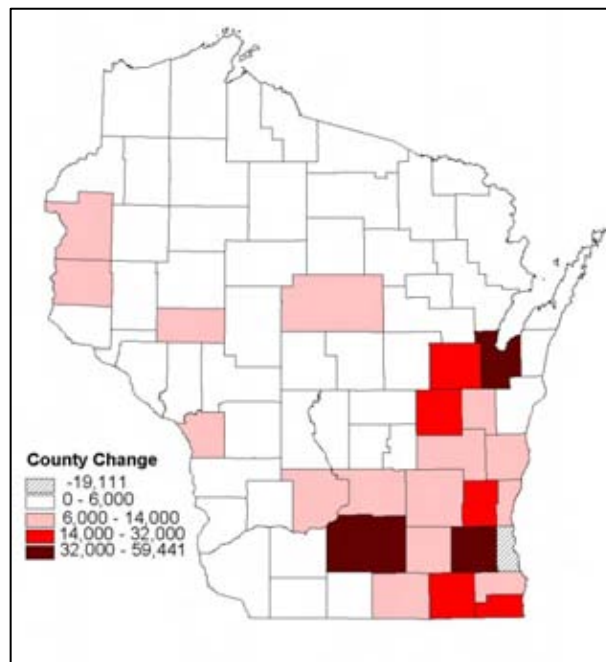
Most of the state's growth is centered in and around the Madison and Milwaukee metropolitan areas, along the Fox River Valley, and in St. Croix County (Exhibit 4).

◆ Regional Demographic Trends

Ashland County's population grew approximately 3.4 percent or by about 559 people from 1990 to 2000, much lower than both state and national levels (Table 1). The largest numeric increase within the County was in the Town of Sanborn, followed by the Town of Gingles.

In percentage points, the Town of La Pointe experienced the highest growth rate during the 1990 to 2000 period at 67.3 percent, followed by the Town of Gingles (30.1 %). The Towns of Marengo and Sanborn (27.5%), Town of Gordon (18.6%), Town of White River (15.7%), Morse Town (7.1%), Town of Chippewa (6.9%), Town of Ashland (6.3%), Town of Peeksville

Exhibit 4. Numeric Population Change; Wisconsin: 1990 to 2000



Source: Census Bureau



Demographics

Ashland County

(5.4%). Declining in population were the Village of Butternut (-2.2%), Town of Jacobs (-5.6%), the City of Mellen (-9.6%), Town of Shanagolden (-12.8%), and the Town of Agenda (-13.2%).

Table 1. Population Change 1990 - 2000				
	1990	2000	Difference	Percent Change
State of Wisconsin	4,891,769	5,363,675	471,906	9.6%
Ashland County	16,307	16,866	559	3.4%
Ashland, City	9,115	8,695	-420	-4.6%
Agenda, Town	591	513	-78	-13.2%
Ashland, Town	567	603	36	6.3%
Butternut, Village	416	407	-9	-2.2%
Chippewa, Town	405	433	28	6.9%
Gingles, Town	492	640	148	30.1%
Gordon, Town	301	357	56	18.6%
Jacobs, Town	885	835	-50	-5.6%
La Pointe, Town	147	246	99	67.3%
Marengo, Town	284	362	78	27.5%
Mellen, City	935	845	-90	-9.6%
Morse, Town	481	515	34	7.1%
Peeksville, Town	167	176	9	5.4%
Sanborn, Town	998	1,272	274	27.5%
Shanagolden, Town	172	150	-22	-12.8%
White River, Town	771	892	121	15.7%
Bad River Reservation	1,070	1,411	341	31.9%

Source: US Census 2000

◆ Age

The median age in the County is 36.9. About 15 percent of the County's population is between the ages of 35 and 44 and approximately 13 percent are between the ages of 45 and 54 (Table 2). This means that by 2020, approximately one-quarter of this population will be retired or approaching retirement.



In-migration of new residents and out-migration of existing residents will also be a factor. The guidelines above are general but provide one of several tools to determine the type of housing units needed in the future. The distribution of households over time may create demand for a greater mix of housing types. Older adults tend to move into a variety of housing arrangements when they are no longer interested in or able to maintain larger homes and lots. In addition, lifestyle choices may also warrant a greater mix of housing types. If choices are not available, existing residents may seek housing elsewhere.

Between 1990 and 2000, Ashland County's population increased by 3.4 percent or 559 people. The total number of housing units increased from 1990 to 2000 by 6.1 percent, adding 512 additional units. Overall, population growth occurred at a slower rate than residential housing unit growth in Ashland County over the last ten-year period.

Age Group	Number	Percent
Under 5 years	1067	6.3
5 to 9	1111	6.6
10 to 14	1278	7.6
15 to 19	1505	8.9
20 to 24	1205	7.1
25 to 34	1841	10.9
35 to 44	2512	14.9
45 to 54	2168	12.9
55 to 59	829	4.9
60 to 64	666	3.9
65 to 74	1231	7.3
75 to 84	1005	6.0
85 and over	448	2.7
Median Age	36.9	X

Source: US Census Bureau. Census 2000 Data Set SF-1

◆ Employment and Education Levels

A general overview of local income/employment and educational attainment was undertaken to gain perspective on the local economy and its link to regional growth dynamics. Since the mid-1980s, Wisconsin has realized a growing economy but a declining supply of labor. In general, labor shortages and competition have led to recruitment outside the state and internationally.

Data from the 2000 Census shows that 41 percent of county residents have a high school diploma while some 44 percent have some post-high school education. In the entire county there are about 8,504 people in the labor force. More information on employment and education levels is included in the economic development chapter.