City of Mellen

Comprehensive Plan: 2006 to 2025

Background Element

Adopted by City Council: July 18, 2006

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Acknowledgements

City of Mellen
Comprehensive Plan - Policy Document

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Wisconsin Coastal Management Program

NOAA

Vierbicher Associates, Inc.; Madison, Wisconsin

Table of Contents

City of Mellen
Comprehensive Plan – Background Element

Table of Contents i-1

1 - Introduction
Forward 1-1
What is a Comprehensive Plant 1-1
How Will This Plan Be Used? 1-2
Organization of Plan Documents 1-2
Participatory Photography 1-3

2 – Housing
Introduction 2-1
Housing Overview 2-2
Relevant Plans, Policies, Studies and Programs 2-11

3 – Transportation
Introduction 3-1
Existing Conditions 3-2

4 – Utilities and Community Facilities
Introduction 4-1
Utilities and Community Facilities Overview 4-2

5 – Agricultural, Cultural, & Natural Resources
Agricultural Resources 5-1
Natural Resources 5-6
Cultural Resources 5-33

6 – Economic Development
Economic Development 6-1
Background 6-2
Population and Labor Force 6-3
Economic Base 6-7
Tourism 6-15
Commuting Patterns 6-17
Land Values and Tax Base 6-18
Environmentally Contaminated Sites 6-21
Regional, State, and Federal Economic Development Programs 6-22

7 – Intergovernmental Cooperation
Introduction 7-1
Governmental Structures 7-3
Existing Intergovernmental Cooperation 7-10

8 – Land Use
Overview 8-1
Land Supply and Demand 8-3

9 – Demographics
Overview 9-1
National and Statewide Demographic Trends 9-1
Population 9-3
Age 9-4

Table of Contents

City of Mellen
Comprehensive Plan – Background Element

Household Income Levels..... 9-5
Employment and Education Levels 9-5

List of Maps

Countywide Road Classification Map..... 3-4
Countywide AADT Map..... 3-5
Land Management Factors Map 1..... 5-7
Land Management Factors Map 2..... 5-8
Environmental Corridor Map 5-9
Coastal Resource Map 5-10
Surface Water Map 5-18
Floodplain and Wetland Map 5-19
Forest and Parkland Map..... 5-24
Land Use Map..... 8-2

Foreword

Chapter Contents

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

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.

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 outlined using goals, objectives, and policies, and depicted with maps showing future conditions. 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 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.

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.

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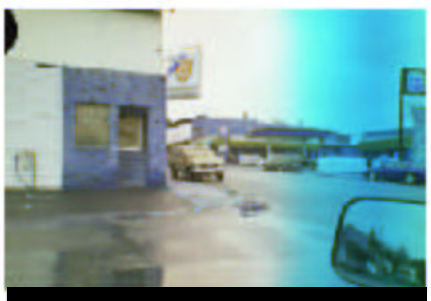
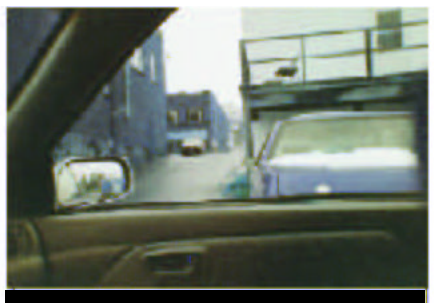
Participatory Photography

During the initial stages of the Comprehensive Planning process, the Town 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 Town should look like in the future. Through the process of developing each element, these pictures were referred to and helped to guide decision-making. The photographs that were taken are included on the following page.

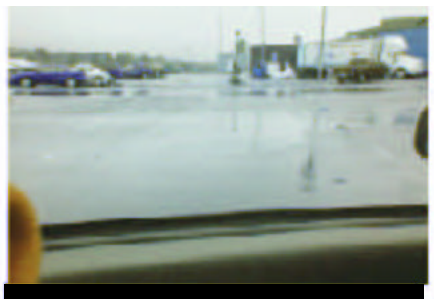
City of Mellen
Likes and Dislikes



Dislike: Visibility for oncoming traffic



Dislike: No parking in alley next to post office

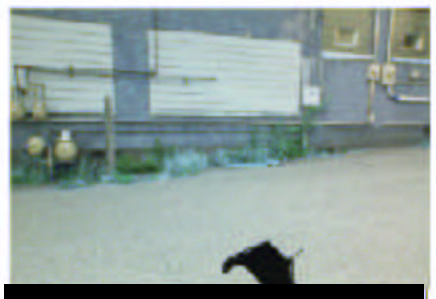


Dislike: Confusing traffic flow

Like: Weekly Newspaper

Like: Water holding tank

Like: Archery shoot set-up



Dislike: Landscaping at commercial building

Dislike: Unkempt recreation area (erosion)

Dislike: Commercial business front

Like and Dislike: Wetland area in City boundaries

Like: Lumber Company

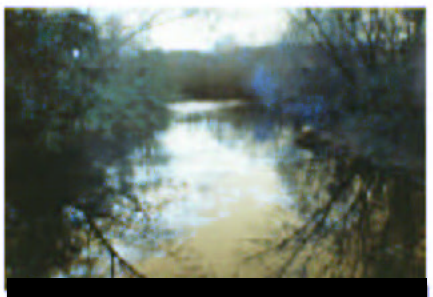
Dislike: Vacant building/ residence

Like: Historic City Hall

Dislike: Loose animal/pet

Like: Mellen Public School

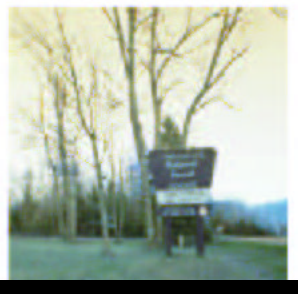
Like: War memorials in park



Like: Bad River

Like: Columbia veneer plant

Like: Rail Transportation



Like: Short distance access to National Forest

Like: Entrance sign to City

Like: Rocky outcrop approach to Mellen

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.

> "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."

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 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

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with homelessness, according to a Department of Housing and Urban Development report entitled *The Widening Gap: New Findings on Housing Affordability in America.*

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

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

- 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 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 includes not only 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 Mellen 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 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 City is $63,000 (2000 Census). Currently in towns surrounding Mellen there are homes on the market for $18,900 to $94,900. 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 436 housing units in the City of Mellen. This figure compares to 445 in 1990, which reflects a decrease of 9 units or –2 percent over the last 10-year period.

"The 2000 Census indicates that there are 436 housing units in the City of Mellen."

The following table (Table 1) illustrates housing trends in the Ashland County region over the period 1990 to 2000. The figures indicate that residential growth in northern Wisconsin is

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

generally lower than that of the state levels. The City of Mellen has experienced a larger decrease in the number of housing units than surrounding towns

Table 1. Number of Housing Units – City of Mellen

	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%
Butternut Village	200	220	10%
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%
Mellen City	***445***	***436***	***-2%***
Morse Town	304	380	25%
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 Mellen, and in the rest of the county, is the 1-unit detached, or single family dwelling unit. (Table 2)

Table 2. Units in Housing Structure – City of Mellen		
Housing Type	**Number**	**Percent**
1-unit detached	275	63.2%
1-unit attached	5	1.1%
2 units	22	5.1%
3 or 4 units	20	4.6%
5 to 9 units	8	1.8%
10 to 19 units	19	4.4%
20 or more units	21	4.8%
Mobile Home	65	14.9%
Boat, RV, Van, Etc.	0	0.0%
TOTAL	435	100%

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

The homeowner vacancy rate in Mellen is 1.5 percent. The rental vacancy rate is 3.4 percent. Some level of vacancy naturally occurs in the housing market. In the City of Mellen seasonal housing units represent the smallest portion of all vacancies, 3.4 percent (15). 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 3 shows that about 60.8 percent of the City's housing stock is owner-occupied while renters occupy approximately 25.9 percent of households. Vacant units represent around 13 percent of the housing units in the City. A number of factors influence tenure patterns including age and household income.

Table 3. City of Mellen Housing Occupancy				
Tenure	**1990**	**% (1990)**	**2000**	**% (2000)**
Owner Occupied	254	57.1%	265	60.8%
Renter Occupied	137	30.8%	113	25.9%
Vacant Units	54	12.1%	58	13.3%
For seasonal, recreational, or occasional use	*14*		*15*	
Total Units	**445**		**436**	

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 abilities to pay. As the data in Table 4 illustrates, housing and contract rent values have risen 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 costs are 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 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 of Mellen residents is $31,917. The median housing value is $39,600.

The distribution of income in the City of Mellen is provided below. Assuming that the income needed to afford Fair Market Rent (FMR) in the City of Mellen is comparable to Ashland County the following tables can be referred to when determining the FMR for the city (Table 5). According to the tables rents are at or above the fair market rate. Nearly 25 percent of residents do not have the income needed to support a one-bedroom home and approximately 40 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 FMR*

Location	One Bedroom	Two Bedrooms	Three Bedrooms	Four Bedrooms
Ashland Co.	$14,240	$17,480	$22,240	$25,120

Source: National Low-Income Housing Coalition (NLIHC)
**Data is not available at the place level.*

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 a roughly comparable scenario about household ability to make a monthly mortgage payment. However, the scenario will vary based on the downpayment 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 = $31,917 (median income in Mellen)
Median home value = $39,600 (median home value in Mellen)

Monthly household payment including mortgage and escrowed PMI, taxes and homeowners insurance = $ 317.68

$317.68 x 12 (months) = $3,812.16 (annual mortgage, PMI, taxes and insurance)

Household income ($31,917)/$3,812.16 (annual payment) = 11.9 percent of total household income.

Table 7. Household Income	Number	Percent
Less than $10,000	49	12.6%
$10,000 to $14,999	49	12.6%
$15,000 to $24,999	62	15.9%
$25,000 to $34,999	45	11.6%
$35,000 to $49,999	91	23.4%
$50,000 to $74,999	64	16.5%
$75,000 to $99,999	19	4.9%
$100,000 to $149,999	8	2.1%
$150,000 to $199,999	2	0.5%
$200,000 or more	0	0.0%
TOTAL HOUSEHOLDS	**389**	**100%**
MEDIAN HOUSEHOLD INCOME	**$31,917**	

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 10 and 11 provide information about the housing stock currently in the Town.

Table 10. Housing Characteristics – City of Mellen	
Total Housing Units	436
Average family size	2.89
Average household size	2.15
Owner Occupied	265
Renter Occupied	113
Seasonal	15
Vacant	43
Median Housing Value	$39,600
Median Contract Rent	$219

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

Table 11. Age of Housing Stock	
Built 1999 to March 2000	0 / 0.0%
1995 –1998	8 / 1.8%
1990 – 1994	13 / 3%
1980 – 1989	32 / 7.4%
1970 – 1979	60 / 13.8%
1960 – 1969	26 / 6.0%
1950 – 1959	28 / 6.4%
1940 – 1949	45 / 10.3%
Built in 1939 or earlier	223 / 51.3%
Median Year Built	1940

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

Housing for Special Populations
In addition to typical housing units, the City should also consider the housing needs of special populations, 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 12).

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 in and around the City.

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 12. Types of Special Housing in Wisconsin

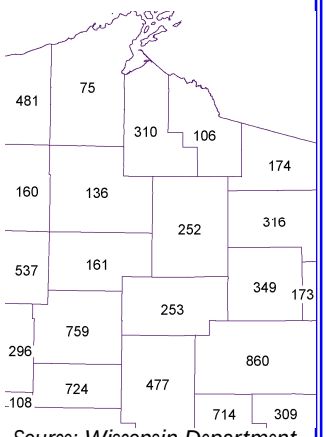
	General Description	Wisconsin	
		Facilities	"Beds"
Nursing home	A nursing home is a facility providing 24-hour services, including room and board, to 3 or more unrelated persons, who require more than 7 hours a week of nursing care.	411	44,319
Facility for the Developmentally Disabled (FDD)	A FDD is 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 13). Exhibit 2 shows the nursing home capacity in the region.

Exhibit 2. Nursing Home Beds in (Northwest) Wisconsin: 2001



Source: Wisconsin Department of Health and Family Services

Table 13. Nursing Homes in Ashland County: 2001

		Bed Capacity	Residents
Ashland Health/ Rehabilitation Center	1319 Beaser Ave, Ashland	120	83
Court Manor Health/Rehabilitation	911 3rd St. West, Ashland	150	150
Mellen Manor	***450 Lake Drive, Mellen***	***40***	***40***
	Total	310	273

Source: Department of Health and Family Services Accessed from http://www.dhfs.state.wi.us/provider/nh_FDDsDir01.htm July 2003
Note: Data is as of December 31, 2001

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).

Mellen Manor Nursing Home, Mellen, Wisconsin

- ***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.

This share increase is largely due to the emergence of a dual mortgage delivery system, in which new types of lending organizations provide distinctly different mortgage products to lower-income markets, than 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 extended 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

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

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 polices that come out of the Transportation Element should focus on transportation alternatives that will most efficiently serve existing and planned land uses and community needs and desires.

City 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 transportation corridors or the improvement of existing roadways can have a significant distribution effect on the type and timing of development within a community and/or a region. Thus, this element and the Land Use Element should support and complement one another.

For the foreseeable future, the private automobile will continue to be the dominant mode 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.

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Existing Conditions

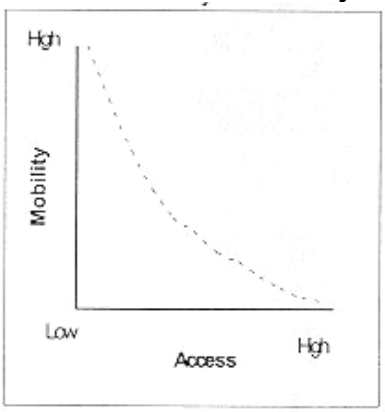
Local Road Network

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 conflict. As the number of access points rises, vehicles slow to enter and exit amid increased vehicle counts, and traffic mobility declines. This concept is often referred to in the industry as access management (Exhibit 1).

Exhibit 1. General Relationship Between Access and Mobility



Driveway design and spacing has a substantial impact on the existing road system and on 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. Although the City does not have jurisdictional authority over state and county highways, development around these highways impacts the amount and type of traffic using the facility. In addition, the extent to which the City's road system accommodates local travel directly impacts the amount of traffic that is diverted onto state and county roads.

Road Classifications

To help plan for current and future traffic conditions, it is useful to categorize roads based on their primary function. Arterials accommodate the 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 City and how they are classified according to the Wisconsin Department of Transportation (WisDOT).

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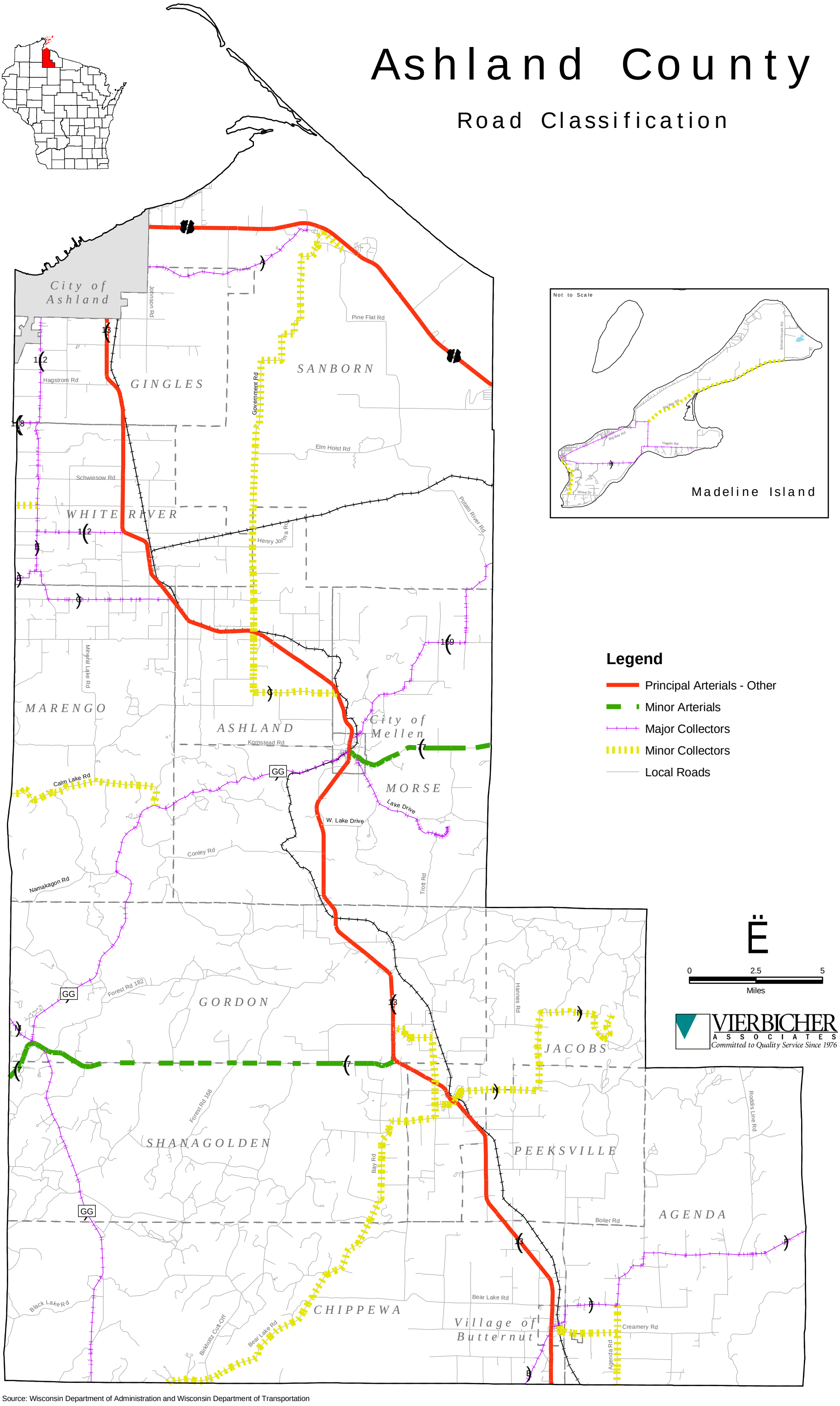
Ashland County

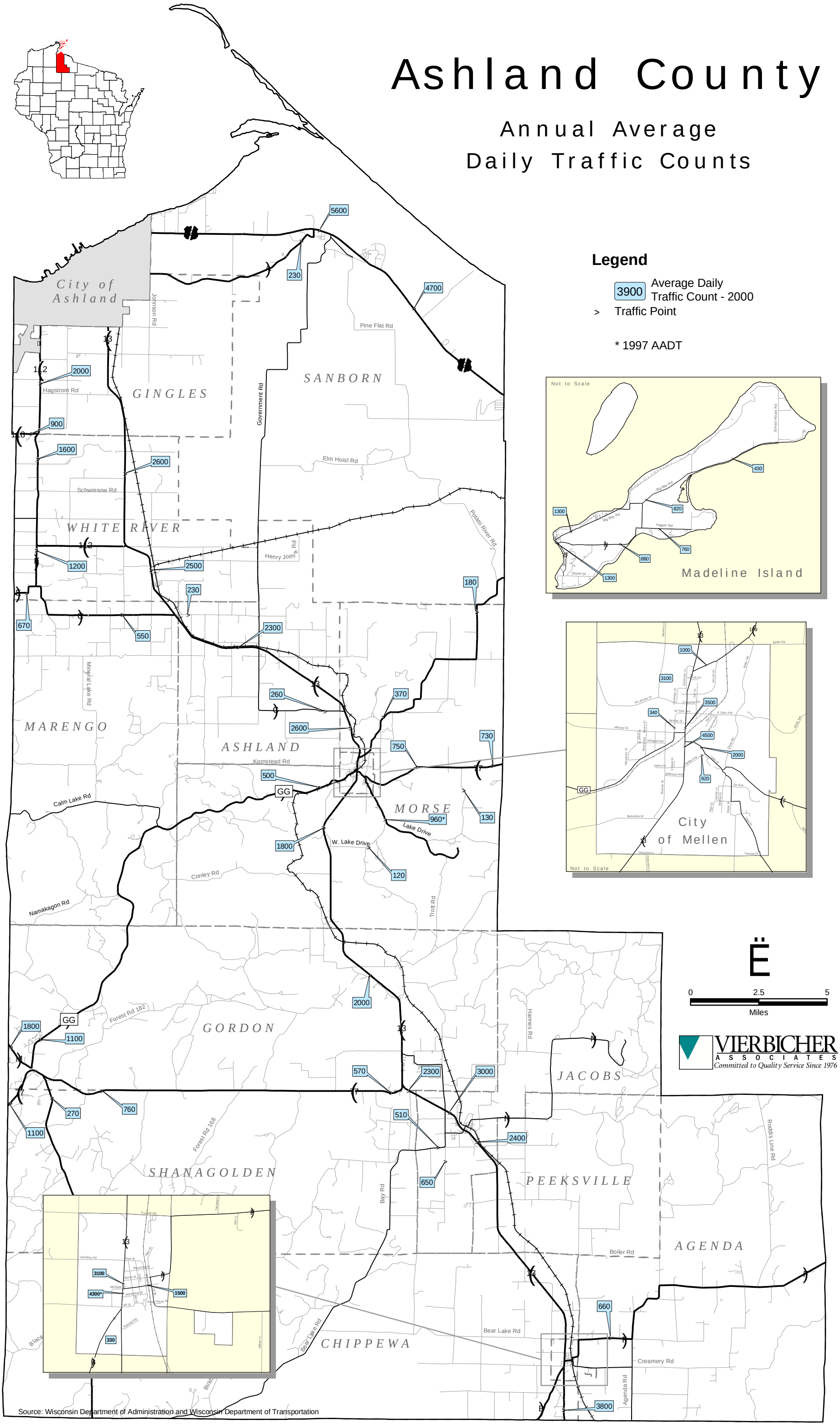
Road Classification



Source: Wisconsin Department of Administration and Wisconsin Department of Transportation

Ashland County

Annual Average Daily Traffic Counts



Source: Wisconsin Department of Administration and Wisconsin Department of Transportation

Principal Arterials – State Highway 13 runs through the City.

Minor Arterials – State Highway 77 is a Minor Arterial that travels through the City.

Collectors – County Roads GG and Lake Drive, as well as State Highway 169 are all Major Collectors in the City. There are no Minor Collectors in the City. According to WisDOT, there are about 2 miles of collector roads in the City.

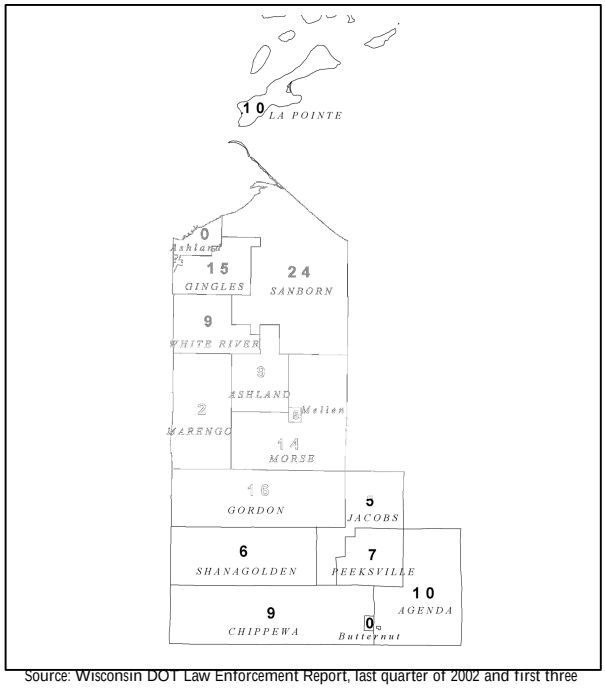
Local Streets – All other public roads in the City that are not classified by the DOT are considered to be local roads. There are about 11 miles of collector roads in the City.

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 in Mellen were taken along County Road GG, as well as on State Highways 77, 13, and 169. It is likely that the traffic volume in the City, as well as the County as a whole, will in the future remain consistent with current counts into the near future.

Accident Reporting
The WisDOT prepares an accident report for every quarter of the year. Exhibit 2 illustrates the total number of accidents that occurred between the last quarter of 2002 and the first three quarters in 2003. In the City of Mellen there were 5 accidents that were reported to WiDOT by law enforcement officials. The City does not believe that there are any intersections or stretches of road that are more dangerous than others that could possibly be the cause of the accidents.

Rustic Road Conditions
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.

Exhibit 2. Ashland County Accident Count Map



Source: Wisconsin DOT Law Enforcement Report, last quarter of 2002 and first three quarters of 2003.

The goals of the Rustic Roads program are:

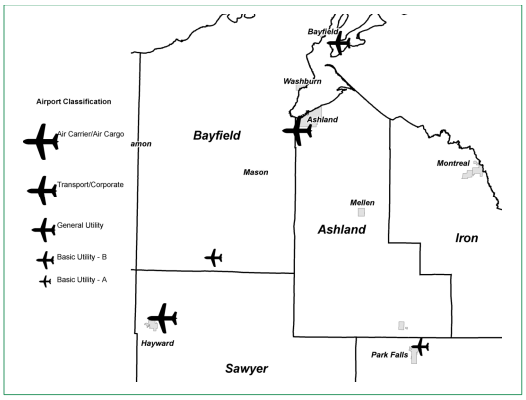
- To identify and preserve, in a naturally and essentially undisturbed condition, certain designated roads exhibiting unusual or outstanding natural or cultural beauty.
- Produce a linear, park-like system for auto, bicycle, and pedestrian travel. Identify roadways for quiet and leisurely enjoyment of 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. The City has the same authority over a Rustic Road as it possesses over other highways under its jurisdiction. A Rustic Road is eligible for state aids just as any other public highway. There are not any 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 a Transportation/Corporate (TC-C) Airport and on Madeline Island there is a General Utility Airport.

Exhibit 3. Ashland County Area Airports



Source: Wisconsin Department of Transportation

The City of Ashland and Ashland County jointly operate the John F. Kennedy Memorial Airport. Bayfield County contributes some funds to help support its operation on Madeline Island. The airport has two paved runways, and 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.

There is also an airport in Park Falls in Price County called the Park Falls Municipal Airport, it is an FAA Classified General Utility (GU) airport.

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
Rhinelander – Rhinelander/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

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.

Railroad Facilities

With increased rail efficiency and truck-rail intermodal trends, the State Department of Transportation has forecast that some railroad lines will 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. The Canadian National Railroad travels through the City of Mellen (Exhibit 4).

Exhibit 4. Ashland County Railroad Facilities

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. A bike and pedestrian trail exists from the junction of E. Tyler Street and Butler Road and proceeds to Copper Falls State Park.

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 many snow-related sports.

Cross Country Skiing Trails

Cross country ski trail information and maps are available from the Wisconsin Department of Tourism as well as from local sources. Near Clam Lake there is an 11 mile West Torch River Ski Trail. Copper Falls State Park has 8 miles of trail and Whitecap Mountain maintains 11 miles of trail. In the Chequamegon-Nicolet National Forest there is 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.

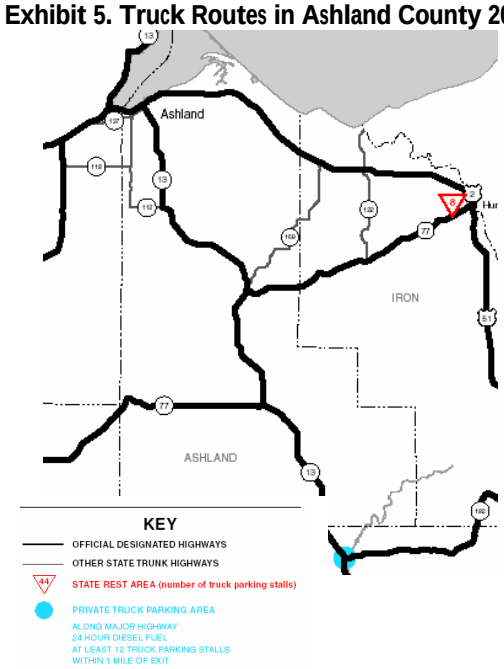
Snowmobiling and associated trail systems are an important asset to the area. Specifically, they assist in expanding the range of recreational opportunities in the City. They also serve as a winter time attraction, assisting the area in promoting its image as a year-round tourism destination. There are 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. The Department of Tourism can provide further information regarding the location of snowmobile trails in the region.

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 no public water access points in the City of Mellen. Elsewhere in the County, the Ashland Municipal Marina provides moorage and access to tourists and local boaters. The Madeline Island Ferry also travels between Bayfield and Madeline Island transporting both passengers and vehicles. In the winter there is a windsled that carries passengers to and from the island.

Exhibit 5. Truck Routes in Ashland County 2003



Source: Wisconsin DOT, 2003

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 a 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, 77 and 112 are officially designated truck routes in Ashland County. Interstate Route 2 is also designated as a truck route. Truck traffic is permitted on county roadways within the City as long as materials being carried do not exceed legal axle weights enforced by the state. State Highway 77 travels along the northern border of the City and is also a truck route (Exhibit 5).

Mass Transit

The City does not have access to public transportation. According to the Department of Transportation the nearest available transit system is located within Bayfield County.

There are two private transportation services in the County. One taxi service serves only the City of Ashland, while the other travels 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 City 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 conventional 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 City, paratransit service is not required.

Highway Projects
Future projects planned by the Ashland County Highway Department include road, sewer, gutter and sidewalk repairs on County GG from Highway 13 to the western boundary of the City. Also, road work on State Highway 13 is planned for 2004, but this date is only a projection and is subject to change.

Review of Existing Transportation Plans
There are 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 that cover the state as a whole. 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 City 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.

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- *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 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.

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 any 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.

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 utility infrastructure allow the City to function, grow, and enhance the community's quality of life.

> "Together, community facilities and infrastructure allow the city to function, grow and add to the community's quality of life."

This Plan Element inventories of existing facilities and services currently provided by both the public and private sectors, identifies the capacity of these services along with 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.

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Utilities and Community Facilities

Water System

There is a water system that provides Mellen residents with water. The area that the systems covers includes most areas within City limits. The City recently received a grant to upgrade their water and wastewater system in the western portion of the City along County Highway GG.

Stormwater System

Runoff from municipal areas contains a mixture of pollutants from parking lots, streets, rooftops, lawns, and other areas. These areas contribute heavy metals, pesticides, sediment, nutrients, bacteria, and oxygen-demanding organic waste. Although storm sewer systems are efficient at conveying water to avoid flooding, they also transport polluted runoff directly into nearby lakes, rivers, and streams without the benefit of wastewater treatment or filtration by soil or vegetation.

Wastewater Facilities

There are currently sewer and other public utilities in the City of Mellen. Residences are served by a wastewater treatment plant that is in the City. The wastewater is treated in three lagoons that are located in the industrial park on the eastern side of the City. The Plan will call for the timing of this construction with the reconstruction of a main road in the City.

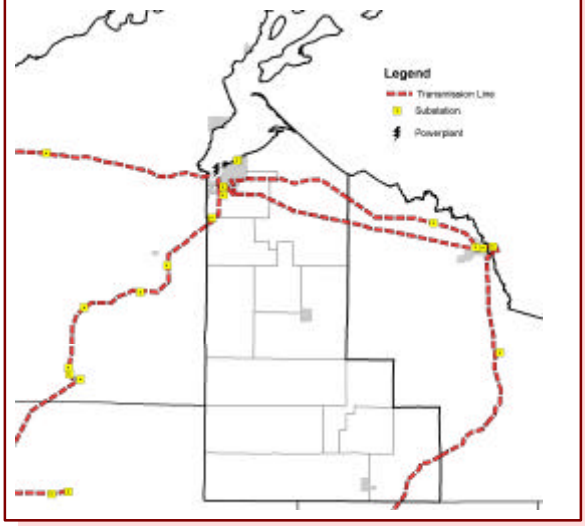
Telecommunication & Fiber Optics

There is not a cell tower located in the City of Mellen. The City does not have any plans to pursue cellular towers, however if a carrier wanted to located a new cell tower in the City they would work with the cellular carrier to ensure the tower is located in an appropriate place that meets all regulations.

Electric and Natural Gas

Xcel Energy provides electrical services to the City of Mellen (Exhibit 1). .

Exhibit 1. Transmission Lines



Source: Public Service Commission

Solid Waste Disposal/Recycling

Refuse and Recyclable: The City contracts with Tri/M Sanitary for both garbage and recycling services.
Leaves, Wood, and Compost: There is no composting site operated by or in the City.

Library Services
Library resources are an important part of any 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; however, data is given on a countywide basis. There are four libraries that are part of the Northern Waters Library Service, which covers the entire county. The libraries are located in the City of Ashland, La Pointe, Mellen, and Odanah.

According to the annual Library Statistics Report compiled by the Wisconsin Department of Public Instruction 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 library 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, county and local 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.

Table 1. Library Capacity 2002 - 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.*
Note: Professional and experts were consulted by ULI

Parks and Open Space
One of the principal assets of a community is its recreational opportunities. There are three parks within the City; Three Rivers Park, Dr. Gilman Park, and McLoughlin Park (Table 2). There are also snowmobile trails outside of the City that connect to many different trails throughout the County (Table 2).

Table 2. Existing Parks and Trails 2004 – City of Mellen			
Park/Trail	**Location**	**Facilities**	**Acreage/Miles**
Three Rivers Park	E. Tyler Street	Ball park and bathroom	2 acres
McLoughlin Park	E. Tyler Street	(Connected to Three Rivers Park)	1.5 acres
Dr. Gilman Park	Main Street	Pavilion, electrical outlets and bathrooms	1.5 acres
Trail to Copper Falls	Follows the Bad River	None	Approximately 1 mile within city limits

Source: Comprehensive Plan Commission

Police Service
Ashland County is serviced by a 911 Emergency Response System that is operated by the Sheriffs Department. The City of Mellen, Town of La Pointe, Bad River Reservation, and the City of Ashland all have their own police services. The department takes calls for assistance within City limits and assists in mutual aid calls with the county sheriff's department. The City employs a full time chief of police and one patrolman, there are two part-time patrolmen. The department has two vehicles for their use.

Emergency Medical Services
The Mellen Fire and Ambulance Service is a volunteer service that provides emergency medical services to city residents. There are nine volunteers with two emergency vehicles available for their use.

Fire Protection
The City of Mellen is serviced by a volunteer fire department made of up to 31 volunteers. The Department has 5 firefighting vehicles available for their use in emergencies. In 2001 the City fire department received 16 calls for assistance, there were19 calls in 2002, and in 2003 the City received 6 calls for assistance.

Fire departments nationwide are assigned an Insurance Service Office (ISO) rating based on their ability to respond to fire emergencies. Some factors considered in the rating schedule include ability to receive and dispatch fire alarms, number of engine companies, community water needs and supplies. The rating is a numerical scale from 1 to 10, with 1 being the best possible rating. ISO ratings are used by insurance carriers in determining insurance premiums. The City's Fire Department has an ISO rating of 7.

City Hall
The Hall serves as the headquarters for the City Board operations and houses the Legion Memorial Library and Mellen Historical Society Museum. The City Hall is available to City residents to rent for various functions.

The Community Center (former ranger station) serves as the headquarters for City Council meetings and is available to rent for various public and private functions.

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. The City of Mellen is not included in this designation. About 20 percent of the U.S. Population lives in areas designated as a shortage area.

Health care facilities available to City 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.

Mellen Manor

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Nursing Homes
There are three nursing homes in Ashland County (Table 3). The Mellen Manor is a nursing home that is located in the City of Mellen.

Table 3. Nursing Homes

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

Source: Department of Health and Family Services

Cemeteries
The Mellen Union Cemetery is a private cemetery that is located within the City limits.

Childcare Facilities
Within Ashland County there are a total of 33 certified and 30 licensed daycare programs with capacities ranging from 8 to 46 children. In the City of Mellen there are two licensed day care programs (Table 4). 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.

Table 4. Ashland County Certified and Licensed Childcare Providers - 2004

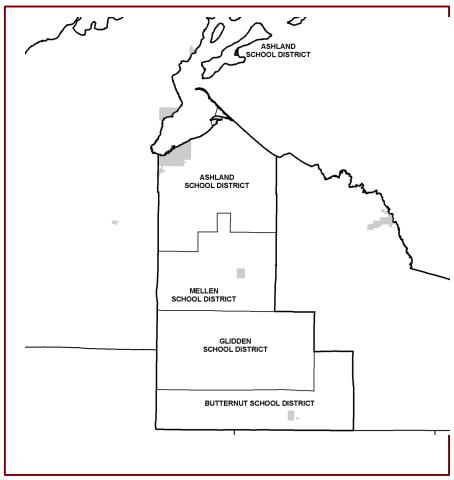
Location	Licensed	Certified
City of Ashland	26	28
City of Mellen	2	-
Village of Butternut	-	1
Town of Jacobs (Glidden)	2	-
Town of White River (Marengo)	-	2
Town of Ashland (Highbridge)	-	2
TOTAL	**30**	**33**

Schools

The Mellen School District currently serves school-age children in the City of Mellen. Exhibit 2 shows the various school districts in the county. Information about school-age children and the district schools they attend can be found in Tables 5 and 8. The City will continue to work and communicate with the school district to ensure that both district and City needs are being met.

Mellen School

Exhibit 2. Ashland County School Districts



Source: US Census Bureau, 2000

Table 5. Mellen School Enrollment 2000		
City of Mellen	**Number**	**Percent**
Nursery School, Preschool	23	13%
Elementary school (K-8)	73	42%
High school	55	32%
College or graduate school	23	13%
TOTAL	**174**	**100%**

Source: 2000 US Census, Data Set SF-3

Table 6. Schools Attended by Mellen Students	
School	**Location**
Mellen Elementary and Mellen High School	Mellen, Wisconsin

Source: Department of Administration

Universities and Technical Schools
In Wisconsin there are 16 technical college districts. The City 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 9-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 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, developing economic benefit measures for preserving open space and agricultural land becomes problematic. However, while agricultural production can create environmental problems, properly managed farmlands provide non-market benefits, including improved water and air quality, and conserved wetland habitat. 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]

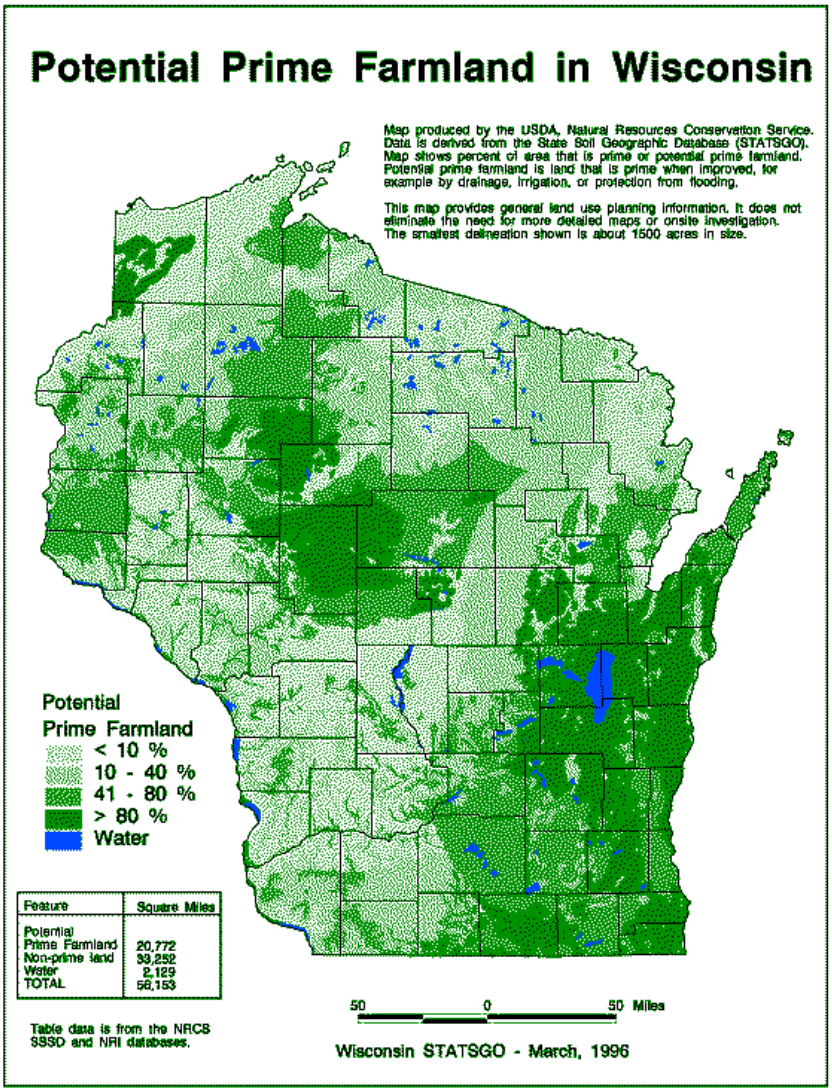
Agriculture can co-exist with development and expanding populations while at the same time providing opportunities for growing new crops. However, farmers are often faced with changing their business practices to survive in urbanizing areas as the products and services they offer are no longer as valuable, 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 under cultivation. 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.

[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. Agriculture Economic Report 803, June 2001.

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 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 can be found in the southern and eastern portion of the State (Exhibit 1). An additional concentration of prime farmland can also be found in the central portion of the State.

Exhibit 1.

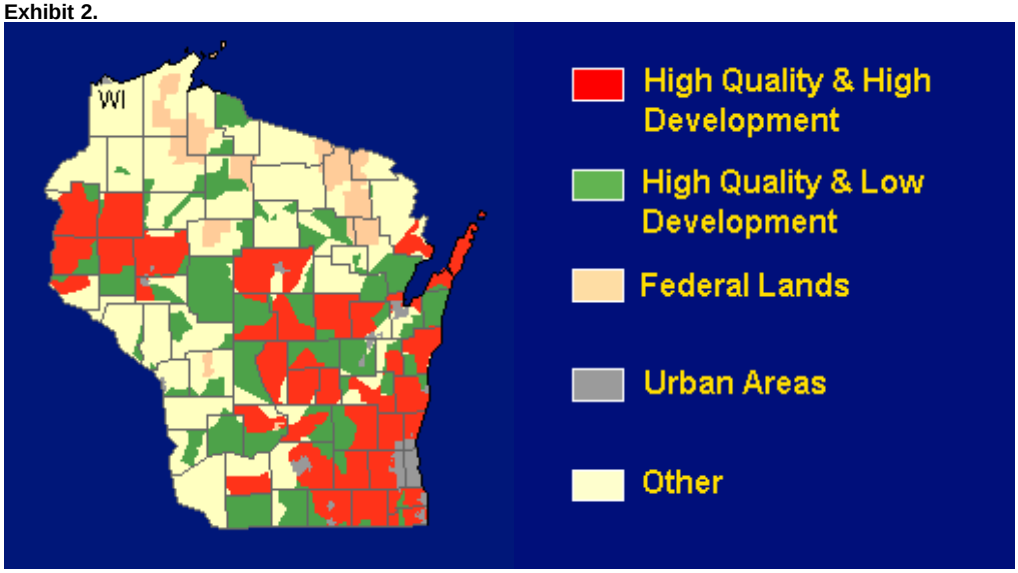


In Ashland County, the highest concentrations of prime farmland can be found in the south central area and some parts of the northern portion. The northern coastal plain area of the County has a longer growing season due to its proximity to the lake, and therefore, is a more viable area for growing crops. The southern portion of the County has a shorter growing season.

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

Exhibit 2 portrays high quality farmland under threat of development in Wisconsin by highlighting sub-county geographic areas that meet two threshold tests. These tests define

Exhibit 2.



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]

[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

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 agriculture is the appropriate and primary land use 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 this option.

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

(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 about development patterns on agricultural lands in the County may need to be addressed. This will have a bigger impact as development in the northern coastal plain 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 there are cultivated acres. Countywide, many towns do not have much farmland within their boundaries. The City of Mellen and the Village of Butternut contain small amounts of agricultural land within their boundaries. Many residents have noted that an increasing number of landowners are deciding to return acreage 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 City has a strong desire to preserve and protect its rural character. Specifically, the City 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 City.

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

Natural Resources

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

Land Management Factors (LMF)

With 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. The maps indicate natural features that have an impact on land management and growth. 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

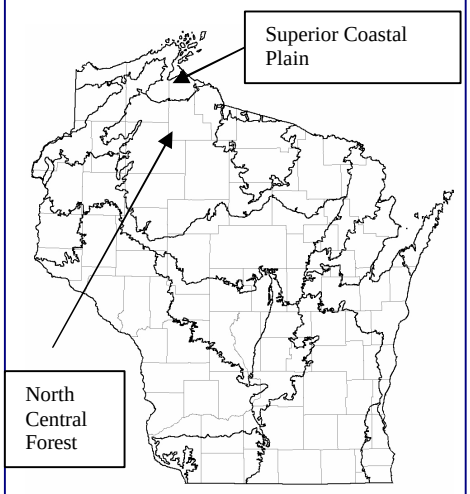
As part of the Comprehensive Plan, the County received grant funds from Wisconsin Coastal Resource Management to incorporate Coastal Resource Planning into the Plan document. The Coastal Resource Area map located in this element depicts the coastal resource area and the watersheds that are found within 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 specifically to Coastal Management Planning.

General Setting:

The City is located within the North Central Forest, as defined by the Department of Natural Resources (Exhibit 3).

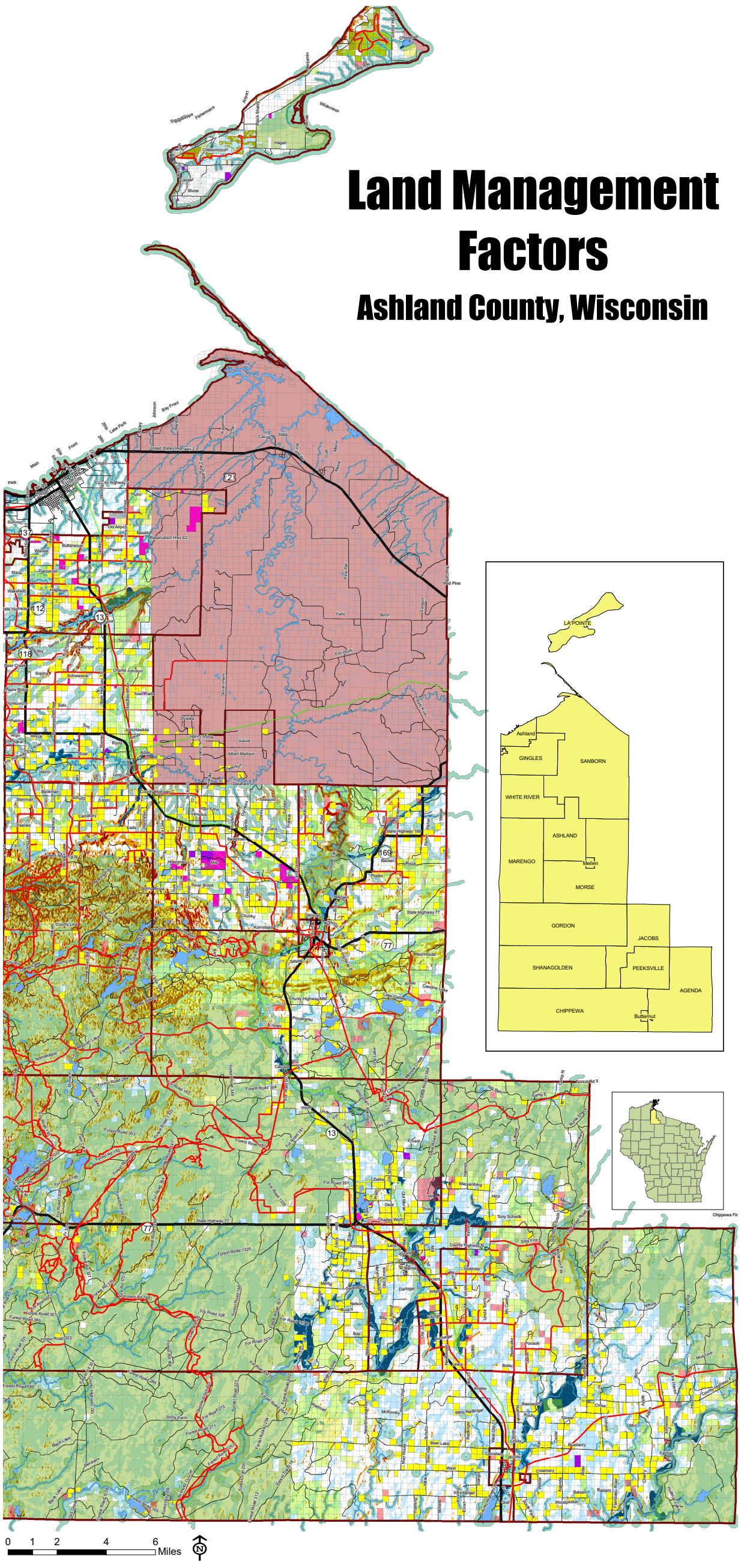
Exhibit 3.
Wisconsin's Ecological Landscapes



Source: Wisconsin Department of Natural Resources

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.

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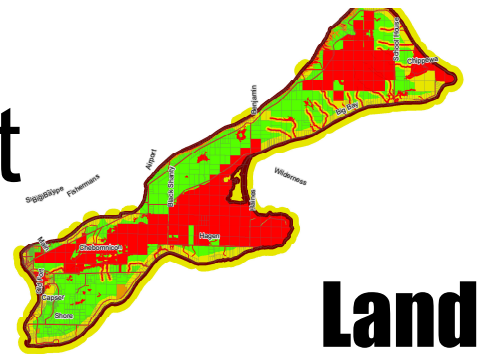
Steep slopes created using the 30 meter digital elevation model and ArcMap8.3 spatial analyst extension and surface analysis slope functionality.

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.

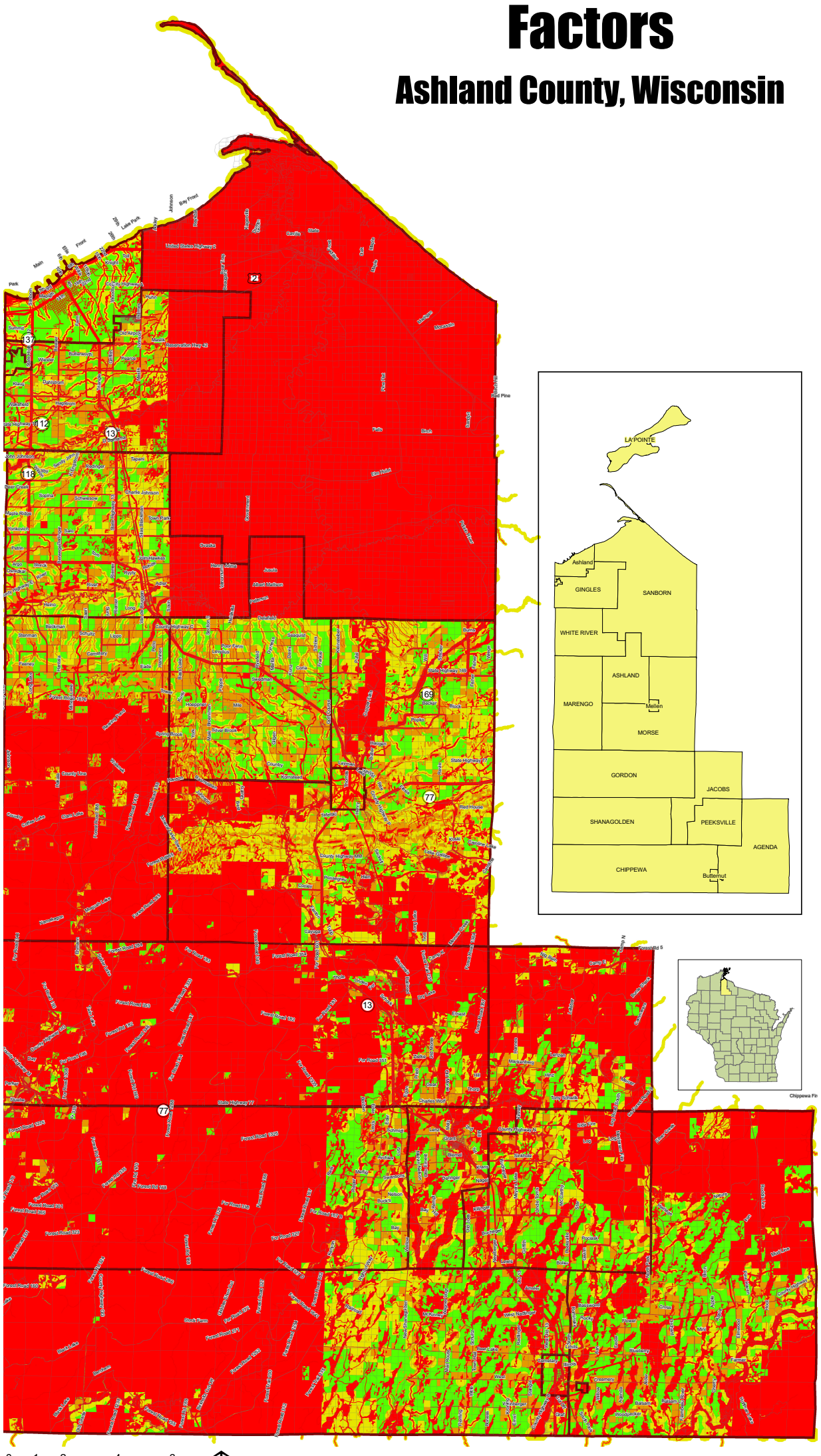
Map created by Douglas Miskowiak,
Center for Land Use Education (CLUE)
September, 2004.

Draft



Land Management Factors

Ashland County, Wisconsin



Comprehensive Planning 2005 - 2025

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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.

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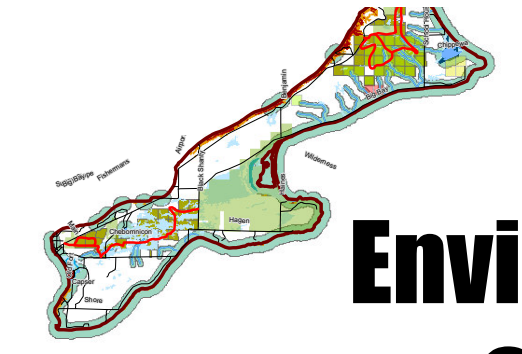
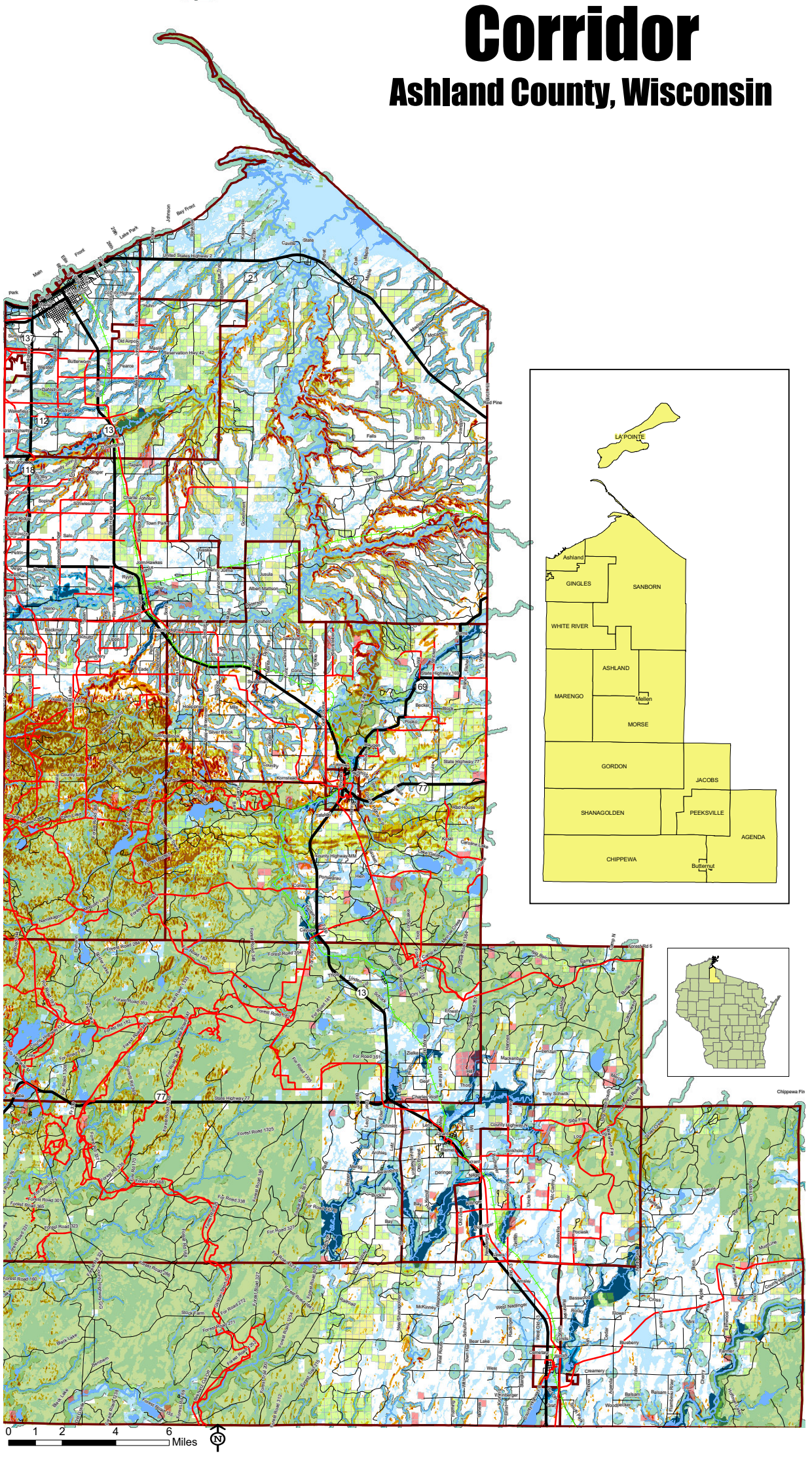


Environmental Corridor

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

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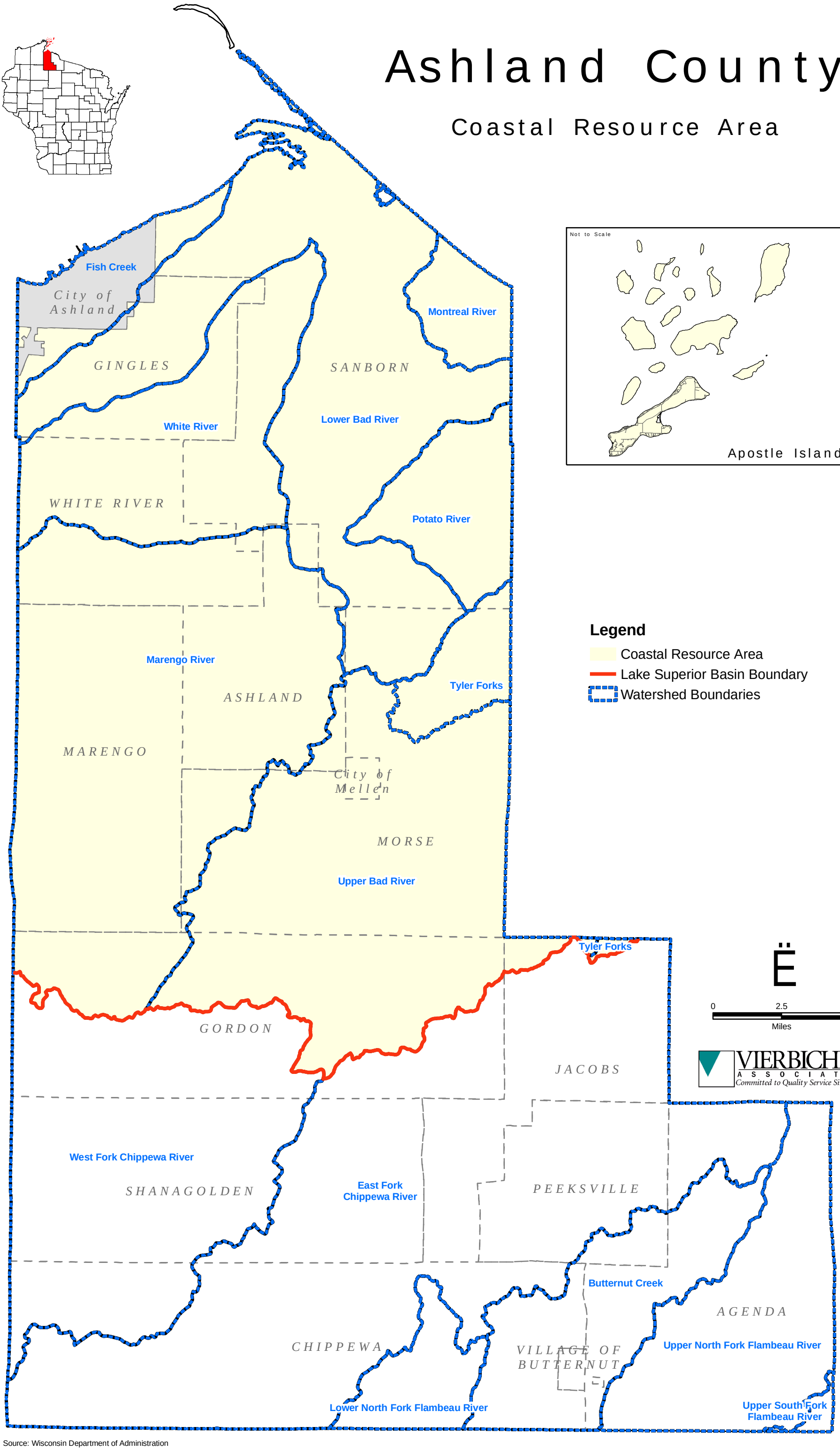
Ashland County

Coastal Resource Area



Source: Wisconsin Department of Administration

Attributes and Characteristics of the North Central Forest

In Ashland County, the Towns of Agenda, Chippewa, Peeksville, Shanagolden, Jacobs, Gordon, the City of Mellen, the Village of Butternut, as well as sections of Ashland, Marengo, and Morse, are located within the North Central Forest landscape that runs across much of northern Wisconsin, as defined by the Department of Natural Resources (Exhibit 4). This ecological landscape encompasses what many residents refer to as the "north woods". Located on ground moraine left by the glaciers about 12,000 years ago, these vast northern forests support a variety of wildlife, including many that need large blocks of habitat to survive. Although there are very few large lakes on this ground moraine, many large wetlands, small creeks, rivers, and small kettle lakes occur throughout. Soils are primarily acid silt loams, often rocky, and poorly drained. Areas of loam and loamy sand are also present.

Many of the State's major rivers, such as the Flambeau, Chippewa, Wolf, Peshtigo, and Brule-Menominee, originate in the North Central Forest. The exceptional water quality and aquatic diversity of these rivers is a result of the heavily forested landscape. The major land use is pulp and sawlog production. There is only a limited amount of agriculture here.

Over the last several decades, this area has experienced tremendous growth in second-home development and a trend to significantly smaller parcel sizes. Although most of this new housing is centered on lakes, flowages, and rivers, even areas without water frontage are increasingly being subdivided and developed (Wisconsin DNR). As less waterfront property is available, or even affordable, more people are looking for land that is within or adjacent to state and federal forests. These areas are considered prime property for locating second residences or retirement homes.

DNR Legacy Places

In 2000, the DNR compiled a list of places that were believed to be critical in meeting conservation and recreation needs. 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 according to which ecological landscape they fall into (Exhibit 3). Values were then given to each of the places based on size, the amount of protection initiated, the amount of the area that still needs protection, its conservation significance, and its recreation potential.

The only Legacy Place that is listed in the North Central Forest area is the Chequamegon-Nicolet National Forest. The Chequamegon-Nicolet Forest covers an area of approximately 1.2 million acres located on glacial moraines and till plains with loamy soils that provide mesic and wet-mesic conditions. This section of the Chequamegon contains a portion of the Penokee-Gogebic Range, which is noted for its steep topography and relatively contiguous northern hardwood forest cover.

In the Superior Coastal Plain area, there are several Legacy Places. Some key ecological resources of this area include 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.

At the mouth of the Bad River are some of the largest and highest quality coastal wetland in the Great Lakes region. This is characterized as the Chequamegon Point-Kakagon Slough Legacy Place. Along with these wetlands is a long narrow sand spit, 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 acidic 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 present.

Soils

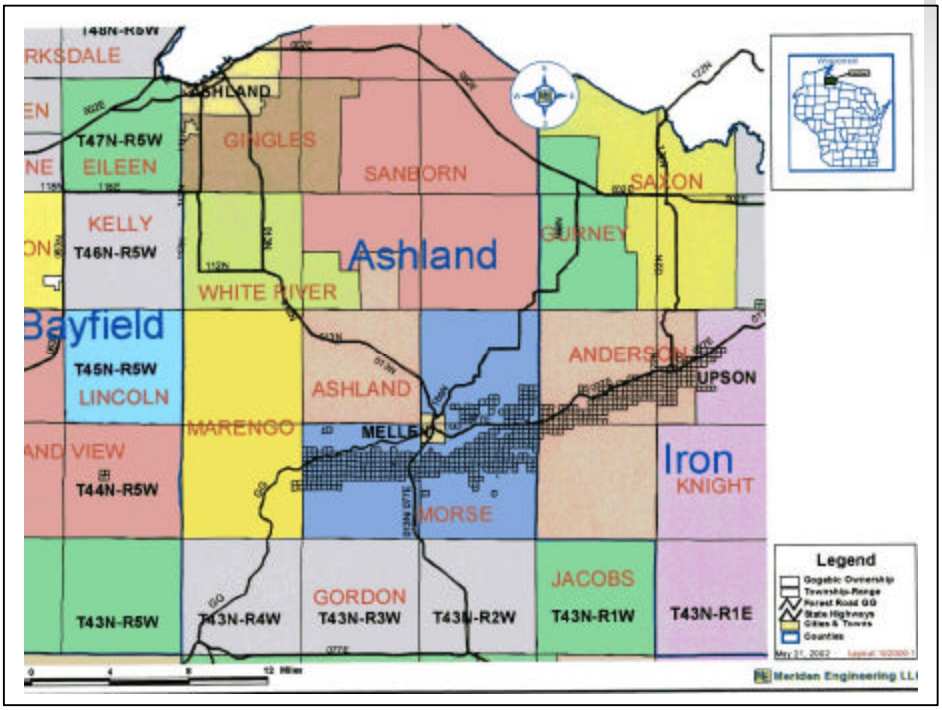
Currently, there is limited soil data available for Ashland County. According to the Ashland County Forest 10-Year Plan (1996), the soils of the County are largely derived from the weathering of the glacial drift deposits and show a great variation within relatively short distances. Water action, wind, 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. Soils in the City of Mellen may include forested silty soils, forested loamy soils, or forested sandy soils (UW Extension Wisconsin Geological and Natural History Survey, 1993). A soil survey for Ashland County should become available in 2005.

Mineral Resources

Metallic

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.

Exhibit 4. La Pointe Iron Company Land Ownership



Source: La Pointe Iron Company& Meriden Engineering LLC

There is a large amount of iron ore that remains in the County. The area where the metal is concentrated 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 (Exhibit 4). The Company has developed a conceptual iron/taconite mining development area that includes land in the Towns of Marengo and Morse. There are also lands owned in Bayfield and Iron Counties; however, the majority of Company property is located in Ashland County. The mining plans for the area are still in the 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.

Nonmetallic

Another asset of Ashland County and the City of Mellen is the potential accessibility of non-metallic resources. These resources can contribute to economic activity within the City. 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 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. According to Ashland County there are no active non-metallic mines in Mellen. 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.

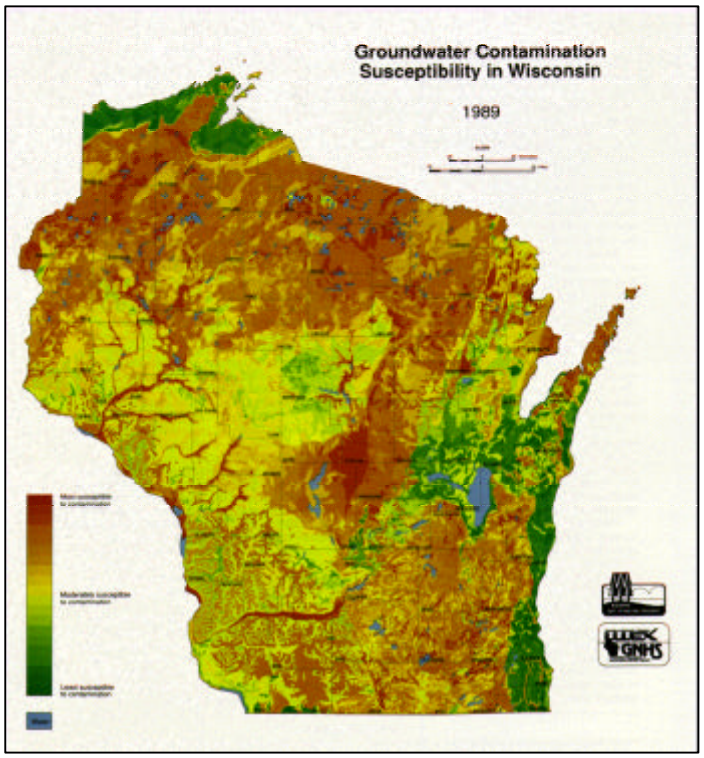
As part of this comprehensive planning process, a document entitled *Ashland County's Water Resource: Issues and Recommendations* was prepared by the Center for Land Use Education. This document was prepared to highlight critical water issues the region is facing, and recommend multiple strategies that could be implemented to address these issues. The entire document can be found in Appendix A of the Agricultural, Cultural, and Natural Resources Element in the Countywide Plan.

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 or near the City. 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 groundwater susceptibility to contamination based on five physical resource characteristics. These characteristics are the type of bedrock, depth to bedrock, depth to water table, soil characteristics, and surficial deposits. Based on these characteristics, the area near the City is moderately susceptible to contamination.



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:

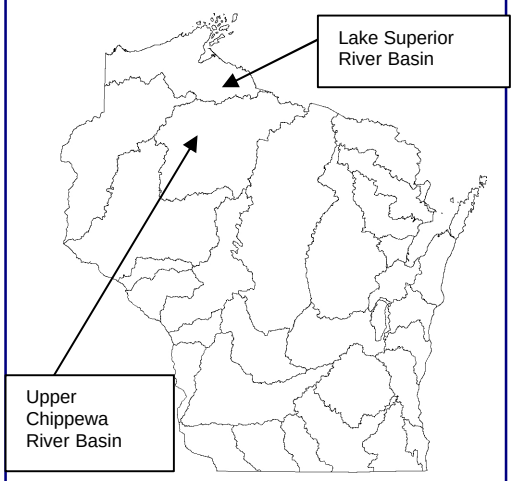
- Nitrate (NO3): Water normally contains a very small amount of nitrate, but elevated nitrate levels indicate contamination. Some common sources of nitrate contamination include individual septic systems, sewage treatment plants, fertilizers, and animal waste.
- Coliform: Coliform bacteria are found 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 does serve as a “trigger” for remedial actions to reduce the concentration of the substance below the PAL.

Surface Water

The City is located in the Lake Superior River Basin (Exhibit 5), 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).*

Exhibit 5. Wisconsin Basins



Source: Wisconsin Department of Natural 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.
- 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 not any lakes in the City of Mellen.

Floodplains

The floodplain is land that has been, or may be, covered by floodwater during the 100-year flood. It is also described as the flood level that has a one percent chance of occurring in any given year. Floodplain locations are determined by FEMA. If a property is located within a floodplain that has been identified by FEMA then that property owner is required to purchase flood insurance for their home. Development in the floodplain reduces the floodplain's storage capacity, causing the next flood of equal intensity to crest even higher than the last. The City of Mellen has some areas located in a floodplain (See Wetland and Floodplain Map).

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, roads, and are impacted by sedimentation and pollutants in stormwater.

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, these wetland acreage numbers are likely to undercount the actual acreage of existing wetland areas. For wetland locations please see the Wetland and Floodplain Map.

The DNR has profiled larger wetland areas that are found 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, and are discussed 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 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, as well as by the priority that each wetland is ranked by the need for future surveys. Out of the 28wetland sites on Lake Superior, the assessment concentrated on six 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

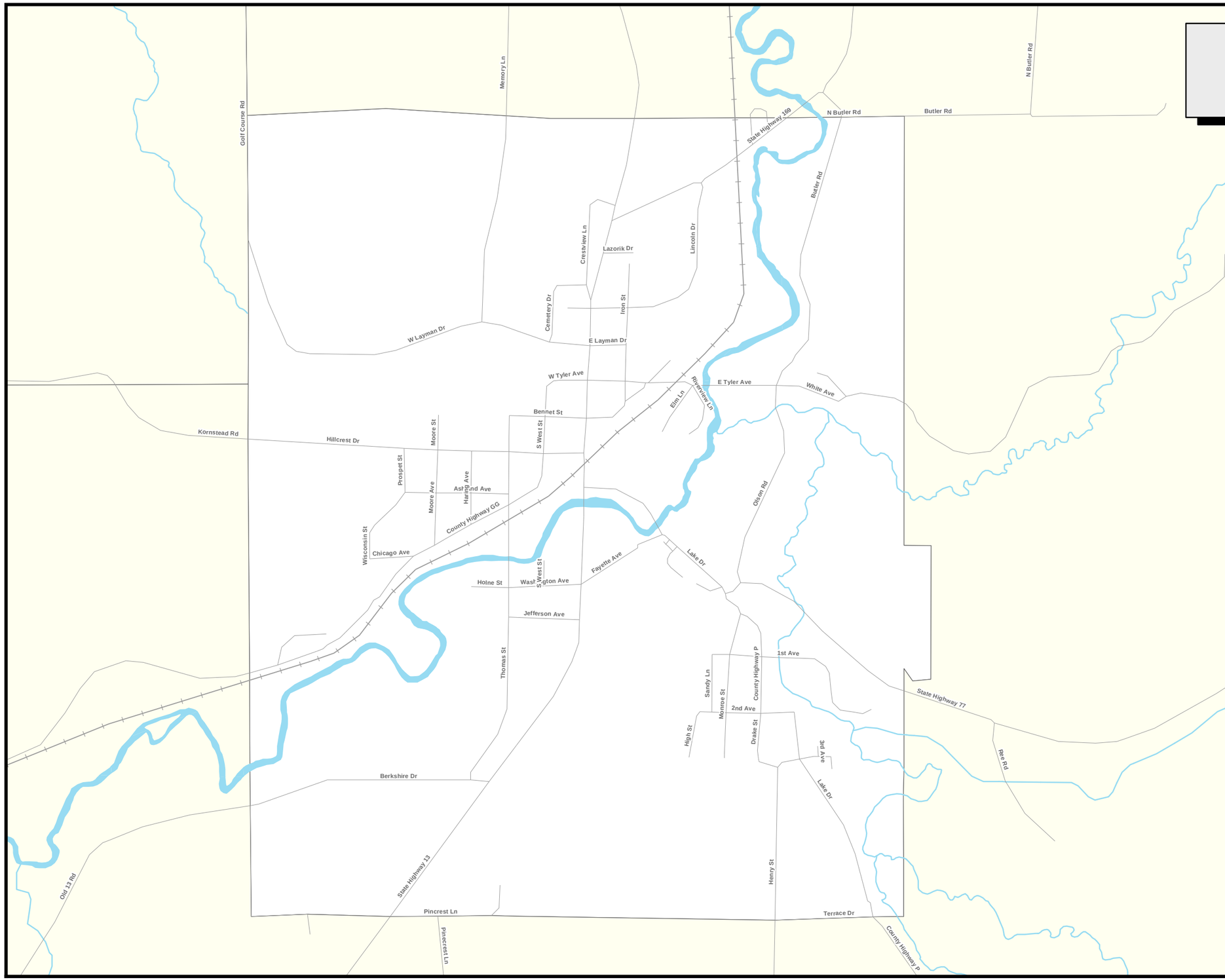
In both measures, these costal wetlands in Ashland County ranked in the top 20 both for known ecological significance, and for the need for future field surveys due to data gaps.

Point Sources

The DNR regulates the discharge of pollutants to waters through the administration for the Wisconsin Pollutant Discharge Elimination System (WPDES). Ashland County has six facilities with WPDES permits:

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

(Source: *Ashland County's Water Resource)*



Surface Water
City of Mellen: 2004

Ashland County
Comprehensive Plan Map

Legend

Surface Water

0 500 1,000 2,000
Feet

N

Source: Wisconsin Department of Administration & Wisconsin Department of Transportation

Map Created: March, 2004

Map Edited: September 12, 2005

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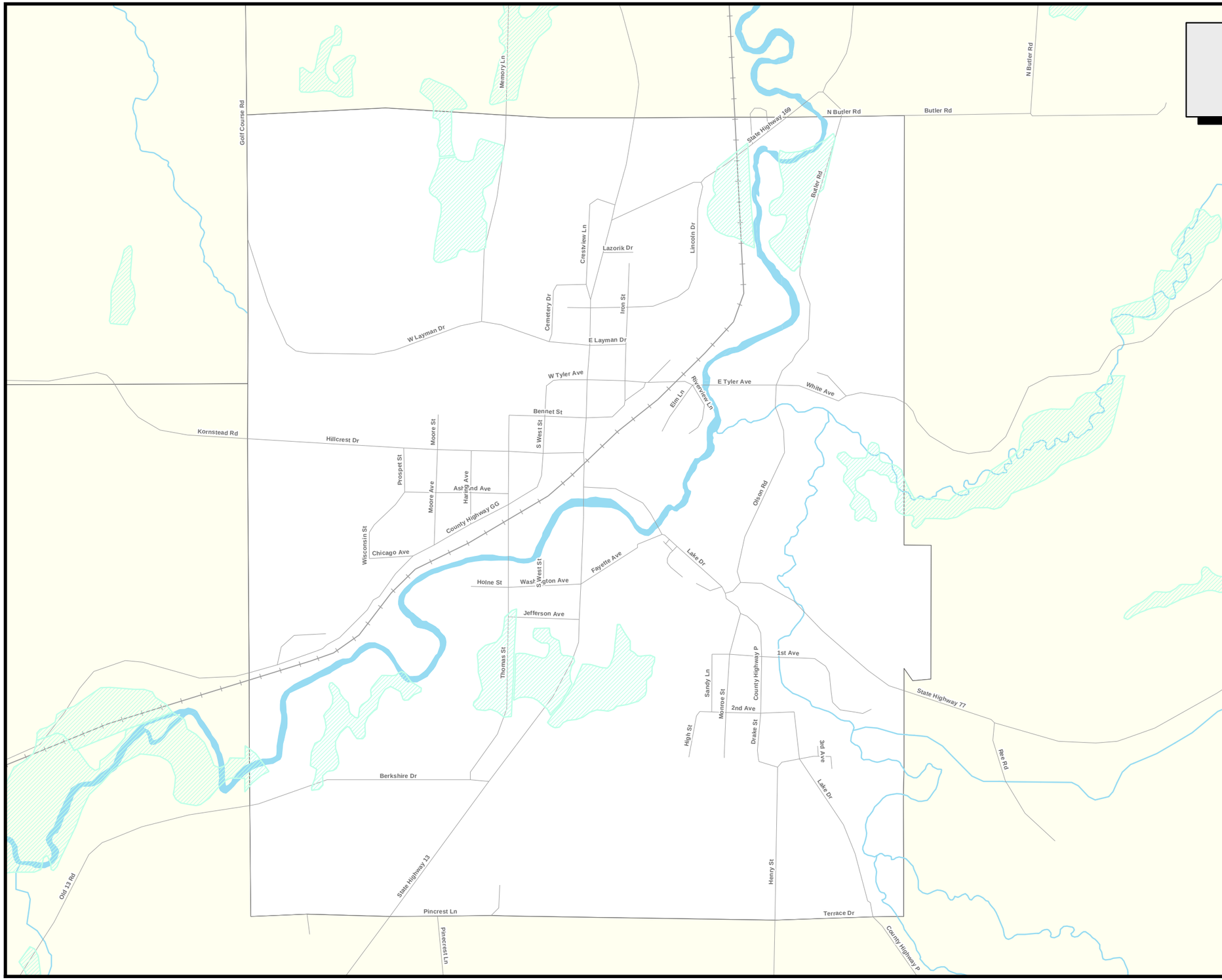
Floodplain and Wetlands
City of Mellen: 2004

Ashland County Comprehensive Plan Map



Legend

100-year floodplain*

Wetlands

** The floodplain overlay district includes that area depicted as 100-year floodplain on the most recent version of the Flood Insurance Rate Maps (FIRM).*

0 500 1,000 2,000
Feet

N

Source: Wisconsin Department of Administration & Wisconsin Department of Transportation

Map Created: March, 2004

Map Edited: September 11, 2005

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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. Much of this information is included in this element; however, the document can also be found in Appendix B of the Agricultural, Cultural, and Natural Resources Element in the Countywide Plan.

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 no FCL acres in Mellen, and there are no acres enrolled in MFL.

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 this 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 eight percent of the timberland, 47 percent of the timberland is owned by various levels of government, and two percent is owned by Native American tribes.

The other GMU, encompassing 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 of the GMU, 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 owned by private individuals. Forest industries own nine percent of the forestland, while 39 percent of the timberland is owned by various levels of government, and three percent of the land in the GMU is owned by Native American tribes (DNR).

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)

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. Though school forests do have forest management plans, many of them are not up to date. The following is a list of school forests in Ashland County:

- Odanah 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 (Owned by the School District of Mellen; not registered under Community Forest Law)

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

National Forest Land

The Chequamegon-Nicolet National Forest consists of four non-contiguous units. Approximately 179,460 acres of the National Forest are in Ashland County. There is a wide variety of tree species and vegetative communities found in this forest, as well as over 300 wildlife species inhabiting 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 of forested lands are considered by the Bureau of Indian Affairs (BIA) as being suitable for commercial timber management. Additionally, there are 3,191 acres of fee lands that are capable of timber production. There is a side mix of tree species with aspen dominating almost 50 percent of the Tribe's forestland. To protect and encourage pre-settlement animal species the Reservation aims to restore late successional habitats.

Private Industrial Forest Land

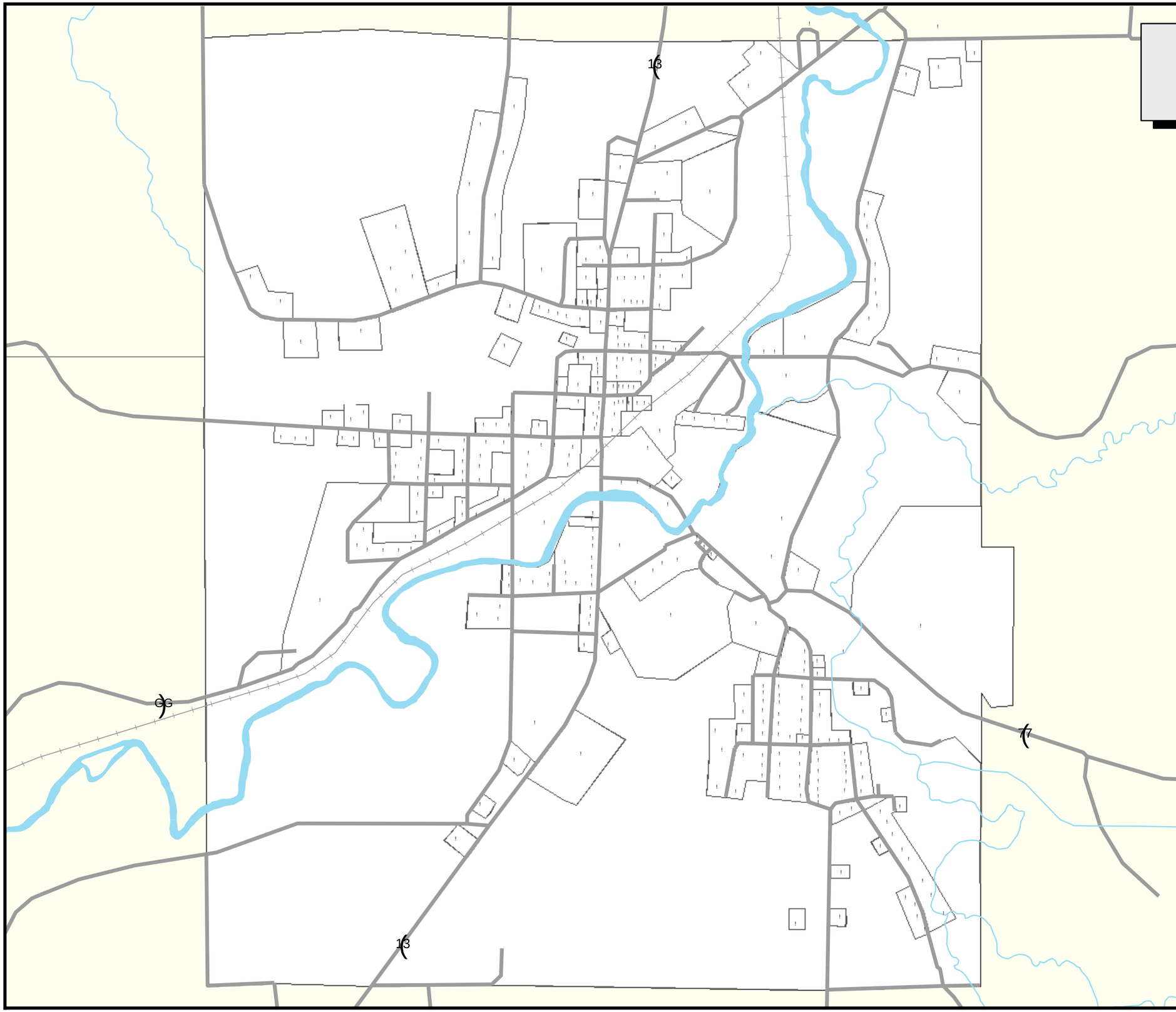
There are several private firms that own large tracts of forestland in the County. In recent years, the transfer of private industrial forestland ownership has increased. At least 23,688 acres of this land have transferred ownership since 2000. Based on data from 1996, private industrial forestland ownership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

State Parks

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.



Forest And Park Lands
City of Mellen: 2004

Ashland County Comprehensive Plan Map

Legend

- County Forest
- County Park
- Chequamegon National Forest
- State of Wisconsin
- Copper Falls and Big Bay State Park

0 375 750 1,500
Feet

N

Base Map: Ashland County

Data Source: Vierbicher Associates windshield survey conducted on

Map Created: September, 2004

Map Edited: September 11, 2005

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Wildlife Habitat
As Wisconsin's land ownership becomes increasingly fragmented, the Department of Natural Resources believes that habitat on these smaller parcels also becomes 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. The Copper Falls State Natural Area is located in the Town of Morse.

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 that are 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 whose main goal is to manage the property for wildlife, with the objective of maximizing the aspen acreage in the area. According to the DNR, there are 52 species of song birds, bear, beaver, grouse, deer, snowshoe hares, and wolves that all benefit from the aspen habitat either directly or indirectly.

The White River Wildlife Area encompasses an area of approximately 1,000 acres. The Wildlife Area is located in the Town of Gingles. This area does not have a master plan like the Hoffman Lake Hay Creek Wildlife Area does. It is much smaller 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 area is predominantly red clay soil. The last timber sale took place in 1993. 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.

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 being utilized 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. 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.

Environmentally Sensitive Areas

The City 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 approaches an inappropriate land use or design for the specific location. The ecological services 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.

Wisconsin's Natural Heritage Inventory Program's three objectives are: 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 seven known rare or endangered animal species in Ashland County (see following tables).

Rare, Threatened, and Endangered Species and Natural Communities in Ashland County

Understanding the City of Mellen and 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 the City of Mellen.

Key
End = Endangered
Thr = Threatened
Sc = Special Concern
Sc/M = Fully protected by federal and state laws under the Migratory Bird Act
Sc/P = Fully protected
Sc/N = No laws regulating use, possession, or harvesting.
Sc/H = Take regulated by establishment of open closed seasons.
Sc/Fl = Federally protected as endangered or threatened, by not so designated by WDNR

Beetle		
Common Name	**Species Name**	**Wisconsin Status**
Cicindela Hirticollis Rhodensis	Beach-Dune Tiger Beetle	Sc/N

Birds		
Common Name	**Species Name**	**Wisconsin Status**
Accipiter Gentilis	Northern Goshawk	Sc/M
Catharus Ustulatus	Swainson's Thrush	Sc/M
Dendroica Caerulescens	Black-Throated Blue Warbler	Sc/M
Dendroica Cerulea	Cerulean Warbler	Thr
Dendroica Tigrina	Cape May Warbler	Sc/M
Empidonax Flaviventris	Yellow-Bellied Flycatcher	Sc/M
Falcipennis Canadensis	Spruce Grouse	Thr
Falco Columbarius	Merlin	Sc/M
Oporornis Agilis	Connecticut Warbler	Sc/M
Vermivora Peregrina	Tennessee Warbler	Sc/M
Ammodramus Leconteii	Le Conte's Sparrow	Sc/M
Botaurus Lentiginosus	American Bittern	Sc/M
Bucephala Clangula	Common Goldeneye	Sc/M

Charadrius Melodus	Piping Plover	End
Chlidonias Niger	Black Tern	Sc/M
Circus Cyaneus	Northern Harrier	Sc/M
Cygnus Buccinator	Trumpeter Swan	End
Haliaeetus Leucocephalus	Bald Eagle	Sc/Fl*
Mergus Merganser	Common Merganser	Sc/M
Pandion Haliaetus	Osprey	Thr
Sterna Hirundo	Common Tern	End

Butterfly		
Common Name	**Species Name**	**Wisconsin Status**
Hesperia Comma	Laurentian Skipper	Sc/N
Oeneis Jutta	Jutta Arctic	Sc/N
Boloria Frigga	Frigga Fritillary	Sc/N
Erebia Discoidalis	Red-Disked Alpine	Sc/N
Lycaena Dorcas	Dorcas Copper	Sc/N
Lycaena Epixanthe	Bog Copper	Sc/N
Pieris Virginiensis	West Virginia White	Sc/N

Caddisfly		
Common Name	**Species Name**	**Wisconsin Status**
Lepidostoma Libum	A Bizarre Caddisfly	Sc/N

Community		
Scientific	**Common**	**Wisconsin Status**
Boreal Forest	Boreal Forest	Na
Dry Cliff	Dry Cliff	Na
Great Lakes Barrens	Great Lakes Barrens	Na
Great Lakes Beach	Great Lakes Beach	Na
Lake Dune	Lake Dune	Na
Moist Cliff	Moist Cliff	Na
Northern Dry Forest	Northern Dry Forest	Na
Northern Dry-Mesic Forest	Northern Dry-Mesic Forest	Na
Northern Mesic Forest	Northern Mesic Forest	Na
Alder Thicket	Alder Thicket	Na
Black Spruce Swamp	Black Spruce Swamp	Na
Coastal Fen	Coastal Fen	Na
Emergent Aquatic	Emergent Aquatic	Na
Ephemeral Pond	Ephemeral Pond	Na
Floodplain Forest	Floodplain Forest	Na
Great Lakes Alkaline Rockshore	Great Lakes Alkaline Rockshore	Na
Hardwood Swamp	Hardwood Swamp	Na
Interdunal Wetland	Interdunal Wetland	Na
Lake--Deep; Soft; Drainage	Lake--Deep; Soft; Drainage	Na
Lake--Shallow; Soft; Drainage	Lake--Shallow; Soft; Drainage	Na
Lake--Soft Bog	Lake--Soft Bog	Na
Northern Sedge Meadow	Northern Sedge Meadow	Na
Northern Wet Forest	Northern Wet Forest	Na
Northern Wet-Mesic Forest	Northern Wet-Mesic Forest	Na
Open Bog	Open Bog	Na
Poor Fen	Poor Fen	Na
Shrub-Carr	Shrub-Carr	Na
Stream--Fast; Soft; Cold	Stream--Fast; Soft; Cold	Na
Stream--Slow; Hard; Cold	Stream--Slow; Hard; Cold	Na

Stream--Slow; Hard; Warm	Stream--Slow; Hard; Warm	Na
Stream--Slow; Soft; Warm	Stream--Slow; Soft; Warm	Na
Tamarack Swamp	Tamarack Swamp	Na

Dragonfly		
Scientific	**Common**	**Wisconsin Status**
Aeshna Eremita	Lake Darner	Sc/N
Cordulegaster Obliqua	Arrowhead Spiketail	Sc/N
Gomphurus Ventricosus	Skillet Clubtail	Sc/N
Ophiogomphus Howei	Pygmy Snaketail	Thr

Fish		
Scientific	**Common Name**	**Wisconsin Status**
Acipenser Fulvescens	Lake Sturgeon	Sc/H
Clinostomus Elongatus	Redside Dace	Sc/N
Coregonus Artedi	Lake Herring	Sc/N
Coregonus Hoyi	Bloater	Sc/H
Coregonus Kiyi	Kiyi	Sc/H
Coregonus Zenithicus	Shortjaw Cisco	Sc/H
Etheostoma Microperca	Least Darter	Sc/N
Prosopium Coulteri	Pygmy Whitefish	Sc/N

Grasshopper		
Scientific	**Common Name**	**Wisconsin Status**
Melanoplus Flavidus	Blue-Legged Grasshopper	Sc/N

Herptile		
Scientific	**Common Name**	**Wisconsin Status**
Clemmys Insculpta	Wood Turtle	Thr*

Invertebrate		
Scientific	**Common Name**	**Wisconsin Status**
Alasmidonta Marginata	Elktoe	Sc/H
Gomphus Viridifrons	Green-Faced Clubtail	Sc/N
Ophiogomphus Carolus	Riffle Snaketail	Sc/N
Stylogomphus Albistylus	Least Clubtail	Sc/N

Other		
Scientific	**Common Name**	**Wisconsin Status**
Bird Rookery	Bird Rookery	Sc
Migratory Bird Concentration Site	Migratory Bird Concentration Site	Sc

Mammal		
Scientific	**Common**	**Wisconsin Status**
Napaeozapus Insignis	Woodland Jumping Mouse	Sc/N

Plant		
Scientific	**Common**	**Wisconsin Status**
Asplenium Trichomanes	Maidenhair Spleenwort	Sc
Botrychium Lunaria	Moonwort Grape-Fern	End
Botrychium Minganense	Mingan's Moonwort	Sc
Botrychium Mormo	Little Goblin Moonwort	End
Botrychium Oneidense	Blunt-Lobe Grape-Fern	Sc
Cardamine Maxima	Large Toothwort	Sc
Carex Concinna	Beautiful Sedge	Thr
Carex Pallescens Var Neogaea	Pale Sedge	Sc
Carex Prasina	Drooping Sedge	Thr
Clematis Occidentalis	Purple Clematis	Sc
Deschampsia Flexuosa	Crinkled Hairgrass	Sc
Dryopteris Expansa	Spreading Woodfern	Sc
Dryopteris Fragrans Var Remotiuscula	Fragrant Fern	Sc
Gnaphalium Sylvaticum	Woodland Cudweed	Sc
Gymnocarpium Robertianum	Limestone Oak Fern	Sc
Leucophysalis Grandiflora	Large-Flowered Ground-Cherry	Sc
Listera Convallarioides	Broad-Leaved Twayblade	Thr*
Lycopodium Selago	Fir Clubmoss	Sc
Melica Smithii	Smith Melic Grass	End
Moehringia Macrophylla	Large-Leaved Sandwort	End
Ophioglossum Vulgatum	Adder's-Tongue	Sc
Orobanche Uniflora	One-Flowered Broomrape	Sc
Osmorhiza Chilensis	Chilean Sweet Cicely	Sc
Pinguicula Vulgaris	Common Butterwort	End
Platanthera Flava Var Herbiola	Pale Green Orchid	Thr
Platanthera Orbiculata	Large Roundleaf Orchid	Sc
Polystichum Braunii	Braun's Holly-Fern	Thr*
Primula Mistassinica	Bird's-Eye Primrose	Sc
Ranunculus Gmelinii	Small Yellow Water Crowfoot	End*
Ribes Hudsonianum	Northern Black Currant	Sc
Ribes Oxyacanthoides	Canada Gooseberry	Thr
Salix Pellita	Satiny Willow	End
Salix Planifolia	Tea-Leaved Willow	Thr
Scirpus Torreyi	Torrey's Bulrush	Sc
Senecio Indecorus	Plains Ragwort	Thr
Streptopus Amplexifolius	White Mandarin	Sc
Trisetum Spicatum	Narrow False Oats	Thr
Vaccinium Vitis-Idaea Ssp Minus	Mountain Cranberry	End
Amerorchis Rotundifolia	Round-Leaved Orchis	Thr*
Arethusa Bulbosa	Swamp-Pink	Sc
Calamagrostis Stricta	Slim-Stem Small-Reedgrass	Sc
Calypso Bulbosa	Fairy Slipper	Thr
Carex Assiniboinensis	Assiniboine Sedge	Sc
Carex Capillaris	Hair-Like Sedge	Sc
Carex Exilis	Coast Sedge	Thr
Carex Lenticularis	Shore Sedge	Thr
Carex Livida Var Radicaulis	Livid Sedge	Sc
Carex Michauxiana	Michaux Sedge	Thr
Carex Tenuiflora	Sparse-Flowered Sedge	Sc

Plant (continued)		
Scientific	**Common**	**Wisconsin Status**
Ceratophyllum Echinatum	Prickly Hornwort	Sc
Cypripedium Arietinum	Ram's-Head Lady's-Slipper	Thr
Cypripedium Parviflorum	Small Yellow Lady's-Slipper	Sc
Cypripedium Reginae	Showy Lady's-Slipper	Sc
Deschampsia Cespitosa	Tufted Hairgrass	Sc
Drosera Anglica	English Sundew	Thr
Drosera Linearis	Slenderleaf Sundew	Thr*
Eleocharis Robbinsii	Robbins Spikerush	Sc
Epilobium Palustre	Marsh Willow-Herb	Sc
Epilobium Strictum	Downy Willow-Herb	Sc
Equisetum Palustre	Marsh Horsetail	Sc
Equisetum Variegatum	Variegated Horsetail	Sc
Parnassia Palustris	Marsh Grass-Of-Parnassus	Thr
Platanthera Dilatata	Leafy White Orchis	Sc
Rhynchospora Fusca	Brown Beakrush	Sc
Triglochin Maritimum	Common Bog Arrow-Grass	Sc
Utricularia Purpurea	Purple Bladderwort	Sc
Utricularia Resupinata	Northeastern Bladderwort	Sc

Salamander		
Scientific	**Common**	**Wisconsin Status**
Hemidactylium Scutatum	Four-Toed Salamander	Sc

Turtle		
Scientific	**Common**	**Wisconsin Status**
Clemmys Insculpta	Wood Turtle	Thr
Source: Wisconsin DNR		

[1]**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. **SC/N** = no laws regulating use, possession or harvesting; **SC/H** = take regulated by establishment of open closed seasons, SC/FL = federally protected as endangered or threatened, but not so designated by WDNR; SC/M = Fully protected by federal and state laws under the migratory bird act.
Rule: protected or regulated by state or federal legislation or policy; neither endangered nor threatened.
* : Fact sheet about species and its habitat is available on the DNR website.

Air Quality
National Ambient Air Quality Standards (NAAQS) have been established by the U.S. Environmental Protection Agency[4] 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) www.doa.state.wi.us
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) www.dnr.state.wi.us
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) www.nps.gov
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 County Land and Water Resource Management Plan January 1999 www.bayfieldcounty.org
The land and water resource management plans are intended to be action-oriented, flexible, and reflect the resource management needs identified through public input. These plans have a specific focus 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 cropland soil erosion.

[4] Section 109 of the Clean Air Act.

Ashland County Forest 10-Year Plan – 1996 (Ashland County Forestry Department) www.co.ashland.wi.us
The purpose of this plan is to specify the operating policies and procedures that 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. (715) 682-7111
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) www.dnr.state.wi.us
This set of guidelines is meant to be a working document that focuses on reducing nonpoint pollution. A guide to best management practices, it 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) www.fs.fed.us
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, alternative options for making those changes, and the effects of implementing each of the alternatives.

Chequamegon-Nicolet National Forests – Proposed Land and Resource Management Plan 2003 (USFS) www.fs.fed.us
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) www.fs.fed.us
This document was prepared to assist Chequamegon-Nicolet National Forest in evaluating its 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 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) www.nature.org
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) www.dnr.state.wi.us
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's Forest Resource: Trends, Issues, and Actions (*See Appendix B in Countywide Comprehensive Plan)

Ashland County's Water Resource: Issues and Recommendations (*See Appendix A in Countywide Comprehensive Plan)

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, and 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 (i.e. White River), 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.

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) www.uwsp.edu/cnr/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 www.datcp.state.wi.us***
  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 www.dnr.state.wi.us***
  The Clean Water Fund Program (CWFP) provides low-interest loans to municipalities for wastewater treatment facilities and urban stormwater 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 stormwater 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 www.doa.state.wi.su***
  To support the management, protection, and restoration of Wisconsin's coastal resources, and increase public access to the Great Lakes. *Contact – Michael Friis 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. There are not any sites located in Mellen that are listed in the National Register of Historic Places and/or State Register of Historic Places. The City has a local historical society as well as a museum.

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.

- 8 unknown sites
- Carlstrom Building
- Lockhart Building
- Mellen State Bank
- Mellen Railroad Depot *(No longer in existence)*
- Mellen City Hall
- Atcherson Hotel *(No longer in existence)*
- George E. Foster House
- Mellen High School
- Holy Rosary Catholic Church Rectory
- Emmanuel Lutheran Church
- Holy Rosary Catholic Church *(No longer in existence)*

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 a 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.

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. There is only archaeological site located in Mellen is the Union Cemetery (a.k.a. City of Mellen Cemetery).

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 sites 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.

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 a 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 and identify and evaluate sites under various federal and state historic preservation laws and statutes.

Economic Development Element

City of Mellen

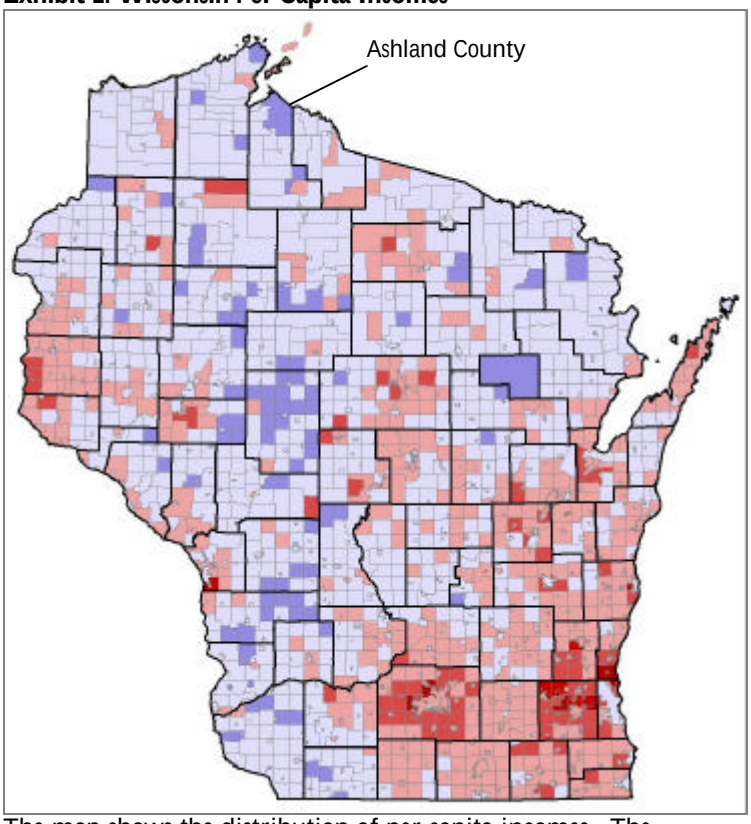
Introduction

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

Exhibit 1: Wisconsin Per Capita Incomes



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.

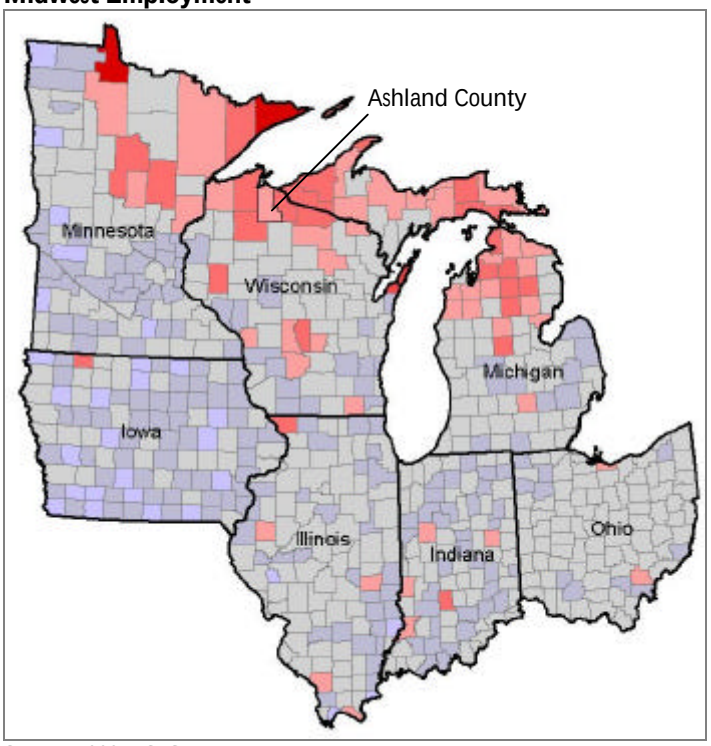
Source: 2000 U.S. Census

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 today 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 this Ashland County percentage 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 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 its neighbors Bayfield and Iron Counties, but Ashland also had considerably more employment in other categories like manufacturing.

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



Source: 2000 U.S. Census

Revenues from tourism have risen 221 percent in Ashland County between 1993 and 2002. This is the 5th highest increase among all Wisconsin counties. The county tourism industry and implications for the City of Mellen 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 Mellen 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 Mellen 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, valuable wood, and dairy products. These companies are less reliant on proximity to raw materials, markets, and cheap labor and more dependent on a quality workforce. Improving the workforce will increase Mellen's ability to attract companies and create jobs.

Population & Unemployment

The City of Mellen is losing population, especially the younger age groups. The total population in Mellen decreased 9.6 percent from 1990 (935) to 2000 (845), contrary to the Ashland County growth of 3.4 percent and the Wisconsin growth of 9.6 percent. In 2000 the median age in Mellen was 42.6, in Ashland County it was 36.9, and in the state it was 36.0.

Unemployment is a serious problem in Ashland County. The County unemployment rate was 8.1percent, much higher than the State average of 4.7 percent. Unemployment in the City of Mellen was even higher at 9.3 percent. The following table shows the basic population and unemployment figures for the City of Mellen, adjacent municipalities, Ashland County, and Wisconsin (Table 1).

Table 1: Population & Unemployment – City of Mellen and Comparable Areas: 2000

	Mellen	Morse	Marengo	Ashland Twp	Ashland County	Wisconsin
Total Population	845	515	362	603	16,866	5,363,675
Population Age 16+	719	425	275	456	13,138	4,157,030
In labor force:	377	292	168	312	8,504	2,872,104
In Armed Forces	0	0	2	0	2	2,868
Civilian Employed	342	278	157	283	7,810	2,734,925
Civilian Unemployed	35	14	9	29	692	134,311
Labor Force Participation	52.4%	68.7%	61.1%	68.4%	64.7%	69.1%
Unemployment Rate	9.3%	4.8%	5.4%	9.3%	8.1%	4.7%

Source: U.S. Census SF3: 2000

Household Income

Incomes in Mellen were slightly higher than the Ashland County averages but significantly below State averages. Only 1.4 percent of the families were living below the poverty level, the lowest level in Ashland County. The table below displays income figures in Mellen compared to adjacent jurisdictions, Ashland County, and Wisconsin (Table 2).

Table 2: Household Incomes – City of Mellen and Comparable Areas: 2000						
	Mellen	Morse	Marengo	Ashland	Ashland County	Wisconsin
Total Households	389	202	135	227	6,697	2,086,304
Income Less than $15,000	25.2%	11.9%	20.0%	17.2%	22.8%	13.0%
Income $15,000 - $24,999	15.9%	15.8%	17.8%	13.7%	15.6%	12.7%
Income $25,000 - $34,999	11.6%	14.9%	16.3%	19.8%	16.8%	13.2%
Income $35,000 - $49,999	23.4%	25.7%	19.3%	21.6%	19.3%	18.1%
Income $50,000 - $74,999	16.5%	15.8%	19.3%	18.9%	17.5%	22.7%
Income $75,000 - $99,999	4.9%	9.4%	5.9%	4.8%	5.0%	10.9%
Income $100,000 - $149,999	2.1%	3.0%	0.0%	4.0%	1.8%	6.4%
Income $150,000 - $199,999	0.5%	0.0%	0.0%	0.0%	0.2%	1.5%
Income $200,000 and over	0.0%	3.5%	1.5%	0.0%	1.0%	1.5%
Income $50,000 and over	23.9%	31.7%	26.7%	27.8%	25.5%	43.0%
Median Household Income	$31,917	$39,000	$33,036	$34,063	$31,628	$43,791
Per Capita Income	$16,297	$19,920	$16,487	$15,390	$16,069	$21,271
Percent of Families Below Poverty Level	1.4%	2.5%	10.7%	10.5%	7.8%	5.6%

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

Educational Attainment

Mellen has a poorly educated population compared to Ashland County and especially the State averages. 18.5 percent of the population over 25 years old have no high school diploma and only 35.5 percent have any post high school education. The table below displays educational attainment in the City of Mellen, adjacent municipalities, Ashland County, and Wisconsin (Table 3).

Table 3: Highest Educational Attainment – City of Mellen and Comparable Areas: 2000						
	Mellen	Morse	Marengo	Ashland	Ashland County	Wisconsin
Population Age 25+	628	381	246	365	10,668	3,475,878
Less than 9th grade	6.2%	5.8%	7.3%	6.3%	6.4%	5.4%
Some High School, no diploma	12.3%	9.7%	9.8%	6.6%	9.5%	9.6%
High School Graduate (or GED)	46.0%	47.2%	39.0%	44.4%	40.5%	34.6%
Some College, no degree	17.7%	13.1%	19.9%	21.6%	19.7%	20.6%
Associate Degree	7.3%	10.2%	4.9%	9.3%	7.3%	7.5%
Bachelor Degree	6.8%	12.3%	13.0%	9.3%	11.2%	15.3%
Graduate or Professional Degree	3.7%	1.6%	6.1%	2.5%	5.4%	7.2%
Total with Some Post High School Education	35.5%	37.3%	43.9%	42.7%	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 large percentage of the City of Mellen workforce is employed in blue-collar occupations. The category of production, transportation, and material moving comprises 38.6 percent of the employment. This is almost double the percentage of State and County employment in this category. The breakdown of occupations for employed persons in the City of Mellen, Ashland County, and Wisconsin is as follows. Note that this is not the industry they are employed in but what type of position they have with the company (Table 4).

Table 4

Occupation	City of Mellen	Percent	Ashland County	Percent	Wisconsin	Percent
Service occupations:	50	14.6%	1,624	20.8%	383,619	14.0%
Sales and office occupations:	52	15.2%	1,710	21.9%	690,360	25.2%
Production, transportation, and material moving occupations:	132	38.6%	1,531	19.6%	540,930	19.8%
Management, professional, and related occupations:	84	24.6%	2,043	26.2%	857,205	31.3%
Farming, fishing, and forestry occupations	8	2.3%	211	2.7%	25,725	0.9%
Construction, extraction, and maintenance occupations:	16	4.7%	691	8.8%	237,086	8.7%
Total:	342	100.0%	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. The table below 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 municipality (Table 5).

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

City of Mellen
Mellen households have less capacity to spend than the Ashland County average. The City's older population spends less on housing, education, and apparel and more on transportation and health care. Table 5 also shows how much less Mellen households spend than the State average in every category. The largest discrepancies are in housing and education expenditures.

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

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 2001 (Table 6).

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. Table 6 shows that the number of establishments has stayed steady, but employment is increasing. 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. Breaking down these general categories into more detailed sub-categories gives a clearer picture.

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, and Professional Organizations	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.

Table 8: Employment by Individual Industries – Ashland County: 2001

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

Source: U.S. Census County Business Patterns Database

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

Employment by Industry
Employment in the City of Mellen is heavily concentrated in manufacturing, with 39.8 percent of the jobs. The City also has slightly higher percentages than the State or County in the categories of agriculture, forestry and fishing; construction; and transportation and warehousing. Following is a table showing the industries employing those in the City of Mellen compared to Ashland County and Wisconsin (Table 9). Note that the list below shows industries of employed persons residing in each area not industries located in the area.

Table 9: Employment by Industry: City of Mellen, Ashland County, Wisconsin - 2000

Industry	City of Mellen	Percent	Ashland County	Percent	Wisconsin	Percent
Agriculture, forestry, fishing and hunting, and mining	19	5.6%	352	4.5%	75,418	2.8%
Construction	13	3.8%	476	6.1%	161,625	5.9%
Manufacturing	136	39.8%	1,336	17.1%	606,845	22.2%
Wholesale trade	9	2.6%	99	1.3%	87,979	3.2%
Retail trade	24	7.0%	822	10.5%	317,881	11.6%
Transportation and warehousing, and utilities	17	5.0%	338	4.3%	123,657	4.5%
Information	7	2.0%	126	1.6%	60,142	2.2%
Finance, insurance, real estate and rental and leasing	7	2.0%	283	3.6%	168,060	6.1%
Professional, scientific, management, administrative, and waste management services	6	1.8%	356	4.6%	179,503	6.6%
Educational, health and social services:	72	21.1%	2,015	25.8%	548,111	20.0%
Arts, entertainment, recreation, accommodation and food services	16	4.7%	876	11.2%	198,528	7.3%
Other services	8	2.3%	299	3.8%	111,028	4.1%
Public administration	8	2.3%	432	5.5%	96,148	3.5%
TOTAL	342	100%	7,810	100%	2,734,925	100%

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

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).

Table 10: Largest Employers - Ashland County

Name	NAICS Description	Location	Size
Bad River Indian Community	American Indian and Alaska Native Tribal Governments	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

Employers in the City of Mellen
With a local workforce of only 342, and a sizeable economy, the City of Mellen is an exporter of jobs for the surrounding region. That is, Mellen has more jobs than are consumed by its local workforce. Residents travel to Mellen from surrounding townships for work. A complete table of the employers that pay worker's compensation benefits in the City of Mellen can be found on the next page (Table 11).

Table 11: Employers – City of Mellen		
Name	NAICS Description	Size
COLUMBIA FOREST PRODUCTS INC	Hardwood Veneer and Plywood Manufacturing	100-249
SUPERIOR KILNS	All Other Miscellaneous Wood Product Manufacturing	50-99
NORTH COUNTRY LUMBER CO INC	Sawmills	50-99
MELLEN MANOR	Nursing Care Facilities	50-99
SCHOOL DISTRICT OF MELLEN	Elementary and Secondary Schools	50-99
COLUMBIA PLYWOOD CORP	Corporate, Subsidiary, and Regional Managing Offices	20-49
CITY OF MELLEN-ASHLAND COUNTY	Executive and Legislative Offices, Combined	20-49
STEAK OUT	Full-Service Restaurants	10-19
ASHLAND COUNTY HOUSING AUTHORITY	Administration of Housing Programs	10-19
AMMAN'S NORTHLAND FOODS/COAST-COAST	Supermarkets and Other Grocery (except Convenience) Stores	10-19
NEIBAUER LUMBER CO INC	Wood Container and Pallet Manufacturing	10-19
CHIPPEWA SALES	Gasoline Stations with Convenience Stores	5-9
TERRENCE L PETERS	Logging	5-9
NORTHERN STATE BANK OF ASHLAND	Commercial Banking	5-9
FIRST IMPRESSION	Beauty Salons	1-4
SPA BAR & BOWLING INC	Bowling Centers	1-4
KRM CABLEVISION INC	Cable and Other Program Distribution	1-4
SUPERIOR COMMUNITY CREDIT UNION	Credit Unions	1-4
TERRY PETERS TRUCKING INC	General Freight Trucking, Local	1-4
MELLEN COUNTRY CLUB	Golf Courses and Country Clubs	1-4
RUSSO CONSTRUCTION	Landscaping Services	1-4
TRIPLE "T" ENTERPRISES INC	Logging	1-4
JONES AUTO	New Car Dealers	1-4
XL PUBLISHING	Newspaper Publishers	1-4
MICHAEL J GREGOR DDS	Offices of Dentists	1-4
US POSTAL SERVICE/MELLEN	Postal Service	1-4
TRI M SANITARY	Solid Waste Collection	1-4
DON TOLDNESS LOGGINC	Logging	0-0

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

Other employers in Mellen include but are not limited to:

- Mellen Shell Station
- Dusty's Saloon
- Penokee Mountain Deli & Sausage Company
-

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.

Figure 1-4: Thirty Fastest Growing Industries, 2000 to 2010

SIC Code	Industry Title	2000 Estimated Employment	2010 Projected Employment	2000-2010 Employment Change	2000-2010 Percent Change
89	Services, Not Elsewhere Classified	440	630	190	43.2%
79	Amusement & Recreation Services	31,070	42,790	11,720	37.7%
07	Agricultural Services	15,680	20,860	5,180	33.0%
83	Social Services	76,420	100,500	24,080	31.5%
84	Museums, Botanical, Zoological Gardens	1,420	1,850	430	30.3%
87	Engineering & Management Services	40,650	52,750	12,100	29.8%
75	Auto Repair Services and Parking	22,040	28,540	6,500	29.5%
81	Legal Services	13,850	17,760	3,910	28.2%
47	Transportation Services	6,510	8,130	1,620	24.9%
80	Health Services	233,240	287,930	54,690	23.4%
70	Hotels & Other Lodging Places	30,770	36,600	5,830	18.9%
73	Business Services	152,990	181,300	28,310	18.5%
41	Local and Interurban Transit	15,920	18,520	2,600	16.3%
59	Miscellaneous Retail Stores	73,760	85,760	12,000	16.3%
86	Membership Organizations	74,740	86,860	12,120	16.2%
67	Holding & Other Investment Offices	4,550	5,280	730	16.0%
62	Security & Commodity Brokers	8,240	9,450	1,210	14.7%
25	Furniture and Fixtures	18,640	21,300	2,660	14.3%
58	Eating and Drinking Places	173,380	197,940	24,560	14.2%
57	Furniture & Homefurnishings Stores	19,210	21,780	2,570	13.4%
65	Real Estate	20,270	22,760	2,490	12.3%
72	Personal Services	26,170	29,310	3,140	12.0%
45	Transportation by Air	13,990	15,550	1,560	11.2%
16	General Contractors, Except Building	12,600	13,860	1,260	10.0%
82	Educational Services	245,780	270,350	24,570	10.0%
55	Auto Dealers & Service Stations	58,560	64,300	5,740	9.8%
17	Special Trade Contractors	81,110	88,850	7,740	9.5%
63	Insurance Carriers	48,600	53,200	4,600	9.5%
15	General Building Contractors	30,360	33,090	2,730	9.0%
61	Nondepository Institutions	6,930	7,540	610	8.8%

Employment rounded to nearest 10.

Numbers may not add due to rounding.

Employment derived using data from 2000 Current Employment Statistics (2001 Benchmark), 2000 Covered Employment and Wages, and unpublished data from the U.S. Bureau of Labor Statistics and U.S. Census Bureau.

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

Figure 1-3: Thirty Industries Adding the Most New Jobs, 2000 to 2010

SIC Code	Industry Title	2000 Estimated Employment	2010 Projected Employment	2000-2010 New Jobs	2000-2010 Percent Change
80	Health Services[1]	233,240	287,930	54,690	23.4%
73	Business Services	152,990	181,300	28,310	18.5%
82	Educational Services[1]	245,780	270,350	24,570	10.0%
58	Eating and Drinking Places	173,380	197,940	24,560	14.2%
83	Social Services	76,420	100,500	24,080	31.5%
86	Membership Organizations	74,740	86,860	12,120	16.2%
87	Engineering & Management Services	40,650	52,750	12,100	29.8%
59	Miscellaneous Retail Stores	73,760	85,760	12,000	16.3%
79	Amusement & Recreation Services	31,070	42,790	11,720	37.7%
93	Local Government, ex. Education & Hospitals[1], [2]	126,080	135,000	8,920	7.1%
17	Special Trade Contractors	81,110	88,850	7,740	9.5%
75	Auto Repair Services and Parking	22,040	28,540	6,500	29.5%
50	Wholesale Trade, Durable Goods	80,850	86,960	6,110	7.6%
70	Hotels & Other Lodging Places	30,770	36,600	5,830	18.9%
55	Auto Dealers & Service Stations	58,560	64,300	5,740	9.8%
07	Agricultural Services	15,680	20,860	5,180	33.0%
53	General Merchandise Stores	66,360	71,500	5,140	7.7%
63	Insurance Carriers	48,600	53,200	4,600	9.5%
81	Legal Services	13,850	17,760	3,910	28.2%
51	Wholesale Trade, Nondurable Goods	57,740	61,540	3,800	6.6%
42	Trucking and Warehousing	53,590	57,370	3,780	7.1%
54	Food Stores	65,150	68,400	3,250	5.0%
72	Personal Services	26,170	29,310	3,140	12.0%
24	Lumber and Wood Products	32,220	35,000	2,780	8.6%
15	General Building Contractors	30,360	33,090	2,730	9.0%
25	Furniture and Fixtures	18,640	21,300	2,660	14.3%
41	Local and Interurban Transit	15,920	18,520	2,600	16.3%
57	Furniture & Homefurnishings Stores	19,210	21,780	2,570	13.4%
65	Real Estate	20,270	22,760	2,490	12.3%
52	Building Materials & Garden Supplies	26,140	28,280	2,140	8.2%

State and local government employment in education and hospitals is removed and included with Educational Services (SIC 82) and Health Services (SIC 80).

Local government includes tribal owned operations.

Employment rounded to nearest 10.
Numbers may not add due to rounding.
Employment derived using data from 2000 Current Employment Statistics (2001 Benchmark), 2000 Covered Employment and Wages, and unpublished data from the U.S. Bureau of Labor Statistics and U.S. Census Bureau.

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

Figure 1-5: Declining Industries, 2000 to 2010

SIC Code	Industry Title	2000 Estimated Employment	2010 Projected Employment	2000-2010 Employment Change	2000-2010 Percent Change
35	Industrial Machinery and Equipment	109,410	104,100	(5,310)	-4.9%
33	Primary Metal Industries	26,170	23,300	(2,870)	-11.0%
36	Electronic & Other Electrical Equipment	46,700	44,100	(2,600)	-5.6%
37	Transportation Equipment	34,240	31,800	(2,440)	-7.1%
34	Fabricated Metal Products	67,790	65,600	(2,190)	-3.2%
31	Leather & Leather Products	3,500	1,600	(1,900)	-54.3%
88	Private Households	5,540	4,000	(1,540)	-27.8%
26	Paper & Allied Products	52,250	50,800	(1,450)	-2.8%
27	Printing & Publishing	54,690	53,400	(1,290)	-2.4%
40	Railroad Transportation	3,770	2,490	(1,280)	-34.0%
56	Apparel and Accessories Stores	16,170	14,930	(1,240)	-7.7%
23	Apparel and Textile Products	5,810	5,000	(810)	-13.9%
38	Instruments and Related Products	17,730	17,300	(430)	-2.4%
22	Textile Mill Products	2,410	2,000	(410)	-17.0%
884[1]	Unpaid Family Workers	2,200	1,890	(310)	-14.1%
14	Nonmetallic Minerals, Except Fuels	2,720	2,480	(240)	-8.8%
29	Petroleum and Coal Products	430	400	(30)	-7.0%
46	Pipe Lines, Except Natural Gas	120	90	(30)	-25.0%
91	Federal Government[2]	16,620	16,600	(20)	-0.1%

[1]This code is used for occupational projection purposes. This code includes all family members who work unpaid in family-owned businesses, regardless of the industry.

[2]Postal Service employment is taken out of Federal Government employment and is shown as SIC 43.

Employment is rounded to the nearest ten.
Numbers may not add due to rounding.

Employment derived using data from 2000 Current Employment Statistics (2001 Benchmark), 2000 Covered Employment and Wages, and unpublished data from the U.S. Bureau of Labor Statistics and U.S. Census Bureau.

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 and other heavy transport vehicles further stress the road network.

- **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. The train makes two stops daily in Mellen. 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 Ashland Airport and these investments should continue for economic development to succeed. Air transportation is a vital component of the future economy of Ashland County for many reasons. Today, access to air travel is one of the most important factors in choosing business 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.

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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. 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.

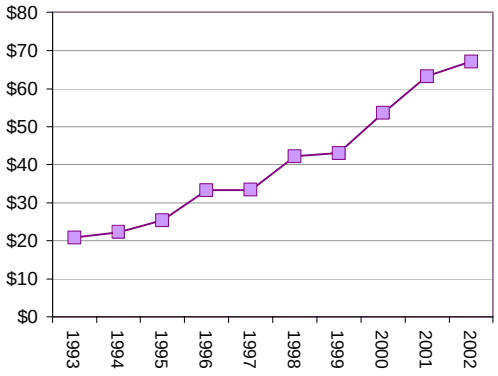
More people are traveling to Ashland County every year for its natural attractions, which include a large section of the Chequamegon National Forest, Copper Falls State Park, miles of Lake Superior coastline, Madeline Island, the Flambeau River, and the elk herd near Clam Lake. There are cultural attractions in the Bad River Reservation and ethnic festivals throughout the County. Travelers are also drawn to the County for year-round recreational activities like hunting, fishing, skiing, biking, and snowmobiling.

With all these visitors, there are many opportunites for communities to become "gateways" to the natural attractions where tourists make their last stop for food, supplies, and gas. Some communities have made an 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 town, village and city in the region could benefit from its growth. The chart to the right shows the steady increase of Ashland County's tourism revenues.

Exhibit 3: Ashland County Tourism Revenue: 1993-2002 (Millions)



ATV / Snowmobiling
A large component of Ashland County's tourism is generated by snowmobiling and All-Terrain Vehicle enthusiasts. Building, maintaining, and promoting trails can link even the most remote villages and townships with 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. Components lacking in Ashland County are 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. Many potential tourists plan their vacation using the Internet so up-to-date web sites need to be constructed and maintained.

Hunting / Fishing
Several Ashland County lakes are listed on the DNR website as fishing destinations. Quality sportfish are plentiful in many areas and include Musky (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 majorty of these were deer hunting with 4,181 gun and archery permits. The DNR estimates that 5,444 deer were killed in Ashland County in 2003 (4,425 by gun and 1,019 by archery). The next largest category was small game permits with 1,170 issued in 2003. Ashland County is a nationally recognized grouse hunting destination.

City of Mellen Tourism
Given the growth of tourism in Ashland County and the potential benefits, the City of Mellen should consider positioning itself to play a larger role in the industry. Mellen has tourist attractions in the area including Copper Falls State Park, Chequamegon National Forest, Whitecap Mountains Ski Resort, and hiking trails. Even if travelers were not originally heading to Mellen attractions, tourists will be traveling through on Highway 13, the major arterial bringing southern travelers to other attractions in Ashland and Iron Counties. The daily annual average of vehicles traveling through this section of highway is over 2,000. Mellen is in a great position to lure travelers off the highway and into local grocery stores, restaurants, campgrounds, and parks. Mellen businesses may be a last stop for gas and supplies before heading into the wilderness.

When it comes to marketing tourism, communities that do not have websites or any Internet presence will lose potential visitors. While the Mellen Chamber of Commerce sponsors a web site with links to Ashland County and the Wisconsin Department of Tourism websites, Mellen should make sure local attractions are being featured on other websites including snowmobile/ATV clubs, and State and local tourism sites.

Commuting Patterns

Commute Type
The 2000 Census indicates that 332 Mellen residents or 39.3 percent of the population commute to work. Table 12 shows the means of transportation for employed Mellen residents.

Table 12: Commuting to Work – City of Mellen	
Car, truck, van – alone	69.5%
Carpool	14.8%
Walking	13.9%
Other means	0.0%
Working at home	1.8%
Total Persons Commuting	332
Percentage of Total Population	39.3%

Commute Time
The residents of Mellen have an average commute time of 19.5 minutes, higher than the Ashland County average of 15.8 minutes and the Wisconsin average of 20.8 minutes.

Ashland County
14.5 percent of the Ashland County commuters travel to other counties, primarily Price and Bayfield (Tables 12 & 13).

Table 13: Ashland Co. Commuter Destinations		
Destination County	Persons	Percentage
Ashland Co.	6,559	85.5 %
Price Co. WI	519	6.8 %
Bayfield Co. WI	301	3.9 %
Douglas Co. WI	46	.6 %
Sawyer Co. WI	37	.5 %
St. Louis Co. MN	29	.4 %
Iron Co. WI	20	.3 %
Wood Co. WI	19	.2 %
Gogebic Co. MI	19	.2 %
Taylor Co. WI	16	.2 %
Dane Co. WI	14	.2 %
Fond du Lac Co. WI	10	.1 %
St. Croix Co. WI	10	.1 %
Elsewhere	75	1.0 %
Grand Total	7,674	100 %

Source: U.S. Census 2000

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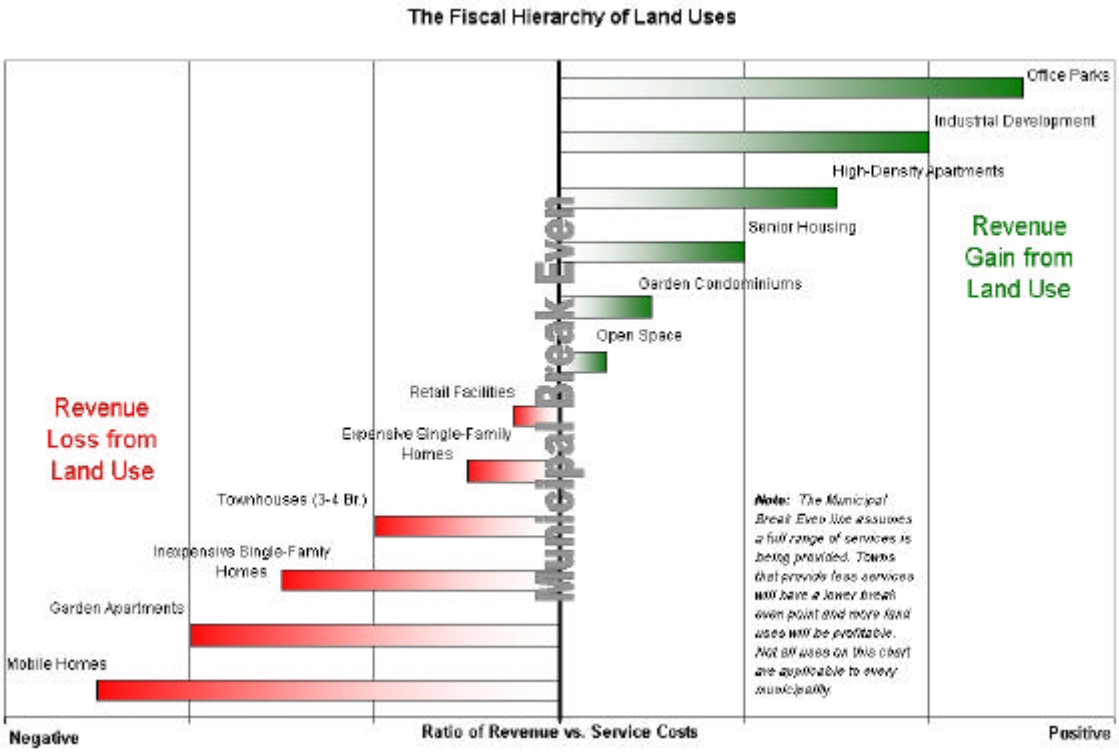
Land Values and Tax Base

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 impose differing costs on the local government. Residential property clearly imposes the greatest costs per unit – it typically accounts for 75 percent of all property in a community, it is typically the most dispersed land use and therefore the costliest to serve with infrastructure. 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



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, communities with higher per-capita assessed values are capable of providing higher levels of service to each resident (Table 14).

Table 14: Property Values and Distribution Across Land Uses – Ashland County

			Land Use Percentages (land and improvements)					
Category	Total Value	Per Capita Value	Residential	Agriculture	Manuf.	Commercial	Forests	Other
Agenda Twp	**$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 Twp	$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 Twp	$40,505,900	$93,547	43.8%	0.7%	0.0%	1.3%	47.6%	6.5%
Gingles Twp	$32,132,900	$50,208	65.3%	0.5%	0.3%	5.9%	20.9%	7.0%
Gordon Twp	$36,598,800	$102,518	74.0%	0.0%	0.0%	4.7%	20.2%	1.0%
Jacobs Twp	$34,009,700	$40,730	52.5%	0.1%	3.1%	4.9%	36.7%	2.7%
La Pointe Twp	$207,806,600	$844,742	92.5%	0.0%	0.0%	4.6%	1.6%	1.3%
Marengo Twp	$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 Twp	$35,757,700	$69,432	52.4%	0.4%	0.0%	2.1%	40.6%	4.5%
Peeksville Twp	$16,324,600	$92,753	28.4%	0.7%	0.0%	0.7%	63.6%	6.6%
Sanborn Twp	$23,607,000	$18,559	39.4%	0.0%	0.0%	2.6%	56.3%	1.7%
Shanagolden Twp	$16,635,800	$110,905	42.6%	0.3%	0.0%	2.2%	51.0%	4.0%
White River Twp	$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 land in forests. The total value of forests in the hands of non-exempt owners accounts for almost 16 percent of the total land value in Ashland County. Some municipalities have over 50 percent of their land 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.

- **City of Mellen**

The City of Mellen has a per-capita assessed value of $23,471, which is considerably lower than the Ashland County average of $53,840 and the State average of $74,946. Cities often have this problem because there is only a small amount of land to tax and serve a relatively large population. Also complicating matters is that the City of Mellen is required to provide more services to its population than many of the rural townships on the list.

Yet another statistic confirming the dominance of manufacturing in Mellen is that 16.3 percent of total land value is categorized as manufacturing--the largest percentage of any municipality. Also notice how small the commercial component of land is compared to other urban areas like the City of Ashland and the Village of Butternut.

Tax Increment Financing (TIF) Potential

The City of Mellen currently has one active TIF district created in 1997. In 2003 the district contained $817,200 worth of value, which is only 4.12 percent of the City's equalized value. Wisconsin TIF law changed drastically in 2004 and municipalities can now include up to 12 percent of their total equalized value in TIF districts. For Mellen this means almost $2.4 million worth of property can be included. There were a number of changes to the TIF law in 2004, too many to list all, but the major changes relevant to Mellen include:

- Municipal TIF capacity will increase to 12 percent of equalized value.
- Up to four boundary amendments can now be made to a TIF district.
- A new type of Tax Increment District (TID) is authorized – "mixed use" – that allows project costs to be incurred for newly-platted residential subdivisions that comprise no more than 35 percent of the new area of the TID and meet certain density of design requirements.
- The life of blight elimination TIF districts is extended to 27 years and the life of an industrial TIF and "mixed-use" TIF is 20 years with an option for a five-year extension.
- Expenditure periods have been extended to five years less than the life of the TIF district.
- A TIF district may be amended to allow the sharing of TIF revenue from a donor district to a recipient district as long as the recipient district is a blight elimination district or has redevelopment-related project costs.

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*

Former gas stations are common brownfields in rural areas.

- **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.

- **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.

- **City of Mellen**

Residents of Mellen identified two possible brownfield sites--an old Shell station and underground storage tanks in East Mellen. These sites deserve further investigation and the residents are aware of assistance that is available to dealing with cleanup if these sites are brownfields.

Regional, State, and Federal Economic Development Programs

Following is an inventory of regional, state, and national resources available to the City and/or businesses 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 are primarily timber and wood, manufacturing, and tourism in 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, Excel Energy. Purpose: to stimulate private investment and foster economic diversification within Excel'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 Excel's territory from another territory are eligible. Contact Info: Excel Energy, Economic Development Department. Eau Claire, WI 715-839-2570.

Ashland County Revolving Loan Fund Program, Ashland County. Purpose: to develop and maintain 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 working 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 it's 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 Programs

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

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 to 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 institutions 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 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, and 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.

Introduction

Given the number and range of public and quasi-public entities that can affect the daily lives of City 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 cooperation is any arrangement by which two or more governmental entities work together to address an issue of mutual interest."

Intergovernmental relations can be described as vertical or horizontal. Vertical relationships are hierarchical, linking a municipality to governments of broader jurisdiction. For example, the relationship between a local unit of government and the state and the federal levels of government is vertical. Actions of one level will, 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 Element 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.

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 are non-hierarchical, and describe the City's connection to adjacent communities. 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 (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: 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 City

The City operates through a mayor/council form of government

The City also has a number of boards, commissions and committees as listed in Exhibit 2. Many of these serve in an advisory capacity to the City Council, while others have the authority to act independently. For example, the Plan Commission makes recommendations to the City Council on a wide range of planning issues, while the Board of Adjustment has the statutory authority to render final decisions on behalf of the City on such things as variances and administrative appeals. These bodies are typically comprised of interested citizen volunteers and local government representatives. Some of the City boards, commissions and committees are listed in Exhibit 2.

Exhibit 2. City Committees, Boards, and Commissions	
♦ Finance	♦ Public Works
♦ Board of Appeals	♦ Plan Commission
♦ Police Commission	♦ Utility Commission
♦ Economic Development	

Area Local Units of Government

County Government
The City is located in Ashland County. The County was created in 1860. The Board of Supervisors consists of 21 supervisors each representing a geographic area. City residents are located in supervisory district 17.

Surrounding Communities
The City is surrounded by the towns of Ashland, Morse, which are both located in Ashland County.

Regional Governmental Bodies

Regional Planning Commission

There are eight regional planning commissions within Wisconsin created pursuant to §66.0309, Wis. Stats. (Exhibit 3). The governor with consent of local governing bodies established the commissions. RPCs are formed to provide a wide range of services to local units of government within its geographic boundaries. 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).

The City 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.

Exhibit 3. Regional Planning Commissions in Wisconsin

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.

Other Organizations

The City also works with the Ashland Area Development Corporation to bring economic development opportunities to the area. The Ashland County Housing Authority has officies in the City of Mellen.

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 4 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.

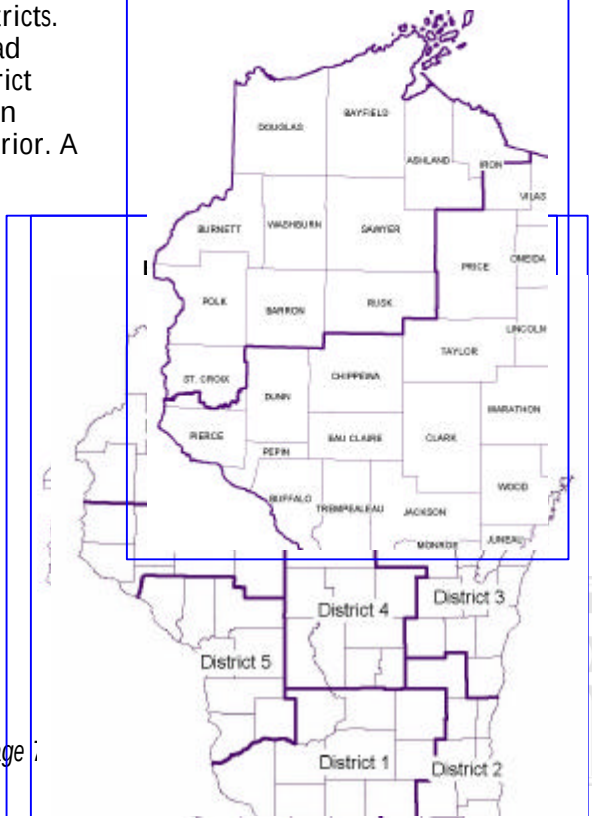
Exhibit 4. Sample of Non-educational Special Purpose Districts in Wisconsin	
Type of District	**State Authorization**
Metropolitan sewerage district	Chapter 200
Town sanitary district	Subchapter IX, Chapter 60
Drainage district	Chapter 88
Public inland lake protection/rehabilitation	Chapter 33
Local 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

School District
The City located in the Mellen School District. It is governed by a board of seven members elected at-large. Board members serve 3-year terms and may also serve on various subcommittees of the Board. The school district's offices are located at 420 S. Main Street in the City of Mellen. The City has a good working relationship with the school district.

Sanitary District
The sanitary system is designed to handle 204,000 gallons per day and handles on average 144,000 gallons per day.

Technical College District
In Wisconsin there are 16 technical college districts. The City is located in the Wisconsin Indianhead Technical College District (Exhibit 5). The district includes 11 counties. Its campuses are located in Ashland, New Richmond, Rice Lake, and Superior. A nine-member board governs the district.

Exhibit 5. Wisconsin Indianhead Technical College District



State Agencies

By virtue of their roles, there are a number of state agencies that are integral partners in City policies, programs, and projects.

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

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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 6). 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 are 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 City is located in the Northern Region, which serves the following counties: Ashland, Barron, Bayfield, Burnett, Douglas, Florence, Forest, Iron, Langlade, Lincoln, Onieda, 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.

Department of Transportation
The Wisconsin Department of Transportation (WisDOT) is divided into eight districts for administrative and programmatic purposes. The City is located in District 8. This district includes the following counties: Ashland, Barron, Bayfield, Burnette, Douglas, Polk, Rusk, Sawyer, and Washburn (Exhibit 7). 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.

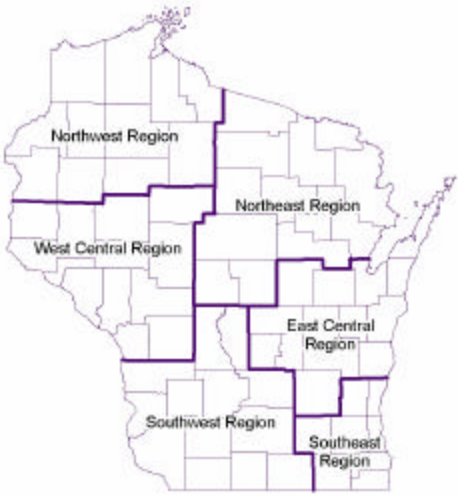
Department of Administration
The Department of Administration (DOA) fulfills a number of functions. Some of those functions related to land use planning include reviewing incorporations, cooperative boundary plans, and all annexation requests occurring in counties with a population of 50,000 or more. 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 consistency with the State's 'Smart Growth' legislation.

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.

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 8). They work directly with municipal and county programs in planning, training exercises, 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.

Exhibit 8. Wisconsin Emergency Management Regions



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 City 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 9. International Trade, Business and Economic Development Councils

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 participating counties.

The City of Mellen is located in the Northwest ITBEC (Exhibit 9). 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.

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

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 10). The City of Mellen is located in the Pri-Ru-Ta RC&D.

Exhibit 10. Resource & Conservation Development Councils in Wisconsin

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 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
- ***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 11 summarizes these tools and the following sections describe them in more detail, and whether the City is currently using them.

Exhibit 11. 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. The City of Mellen is not party to a stipulation and order.

General Agreements
State statutes (§66.0301) authorize local units of government to cooperate for the "receipt or furnishing of services or the joint exercise of any power or duty required or authorized by law." The City has entered into general agreements with the Towns of Ashland and Morse to offer emergency ambulance and fire services.

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. The City is not party to any revenue sharing agreement.

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. The City of Mellen is not party to any cooperative boundary agreement.

Existing or Potential Areas of Conflict
Currently, the City of Mellen is trying to work with the Canadian National Railroad to resolve existing right-of-way issues within the city limits. The City enjoys a good working relationship with the surrounding towns. It is imperative that this cooperation continues through the implementation of this plan and those of the surrounding towns. A set of goals and objectives are included in the policy document that describes the ways in which the City will attempt to avoid and/or minimize conflict with its surrounding neighbors.

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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 sites[1]. 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 City and the county, other nearby jurisdictions also play an important role when determining how land in the City could be developed in the coming years.

Existing Land Use

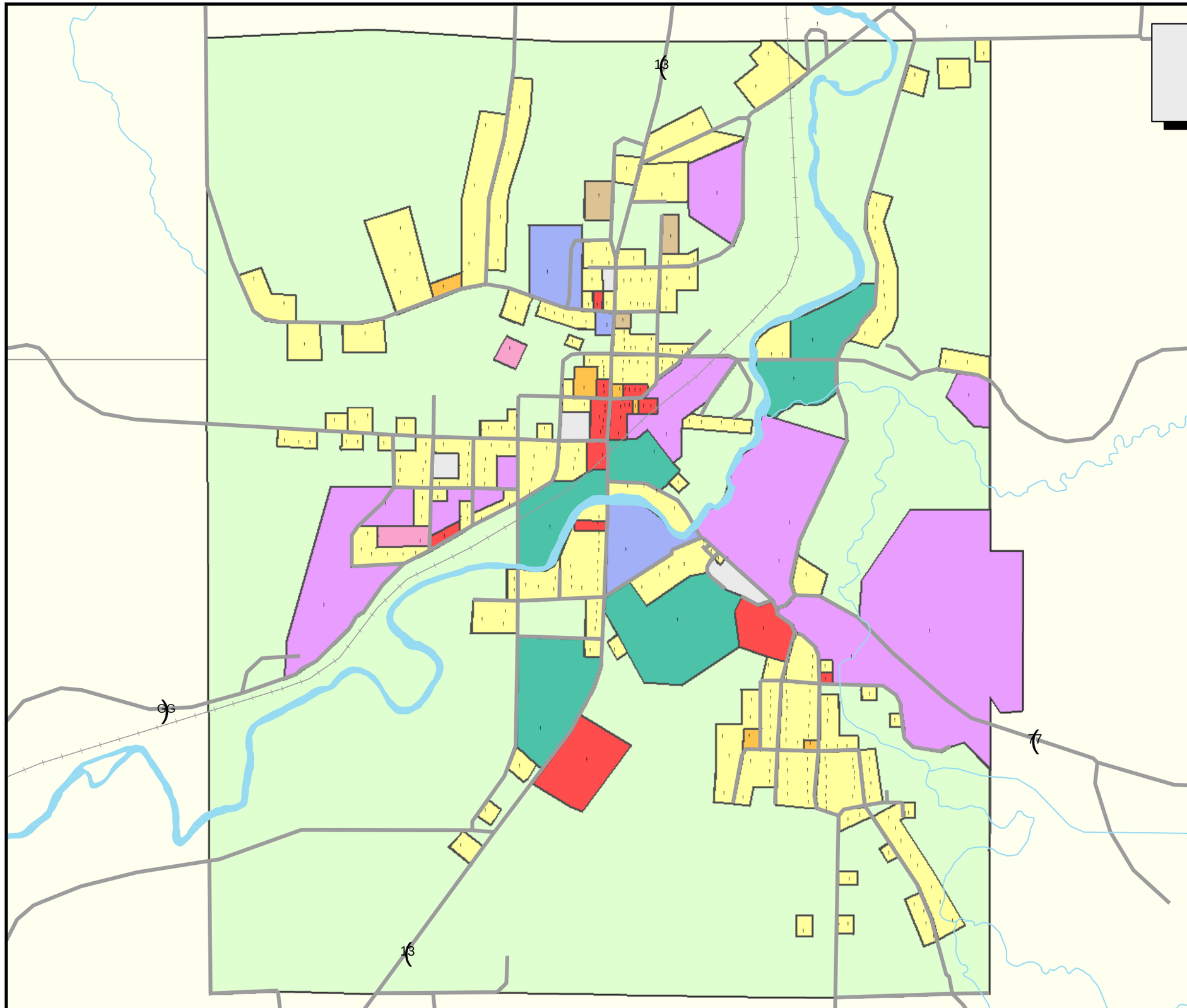
Table 1 provides a summary of land uses in the City by type. Map 1, Existing Land Use, depicts the current land uses in the City. A majority of space is taken up by open space or undeveloped land (68.5 percent). The next two largest land uses in the City are industrial uses, (10.1 percent), and single-family residences, (13.3 percent). Commercial uses in the City account for a 1.5 percent of the uses in the City, and residential land uses consume approximately 13.6 percent of City land.

Table 1. Existing Land Use: 2004

Land Use	Types of uses	Acres	Percent Of Total
Residential			
Single-family	Detached single-family homes	158	13.3
Multi-family	3 or more dwelling units in one building	3	0.3
Commercial	**Any combination of commercial uses on the same site**	**18**	**1.5**
Industrial	Manufacturing and processing of materials	120	10.1
Governmental services	**Municipal buildings, libraries, community centers, schools, post offices**	**3**	**0.3**
Institutional services	**Hospitals, churches, group homes, nursing homes**	**15**	**1.3**
Infrastructure			
Utility	Electrical substations, cell tower sites, water towers and wells, sewage treatment facilities, solid waste and recycling facilities	3	0.3
Open space or undeveloped land	Forested and shrub areas, agricultural land and support buildings and residences	**811**	**68.5**
Park and recreation	Public and private parks, golf courses	**53**	**4.5**
Total		**1184**	**100**

Note: The percents may not total 100, due to rounding
This data is based on a windshield survey that was done by the consultant. Parcel information is not available for the City; estimations were used to determine the land use acreage.

[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
City of Mellen: 2004

Ashland County Comprehensive Plan Map

Legend

- Land Use Point
- Single Family
- Multi-Family
- Commercial
- Governmental Services
- Industrial
- Institutional
- Park
- Utility
- Vacant
- Undeveloped

0 375 750 1,500
Feet

N

Base Map: Ashland County

Data Source: Vierbicher Associates windshield survey conducted on

Map Created: September, 2004

Map Edited: September 12, 2005

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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. Home sale prices in the City range from $19,900 to $89,900. Elsewhere in the county there are single-family homes on the market for a wide range of sale prices.

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.

To identify brownfield sites, the following sources were reviewed:

- Bureau of Remediation and Redevelopment Tracking System (BBRTS)
- Registry of Waste Disposal Sites in Wisconsin
- Superfund Sites
- Local knowledge

The DNR has identified the following sites in Mellen:

Spills:

- Highway 77 and CTH P
- 307 Lake Drive
- Highway across from Highbridge
- 2 Unknown sites
- STH 77 & STH 13

Leaking Underground Storage Tanks

- Jones Ford
- Express Mart
- Lousiana Pacific Truck Garage (2)
- Mellen Country Club
- Mellen Mart
- Reino Oksa Site
- Triangle Mart

Opportunities for Redevelopment

Currently there are no areas in need of redevelopment in the City.

Development Factors

There are a number of physical conditions that limit or restrict land development within and around the City. Other physical factors include conditions that favor or constrain a particular use. For example, fertile soils contribute to the viability of

agriculture, while environmental features may make construction more difficult. The presence of hydric soils, water features, public lands, federal, state, and county lands, federal trust lands, as well as preservation and conservation lands all channel development into specific areas, functioning as both obstacle and opportunity (see the *Wetland and Floodplain* and the *Forest and Park Land* maps in the Agricultural, Cultural, and Natural Resources Element). 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 City of Mellen is limited to areas that are not in a wetland area. (Land Use Map).

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 are often viewed as a nuisance by surrounding residents. These include noise, dust, odors, and truck traffic – all of which are associated with agriculture, as well as industrial uses. While the land uses in Mellen are generally uniform throughout, the City is not immune to these types of conflicts that may occur in the future.

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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 the creation of incentives, for example. Municipalities can 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 the City of Mellen, 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 the eroding 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.

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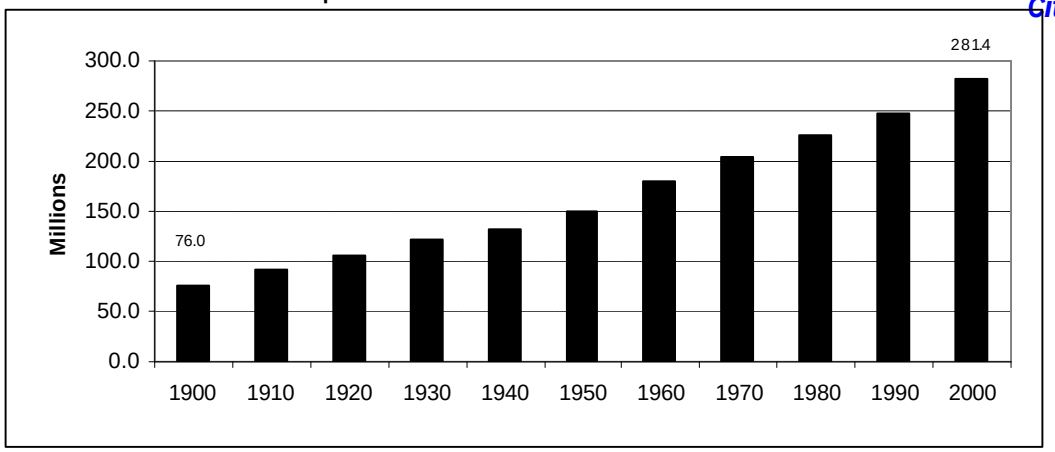
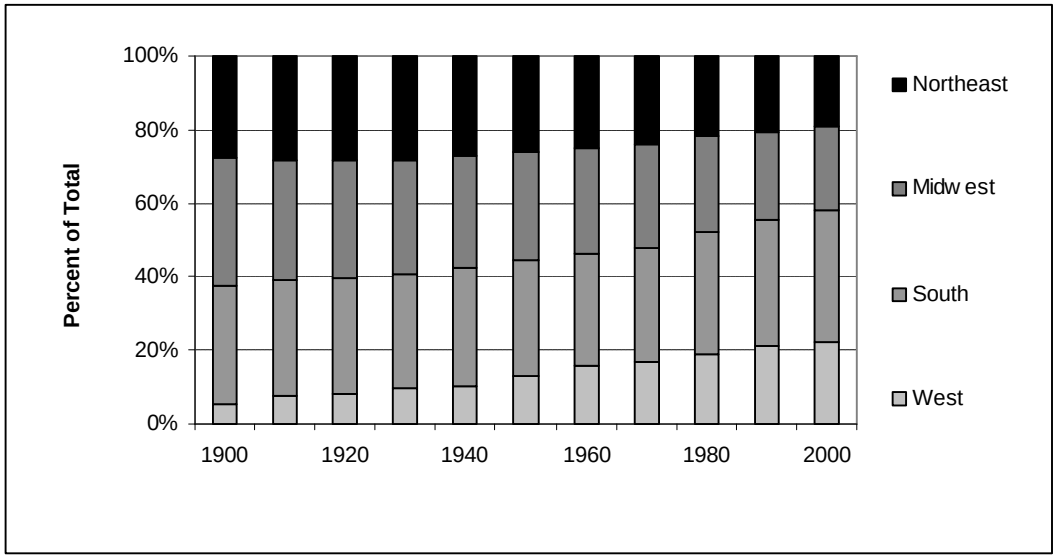
Exhibit 1. United States Population: 1900 to 2000



Source: Census Bureau

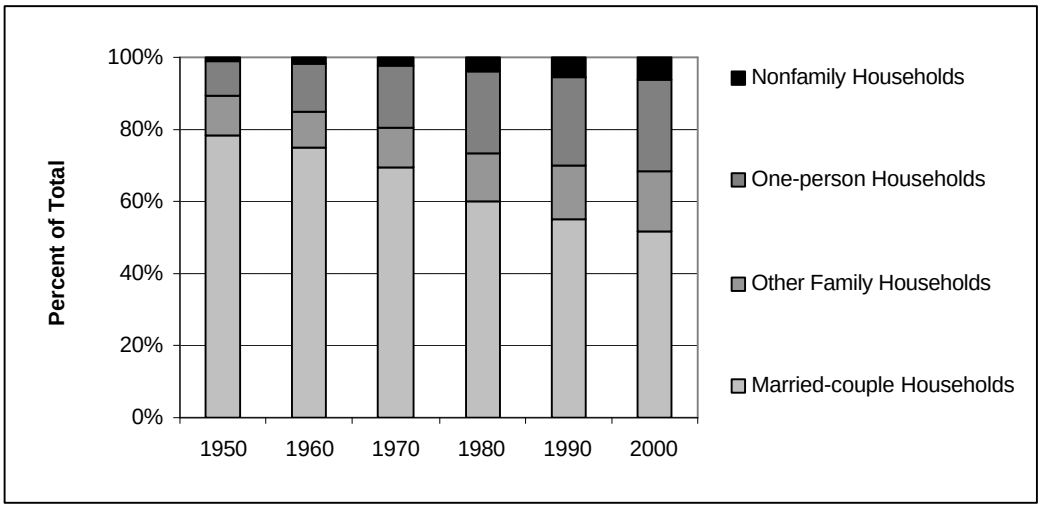
Exhibit 2. United States Population by Region: 1900 to 2000



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 in the City of Mellen, it is a trend that should be considered in fashioning this plan and especially 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

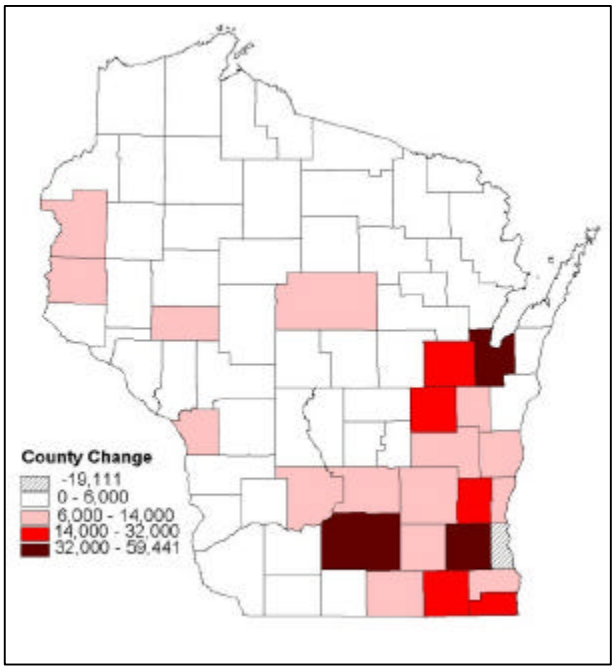


Source: Census Bureau

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 have been 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).

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



Source: Census Bureau

♦ Population

Ashland County's population grew by approximately 3.4%, adding 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. The City of Mellen experienced a numeric decrease in population of –90 persons during this time period.

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

(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%).

"Ashland County's population grew approximately 3.4 percent or by about 559 people from 1990 to 2000."

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%
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 City is 42.6, which compares to 36.9 in all of Ashland County. About 16 percent of the City's population is between the ages of 35 and 44 and approximately 11 percent are between the ages of 45 and 54 (Table 2). This means that by 2020, approximately 27 percent of this population will be retired or approaching retirement.

" The median age in Mellen is 42.6, which compares to 36.9 in Ashland County."

Table 2. **Population by Age Group – City of Mellen**		
	Number	**Percent**
Under 5 years	44	5.2%
5 to 9	42	5.0%
10 to 14	45	5.3%
15 to 19	63	7.5%
20 to 24	40	4.7%
25 to 34	89	10.5%
35 to 44	132	15.6%
45 to 54	94	11.1%
55 to 59	50	5.9%
60 to 64	40	4.7%
65 to 74	92	10.9%
75 to 84	72	8.5%
85 and over	42	5.0%
MEDIAN AGE	**42.6**	

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

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.

Between 1990 and 2000, Mellen's population decreased by –9.6 percent or -90 persons. The total number of households decreased from 1990 to 2000 by –3.3 percent, or –13 households. Overall, population losses occurred at a greater rate than residential losses in Mellen over the last ten-year period.

♦ Household Income Levels

The 2000 median household income for the City of Mellen was $31,917. This compares with $31,628 for Ashland County, and $43,791 for the State of Wisconsin. This level of income has an impact on the affordability of housing and potential economic growth within the City.

♦ 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, the State of Wisconsin has realized a growing economy but a shortened supply of labor. In general, labor shortages and competition have lead to recruitment outside the State and internationally.

Data from the 2000 Census shows that 46 percent of the 845 people in the City of Mellen have high school diplomas while some 36 percent have some post-high school education. There are 377 people in the City's labor force. Countywide 41 percent of the 16,866 people in the County have high school diplomas while some 44 percent have some post high school education. In the entire county there are about 8,504 people in the labor force. The City does not offer much in the way of employment opportunities, and this is the case throughout a majority of the County. Many of Mellen's residents are employed in production, transportation, and material moving occupations. More information on employment and education levels is included in the Economic Development Element.

Appendix 10-1:

City of Mellen Comprehensive Plan Survey Results Summary

City of Mellen

Confidential Community Survey - 2003

Ashland County and its participating communities are in the process of preparing a comprehensive plan and want to learn more about your preferences on a number of issues. The information you provide by completing and returning this survey will assist us in planning for an Ashland County future that meets your expectations. This survey is completely confidential.

About the City of Mellen

Future Growth and Development

1. Over the last decade, the population has diminished by 9.6% or 90 people. In addition, 9 less housing units were built in the 90s compared to the 80s. Compared to the last decade, how should your community grow in the future?

Slower ..... 11.1% Same Rate ..... 14.8% Faster 66.7%

2. What type of new growth, if any, do you wish to see occur in your community (check all that apply).

None	7.4%	Industrial	81.5%	Retail	55.6%	Forestry	22.2%
Residential	55.6%	Hospitality	33.3%	Cottage Industry	18.5%	Mining	14.8%
Commercial	70.4%	Service	29.6%	Agricultural Production	11.1%	Home Based Business	25.9%

3. In your opinion is there currently a need for any of the following housing types in your community?

	Yes	No
Single Family (Renter and Owner Occupied)	66.7%	18.5%
Duplexes	29.6%	44.4%
Apartments (Three or more units)	44.4%	37.0%
Condominiums	18.5%	55.6%
Seasonal Residences	29.6%	40.7%
Assisted Living for Seniors	55.6%	25.9%
Nursing Homes	14.8%	63.0%
Mobile Homes	14.8%	59.3%

4. What do you think the minimum, <u>non-subdivision</u>, size of residential lots should be?

1 Acre	48.1%	6 - 10 Acres	7.4%	16 - 20 Acres	3.7%	26 - 30 Acres	0.0%	36 - 40 Acres	0.0%
2 - 5 Acres	33.3%	11 - 15 Acres	0.0%	21 - 25 Acres	0.0%	31 - 35 Acres	0.0%	More than 40 Acres	3.7%

Local Questions

5. From the following list, number the importance of the City efforts and services with 1 being the most important and 13 being the least important.

Continue to promote industrial development	100.0%
Work to reestablish downtown as the area's business center	100.0%
Increase its economic development efforts	100.0%
Do more landscaping along major streets	100.0%
Do more to assist growth of local businesses	100.0%
Do more to keep residences in good condition	100.0%
Work to protect natural landscape in and around the City	100.0%
Work to protect open space in and around the City	100.0%
Work to develop the riverfront for recreation and public use	100.0%
Encourage more infill development within the City	100.0%
Invest more to maintain existing infrastructure	100.0%
Offer incentives to lure new industries to the City	100.0%
Build a City civic center	100.0%

Regulatory Environment

6. Do you believe existing regulatory controls (i.e. zoning, subdivision, land division, sanitary permits, well permits) are sufficient to achieve your vision of your community's future?

Yes ..... 25.9% No ..... 40.7% Unsure 29.6%

7. Do you believe your community should plan for adopting any of these additional methods of growth management?

	Yes	No	Unsure
Driveway Permitting	25.9%	33.3%	29.6%
Storm Water and Erosion Control	59.3%	11.1%	18.5%
Nonmetallic Mining	25.9%	29.6%	33.3%
Uniform Dwelling Code	40.7%	29.6%	18.5%
Design Review	37.0%	22.2%	29.6%
Purchase of Easements	44.4%	18.5%	22.2%
Development of Impact Fees	33.3%	18.5%	37.0%
Density Standards	37.0%	18.5%	33.3%
Local Zoning Control	70.4%	14.8%	11.1%
Local Shoreland Zoning Control	44.4%	25.9%	18.5%
Local Signage Control	44.4%	18.5%	25.9%
Local Land Division Control	48.1%	14.8%	25.9%
Local Subdivision Control	59.3%	11.1%	18.5%

Government Services

8. Do residents have an adequate opportunity to express their opinions on issues?

Yes ..... 63.0% No 29.6%

9. Please rate the following services

	Good	Fair	Poor	No opinion
Police protection	59.3%	29.6%	7.4%	0.0%
Fire protection	74.1%	22.2%	0.0%	0.0%
EMS (Emergency Medical Service)	88.9%	7.4%	0.0%	0.0%
Trash collection	40.7%	18.5%	22.2%	14.8%
Recycling	59.3%	29.6%	3.7%	3.7%
Water and sewer	40.7%	29.6%	22.2%	0.0%
Storm water	22.2%	40.7%	29.6%	3.7%
Snow removal	40.7%	37.0%	14.8%	3.7%
Road repairs and maintenance	11.1%	48.1%	33.3%	3.7%
Library services	81.5%	14.8%	0.0%	0.0%
Traffic enforcement	44.4%	33.3%	7.4%	11.1%
Planning and zoning	18.5%	22.2%	40.7%	11.1%
School district	40.7%	29.6%	18.5%	7.4%
Communication with residents	29.6%	37.0%	25.9%	3.7%
Recreation for youth	18.5%	37.0%	37.0%	3.7%
Recreation for adults	3.7%	48.1%	37.0%	7.4%
Recreation for the elderly	11.1%	25.9%	51.9%	7.4%
Administrative services	25.9%	37.0%	18.5%	14.8%

About Ashland County

10. How do you feel about Ashland County as a place

	Excellent	Good	Fair	Poor
to live	40.7%	40.7%	11.1%	3.7%
to work	11.1%	40.7%	18.5%	18.5%

11. Over the last ten years, the quality of life in the County has

improved 18.5% stayed the same 40.7% declined 40.7%

12. From the following list, rank the importance of the County efforts and services with 1 being the most important and 5 being the least important.

Continue to promote industrial development	96.3%
Continue to promote tourism	88.9%
Continue to promote economic diversification	85.2%
Do more to expand Health Service	70.4%
Do more to protect water quality	59.3%
Do more to protect open space	63.0%
Do more to enforce existing ordinances	66.7%
Do more to improve the transportation system	63.0%
Do more to work cooperatively with local governments	70.4%
Do more to communicate with County residents	70.4%
Do more to enforce traffic regulations	59.3%
Focus on recruiting value added businesses to compliment existing businesses	81.5%

13. Please rate the following County Services

	Good	Fair	Poor	No opinion
UW-Extension	29.6%	40.7%	3.7%	25.9%
Child Support Agency	25.9%	25.9%	3.7%	40.7%
County Surveyor and Land Records	44.4%	25.9%	0.0%	29.6%
Emergency Government	37.0%	33.3%	0.0%	29.6%
Forestry	51.9%	29.6%	0.0%	14.8%
Highway Department	40.7%	44.4%	7.4%	7.4%
Human Services	33.3%	37.0%	3.7%	25.9%
Land Conservation	29.6%	33.3%	11.1%	25.9%
Health Department	33.3%	25.9%	18.5%	22.2%
Sheriff's Office	63.0%	18.5%	11.1%	7.4%
Veteran's Service	33.3%	29.6%	14.8%	22.2%
Zoning	22.2%	18.5%	33.3%	25.9%

Background Questions

14. Are you a . . . Seasonal property owner 14.8% Year-round resident 85.2%

15. What is your age? 18 - 24 0.0% 25 - 45 25.9% 46 - 65 44.4% Over 65 25.9%

16. If you are a year-round resident, do you own or rent your dwelling unit? Own 77.8% Rent 3.7%

17. How long have you resided at your current address? Less than 5 years 14.8% 11 - 20 years 11.1% 6 - 10 years 11.1% Over 20 years 55.6%

Please complete survey and return within 10 days. Thank you.