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

AN ORDINANCE TO ADOPT A COMPREHENSIVE PLAN

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

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

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

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

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

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

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

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

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

Adopted this 29th day of November, 2006.

Attested:

Peg Kinella
County Board Chair

Patricia Sorgi
County Clerk

(Published/Posted): _____ 2006

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

Signed:

Section 1: General Information

INSTRUCTIONS for Section 1: Local governments submitting either a draft comprehensive plan or final comprehensive plan should fill in the appropriate information below.

2. Other Participating Units	Ashland County, City of Mellen, Towns of Ashland, Agenda, Chippewa, Gingles, Gordon, Jacobs, La Pointe, Marengo, Morse, Peeksville, Sanborn, Shanagolden, White River
3. Contact Information	**Contact person** Sarah Shoemaker **Phone** 608-826-0532 **E-mail** ssho@vierbicher.com
4. County(ies) located in	Ashland
5. Name of MPO (If Applicable)	No MPO *Drop down menu: click on arrow to view drop down selections.*
6. Award Year	FY 2002 *Drop down menu: click on arrow to view drop down selections.*
7. Contract Period	30 Months *Drop down menu: click on arrow to view drop down selections.*
8. Grant Award Amount	$216,000 (for all participating jurisdictions)
9. Title of Plan	Ashland County Comprehensive Plan 2006-2025
10. Date DRAFT Plan Submitted to DOA	10/17/06
11. Date FINAL Plan Submitted to DOA	
12. Local Official Signature[1]	Reg Kuridza, Chair I certify that the information provided is true and correct to the best of my knowledge.
FOR OFFICE USE ONLY **Date of Review:** **Reviewed by:**	FOR OFFICE USE ONLY **Summary of Comments:**

[1] The local official signature is required at the time the final plan, adopted by ordinance, is submitted to DOA-DIR.

ROLL CALL
MEMBERS OF THE ASHLAND COUNTY
BOARD OF SUPERVISORS

DATE 11-29-, 2006

		PRESENT	ABSENT	YES	NO	ABSTAIN
HAMM, MIKE	DIST. 1			✓		
MACKENZIE, MATT	DIST. 2			✓		
HOGLUND, JACK	DIST. 3			✓		
MARTINSEN, DAVID	DIST. 4				✓	
CAMPBELL, CLARENCE	DIST. 5			✓		
KABASA, JOYCE	DIST. 6			✓		
LUNDQUIST, ALLAN	DIST. 7			✓		
WATERS, ALEXANDER	DIST. 8			✓		
WILLIAMSON, DONNA	DIST. 9			✓		
PUFALL, RICHARD	DIST. 10			✓		
CROTEAU, HELEN	DIST. 11			✓		
MOORE, SR., DONALD	DIST. 12			✓		
NYE, RONALD	DIST. 13			✓		
KURILLA, PEG	DIST. 14			✓		
MIKA, GEORGE	DIST. 15			✓		
LINDQUIST, KEN	DIST. 16			✓		
RUSSO, PETE	DIST. 17			✓		
KUBLEY, CARL	DIST. 18			✓		
KEMPF, FRANK	DIST. 19			✓		
KLEINSTEIBER, MAXINE	DIST. 20		X			
HOLT, BUD	DIST. 21			✓		
PRESENT	ABSENT 1			YES 19	NO 1	

SUBJECT: Ordinance – 011-2006-60

APPEARED LATER:

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

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

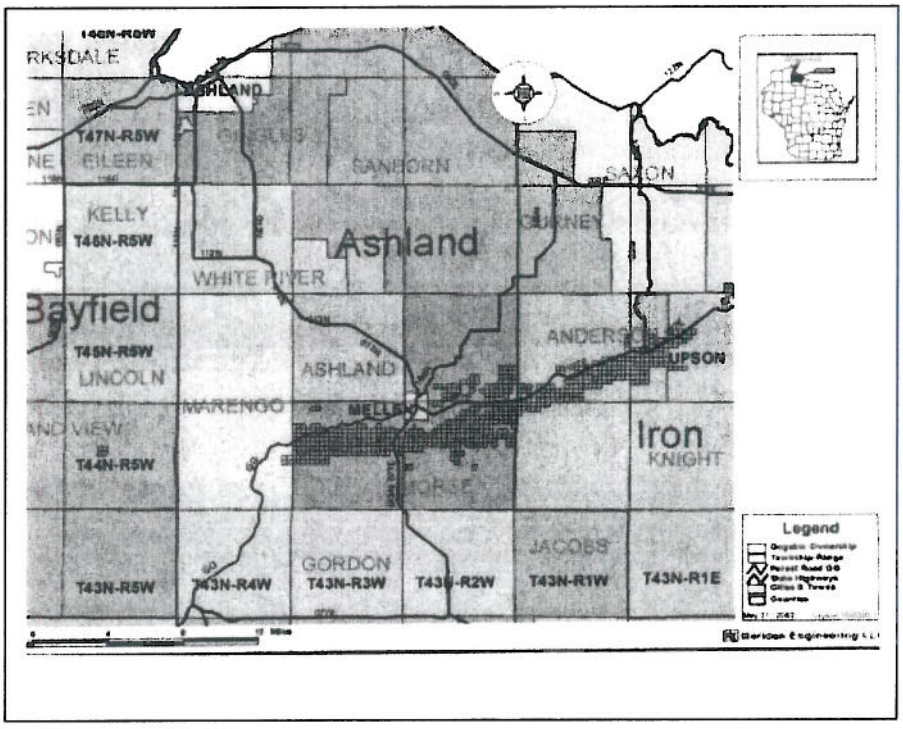
Metallic Mineral Resources

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

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

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

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

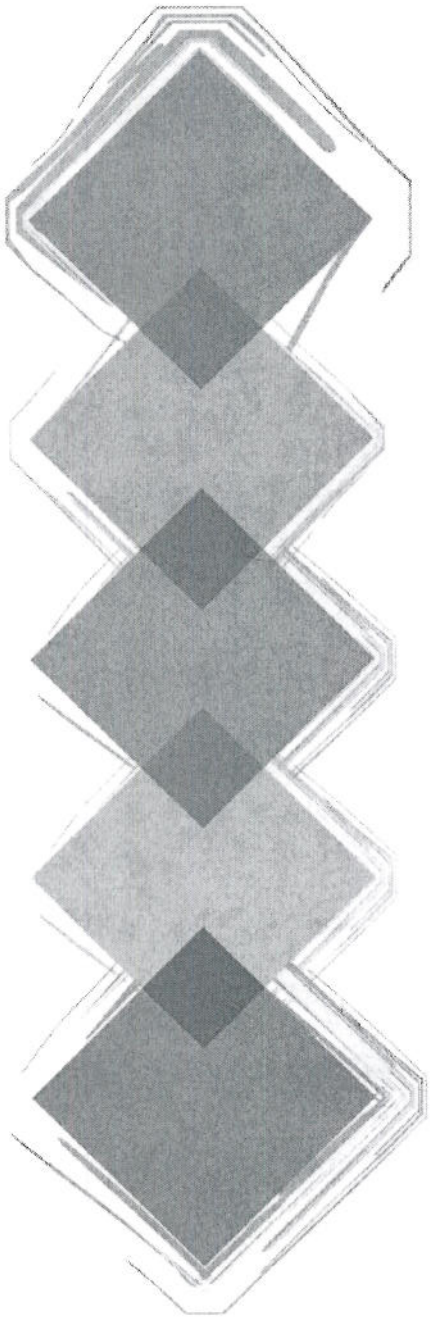


Source: La Pointe Iron Company& Meriden Engineering LLC

Nonmetallic Mineral Resources

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

NR135 of the Wisconsin Administrative Code establishes a statewide program regulating nonmetallic mine reclamation. As of September 2001, nonmetallic mines may not operate



Ashland County

Comprehensive Plan: 2006 to 2025

Background Document

Acknowledgements

Ashland County

Ashland County Board

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

Ashland County Zoning Committee

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

Countywide Oversight Committee

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

Acknowledgements

Ashland County

Other County Officials

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

Project Partners

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

Funding

This plan was prepared with funding from the County and a multi-jurisdictional planning grant the County received from the Wisconsin Land Council along with the following jurisdictions: Towns of Ashland, Chippewa, Gingles, Gordon, Jacobs, La Pointe, Marengo, Morse, Peeksville, Sanborn, Shanagolden; City of Mellen; and Village of Butternut.

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

Vierbicher Associates, Inc.; Madison, Wisconsin

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Introduction

Ashland County
Comprehensive Plan – Background Element

Foreword

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

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

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

How Will This Plan Be Used?

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

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

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

Organization of Plan Documents

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

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

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

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

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

Participatory Photography

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

Housing

Ashland County

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

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

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

- Despite a period of robust economic expansion, the housing stock affordable to struggling families continues to shrink. The number of such affordable rental units decreased by 372,000 units - a 5-percent drop - from 1991 to 1997. Struggling families are defined as those with incomes at or below 30 percent of the area median.

- Rents are rising at twice the rate of general inflation. According to U.S. Bureau of Labor Statistics data, in 1997 rents increased 3.1 percent while the overall Consumer Price Index (CPI) increased by only 1.6 percent. In 1998, rents increased 3.4 percent while the overall CPI increased 1.7 percent.

- As the affordable housing stock shrinks, the number of renters at or below 30 percent of median income continues to grow. Between 1995 and 1997, the number of struggling renter households increased by 3 percent, from 8.61 million to 8.87 million - one of every four renter households in America.

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

Housing Overview

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

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

accessory apartments,[1] which offer independent apartment living as an accessory to single-family homes.
Many forces influence the type and distribution of housing units and tenure patterns within a community. A number of relationships must be examined in order to understand the housing framework in Ashland County and plan for the type of housing that will be in demand over the next 20-year period.

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

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

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

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

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

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

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

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

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

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

Housing Types

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

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

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

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

Tenure

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

Table 3. Housing Occupancy

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

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

Housing Values and Rental Rates

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

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

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

Income

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

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

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

Source: National Low-Income Housing Coalition (NLIHC)

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

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

Source: National Low-Income Housing Coalition

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

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

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

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

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

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

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

Housing Stock

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

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

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

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

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

Housing for Special Populations

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

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

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

Source: Wisconsin Department of Health & Family Services

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

Source: Wisconsin Department of Health and Family Services

Nursing Homes

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

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

Table 11. 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	219

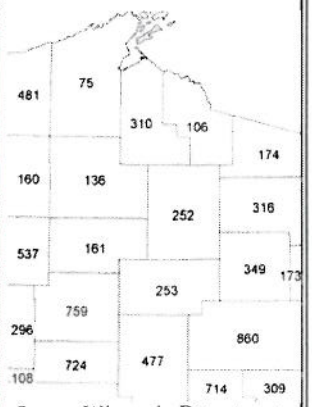
Source: Department of Health and Family Services Accessed from http://www.dhfs.state.wi.us/provider/nh_FDDsDir01.htm July 2003

Assisted Living Facilities

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

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

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



Source: Wisconsin Department of Health and Family Services

Relevant Plans, Policies, Studies and Programs

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

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

The Consolidated Plan serves as a guide for implementing the State's strategy for the delivery of housing and community and economic development resources.
The Plan suggests that, in general, the supply of housing available to the state's low-income population does not meet the demand for such housing. Very low-income older adult households continue to be impacted by severe housing cost burden, as do persons with disabilities.

The state receives four types of funds to support the development of housing affordable to persons with low and moderate incomes as follows:
- Community Development Block Grant (CDBG);
- The HOME Program;
- Emergency Shelter Grants (ESG); and
- Housing Opportunities for Persons With Aids (HOPWA)

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

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

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

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

Section 42

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

Introduction

> " 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 this chapter should focus on transportation alternatives that will most efficiently serve existing and planned land uses and community needs and desires.

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

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

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

Existing Conditions

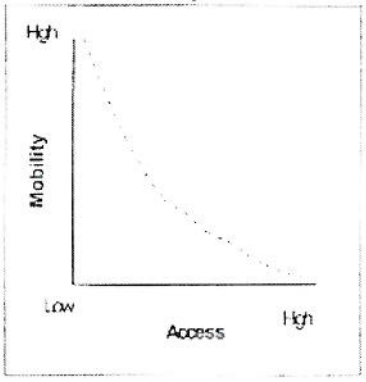
Local Road Network

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

Access Management

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

Exhibit 1. General Relationship Between Access and Mobility



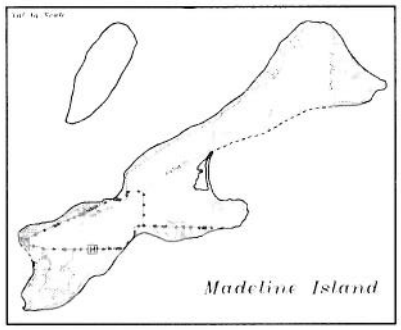
Driveway design and spacing has a substantial impact on the existing road system and preserving the flow of traffic on the surrounding road system in terms of safety, capacity, and speed. State highways and major arterial streets are typically targets of access management efforts. Access management is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

Road Classifications

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

Ashland County

Road Classification



City of Ashland
GINGLES
SANBORN
WHITE RIVER
MARENGO
ASHLAND
City of Mellen
MORSE
GORDON
JACOBS
SHANAGOLDEN
PEEKSVILLE
AGENDA
CHIPPEWA
Village of Butternut
Government Rd
Calm Lake Rd
W. Lake Drive
Namakagon Rd

Legend

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

0 2.5 5
Miles

VIERBICHER ASSOCIATES
Committed to Quality Service Since 1976

Source: Wisconsin Department of Administration and Wisconsin Department of Transportation

Ashland County

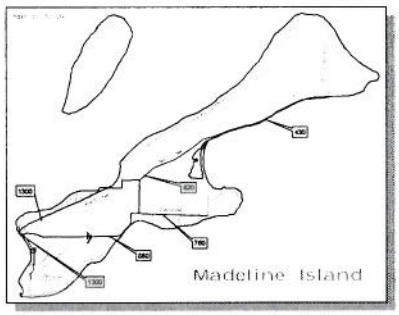
Annual Average Daily Traffic Counts

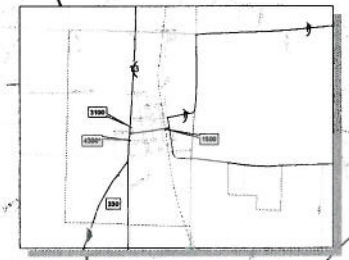
Legend

3900 Average Daily Traffic Count - 2000

> Traffic Point

* 1997 AADT





0 2.5 5 Miles

VIERBICHER ASSOCIATES
Committed to Quality Service Since 1976

Source: Wisconsin Department of Administration and Wisconsin Department of Transportation

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

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

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

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

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

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

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

PASER Rating System

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

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

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

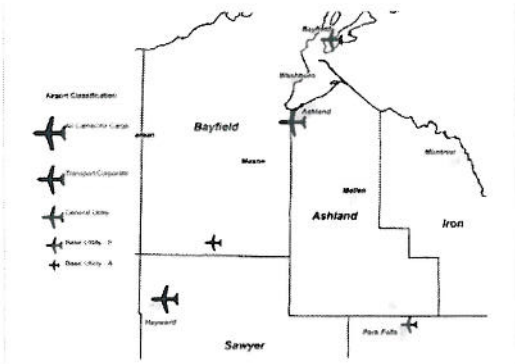
The goals of the Rustic Roads program are:
- To identify and preserve, in a naturally and essentially undisturbed condition, certain designated roads exhibiting unusual or outstanding natural or cultural beauty.
- Produce a linear, park-like system for auto, bicycle, and pedestrian travel. Identify roadways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

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

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

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

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

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

Railroad Facilities

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

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. There are currently no dedicated bike or pedestrian trails in the Town and there are currently not any plans to create any.

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

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

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

Winter Activities

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

Cross Country Skiing Trails

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

Snowmobile Trails

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

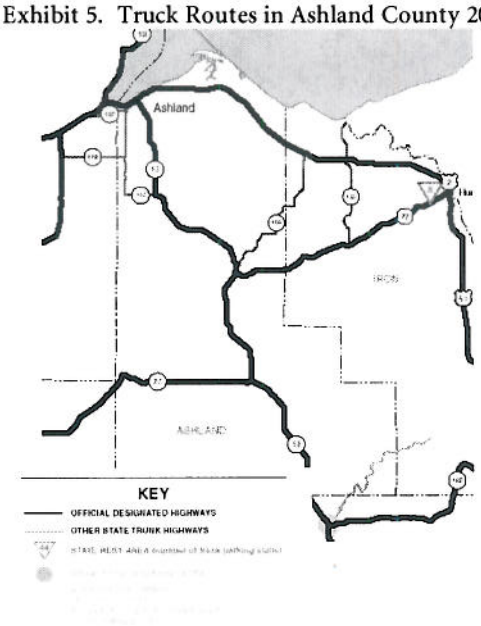
Snowmobiling and associated trail systems are an important asset to the area. Specifically, they assist in expanding the range of recreational opportunities in the county. They also serve as a winter time attraction, assisting the area to promote its image as a year-round tourism destination. There are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

Water Transportation

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

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

Exhibit 5. Truck Routes in Ashland County 2003



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 an 112,000-mile network of state highways and local roads, including the 3,650-mile Corridors 2020 network of four-lane backbone and key connector routes. State Highways 13 and 112 are officially designated truck routes in Ashland County. Interstate Route 2 is also designated as truck route. Truck traffic is permitted on county roadways as long as materials being carried do not exceed legal axle weights enforced by the state. State. (Exhibit 5).

Mass Transit

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

Paratransit

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

Highway Projects and Maintenance

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

Review of Existing Transportation Plans

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

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

- *Translink 21* – Prompted by the federal Intermodal Surface Transportation Efficiency Act (ISTEA), *Translink 21* is a broad plan intended to guide transportation investments through the year 2020. From this plan, individual plans for highways, airports, railroads, bikeways, pedestrian and transit continue to be shaped.

- *Wisconsin Bicycle Transportation Plan 2020* - This plan provides a blueprint for integrating bicycle transportation into the overall transportation system. The plan analyzes the condition of all county and state trunk highways and shows the suitability of roadways for bicycle travel. Guidelines are available for accommodating bicycle travel when roadways are constructed or reconstructed.

- *Wisconsin State Highway Plan 2020* - The State Highway Plan 2020 outlines investment needs and priorities for the state's investment needs and priorities for the state's 1,800 miles of State Trunk Highway through 2020. Given the financial realities of maintaining this extensive road network, the plan establishes priorities for funding. Most of the funding is allocated to Corridors 2020 backbone and collector routes.

- *Wisconsin State Airport System Plan 2020* - This plan provides for the preservation and enhancement of public use airports that are part of the State Airport System over a 21-year period. Overall, the Plan recommends no new airports and no elimination of existing facilities.

- *State Recreational Trails Network Plan* - The plan identifies a network of trail corridors through out the state referred to as the "trail interstate system" that potentially could consist of more than 4,000 miles of trails. These potential trails follow highway corridors, utility corridors, rail corridors, and linear natural features.

- *Wisconsin State Pedestrian Policy Plan 2020* – Wisconsin Department of Transportation. The plan outlines statewide and local measures to increase walking and promote

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

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

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

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

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

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

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

Utilities and Community Facilities

Ashland County

Introduction

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

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

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

- Utilities/Infrastructure – the physical systems, networks and/or equipment necessary to provide for and support the basic needs of urban land uses, including systems, networks and equipment, but excluding transportation infrastructure.

- Community Facilities - public buildings and grounds that provide space, services or programs, or from which services or programs are co-ordinated, that are aimed at improving the quality of life, safety, or general welfare of community residents.

Utilities and Community Facilities

Stormwater System & Regulations

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

Shoreland Zoning

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

Floodplain Zoning

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

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

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

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

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

State Regulations
State permits are often required for activities taking place in or near waterways. New legislation2003 Act 118 was recently enacted and went into effect on February 6, 2004. This Act included changes to chapter 30 of Wisconsin Statutes, regulating activities in navigable waterways. Emergency Rules related to waterway permitting under Chapter 30, Wisconsin Statutes are currently in effect. Under the direction of the Legislative Committee for Review of Administrative Rules, a new set of emergency rules have been developed for the following Administrative Codes effective August 24, 2004:

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

State regulated activities include:

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

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

Water System

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

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

Wastewater Facilities

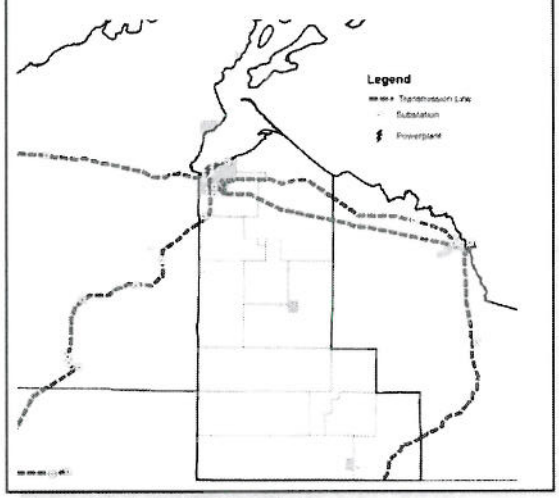
The City of Ashland, City of Mellen, Village of Butternut, and unincorporated Glidden (in the Town of Jacobs) have sanitary sewer services. Most residences and businesses in towns rely on private septic systems and wells. Septic systems are wastewater treatment systems that use septic tanks and drainfields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

Telecommunication

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

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

Exhibit 1. Transmission Lines



Source: Public Service Commission

Electric and Natural Gas

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

Solid Waste Disposal/Recycling

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

Library Services

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

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

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

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.*

Parks and Open Space

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

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

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

Police Service

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

Table 2. Sheriff Department 2003 - Ashland County Sheriffs Department	
Amenities	Existing Amount
Deputies	11
Vehicles	14

Source: Ashland County Sheriffs Dept

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

Source: Ashland County Sheriffs Dept
**Does not include Bad River Reservation, Town of La Pointe, City of Mellen, or the City of Ashland*

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

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

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

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

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

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

1: Need more volunteers to replace scheduled retirements
2: Need new fire truck
3: Need equipment upgrades
4: Need new ambulance
Source: Town, Village, and City Comprehensive Plans

Insert Fire District Boundary Map

Insert EMS District Boundary Map

Schools

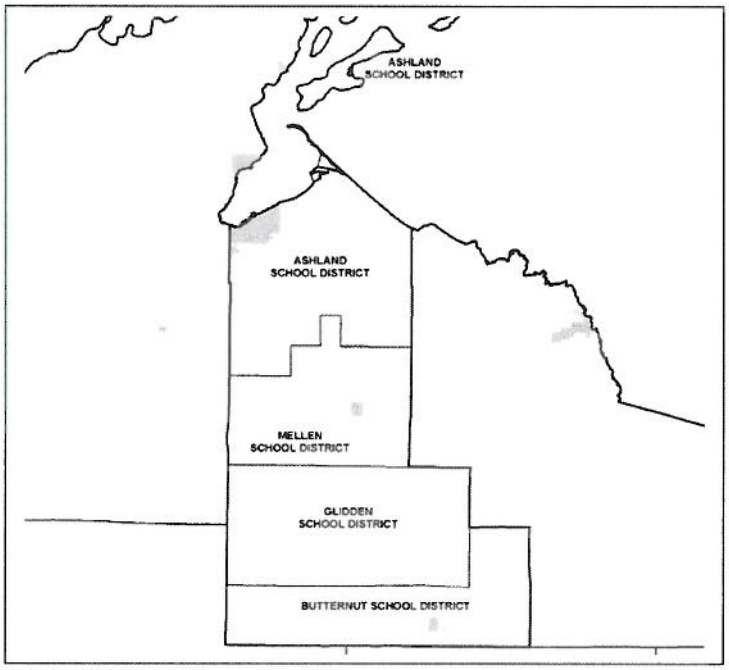
There are four school districts in Ashland County (Exhibit 2). Information about school district enrollment is in Table 7. Currently, school enrollments are dropping. This is causing most schools within the county to reevaluate their services and determine the best way to provide for its residents and their school aged children.

Table 7. White River School Enrollment 2006

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

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

Exhibit 2. Ashland County School Districts



Source: US Census Bureau, 2000

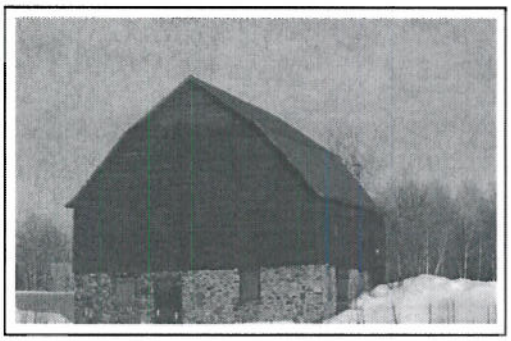
Universities and Technical Schools

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

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

Agricultural Resources

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



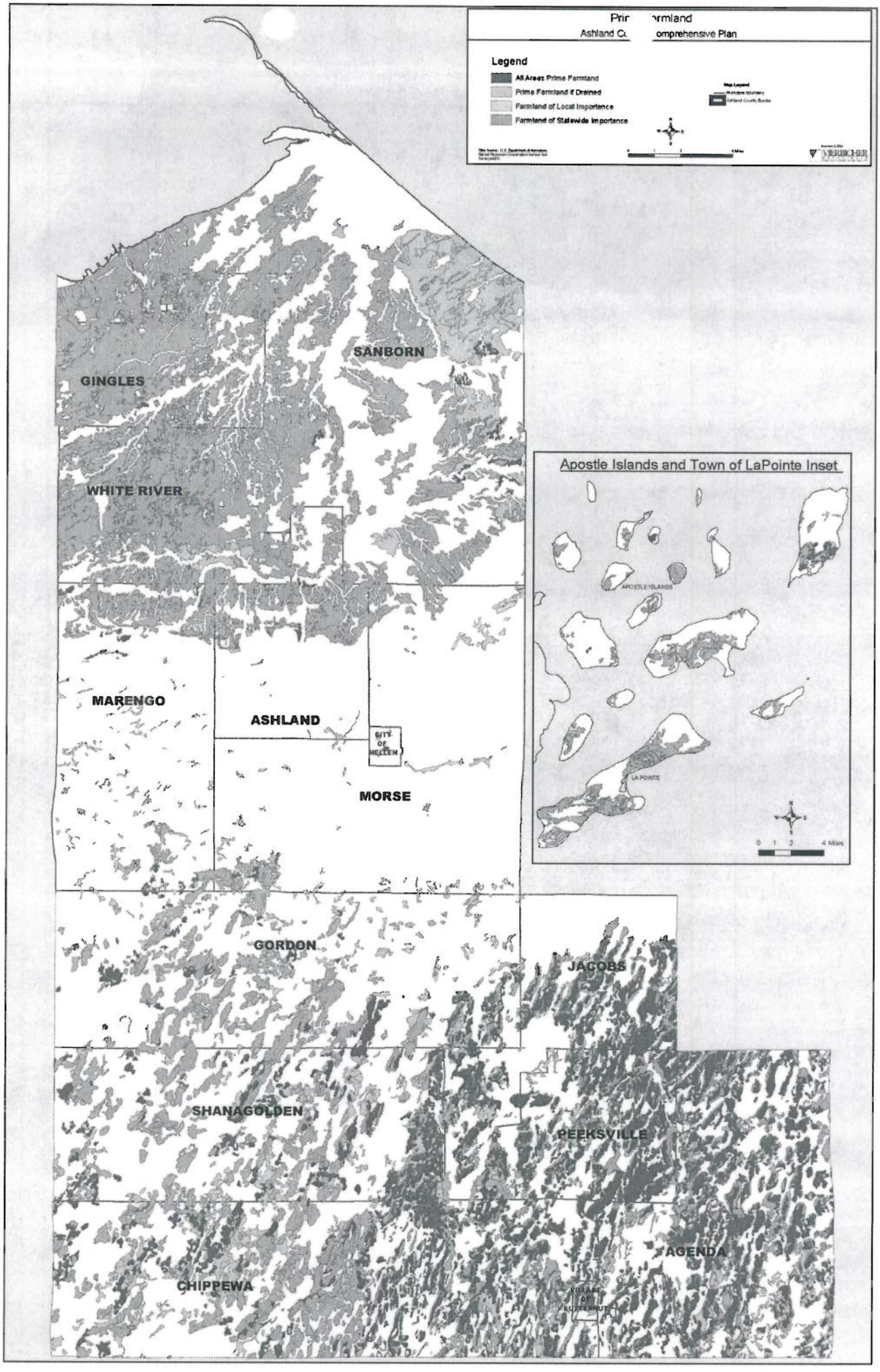
Benefits to preserving rural land are sometimes hard to measure. For example, it is difficult to place a value on scenic areas. Lacking prices, it is difficult to develop economic benefit measures for preserving open space and agricultural land. However, while agricultural production can create environmental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

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

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

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

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


Prir rmland
Ashland C omprehensive Plan
Legend
All Areas Prime Farmland
Prime Farmland if Drained
Farmland of Local Importance
Farmland of Statewide Importance
SANBORN
GINGLES
WHITE RIVER
MARENGO
ASHLAND
CITY OF MELLEN
MORSE
GORDON
JACOBS
SHANAGOLDEN
PEEKSVILLE
AGENDA
CHIPPEWA
Apostle Islands and Town of LaPointe Inset
APOSTLE ISLANDS
LA POINTE
0 1 2 4 Miles

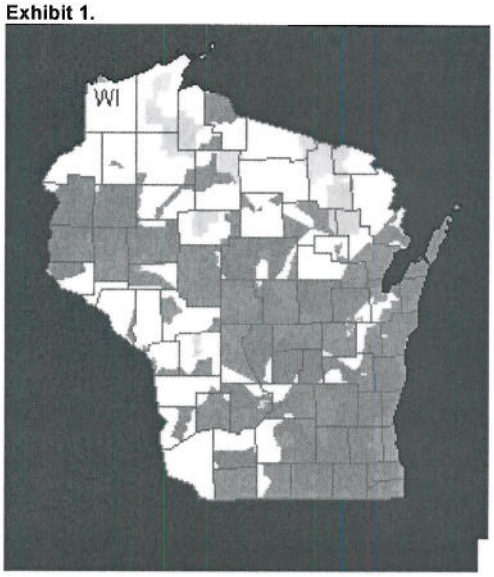
farmland area as some other upper Midwest states, Wisconsin is still home to many acres of prime land. According to 1996 findings by the USDA/NRCS, Wisconsin is home to 20,772 square miles or 13,294,027 acres of prime farmland. This area represents approximately 38 percent of the State's entire area.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

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

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

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

Exhibit 1.



- *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 agricultural uses of land are appropriate in that district. An exclusive agricultural zoning ordinance can be adopted by any county or municipality in a county that has a certified agricultural preservation plan in effect. Ashland County does not have an agricultural zone.

Department of Agriculture, Trade and Consumer Protection

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

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

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

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

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

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

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

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

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

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

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

Agricultural Development and Diversification (ADD) Grant – Department of Agriculture, Trade and Consumer Protection (DATCP)
Provide grants to fund demonstration projects, feasibility analysis, and applied research directed toward new or alternative products, technologies, and practices that will stimulate agricultural development and diversification of economic activity within agriculture.
Program Contact: Mike Bandli, DATCP *mike.bandli@datcp.state.wi.us*

Natural Resources

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

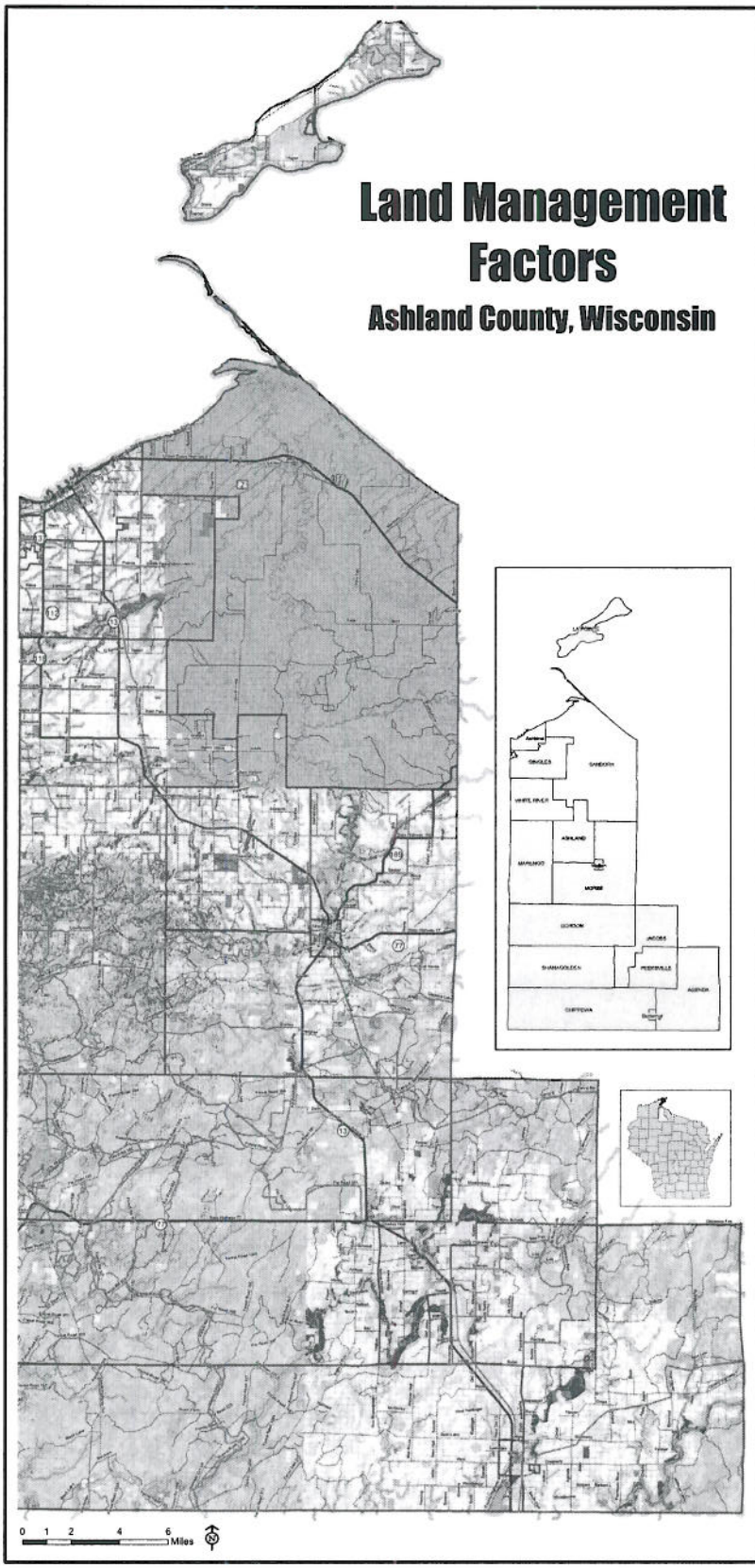
Land Management Factors (LMF)

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

Coastal Resource Management

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

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



Land Management Factors

Ashland County, Wisconsin

Comprehensive Planning
2005 - 2025

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

Map Description

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

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

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

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

Legend

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

Land Management Factors

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

Sources

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

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

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

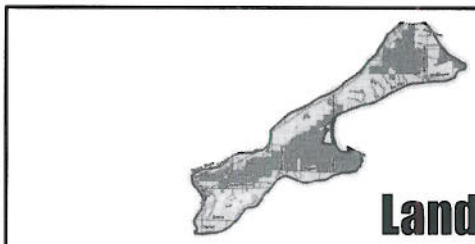
Floodplains derived from the Flood Insurance Rate Maps (FIRMs) published by the Federal Emergency Management Agency (FEMA). Mapping specifications are consistent with those requirements for mapping at a 1:24,000-scale. Hardcopy FIRM maps were either manually digitized or scanned and vectorized. Floodplains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

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

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

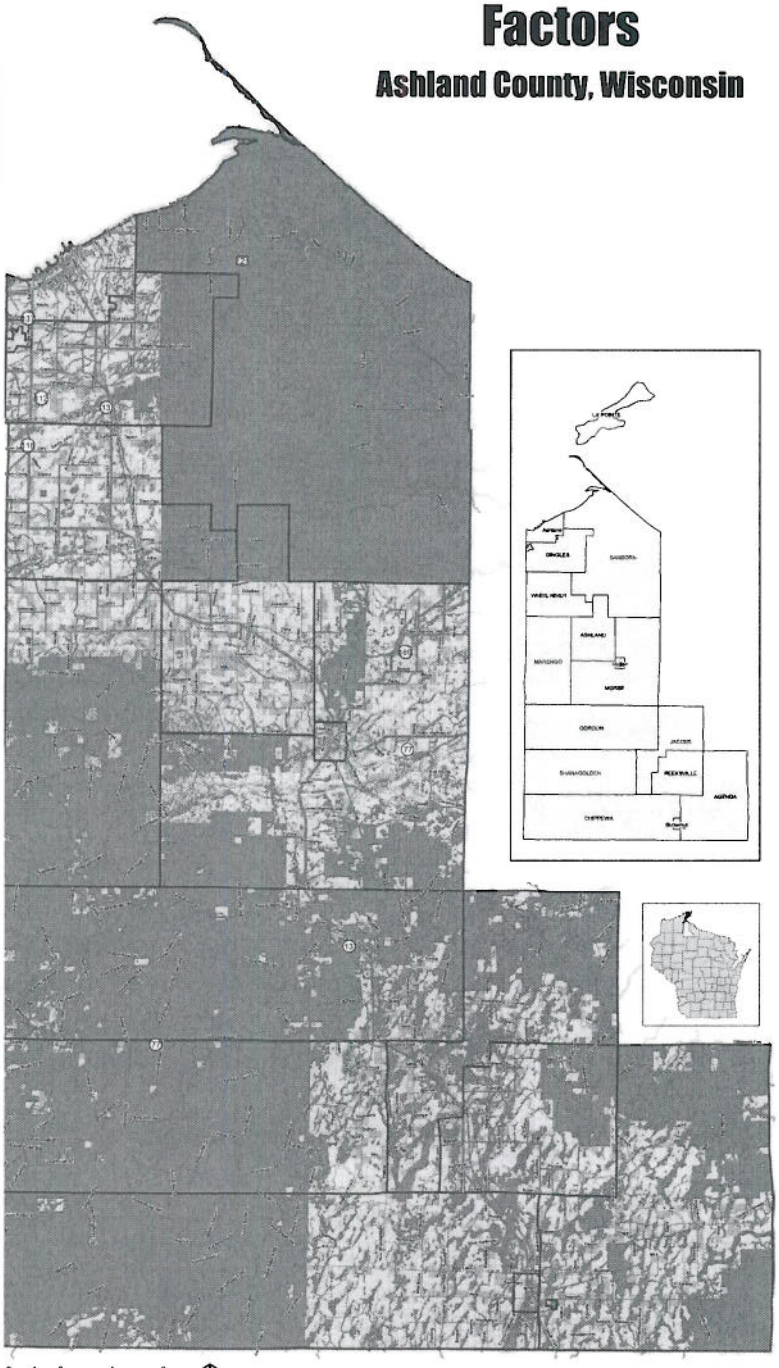
Developed parcels based from citizen land use field surveys from Vierbicher and Associates. Land use attributes overlain on ownership parcels by Douglas Miskowiak, Center for Land Use Education.

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



Land Management Factors

Ashland County, Wisconsin



Comprehensive Planning
2005 - 2025

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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.

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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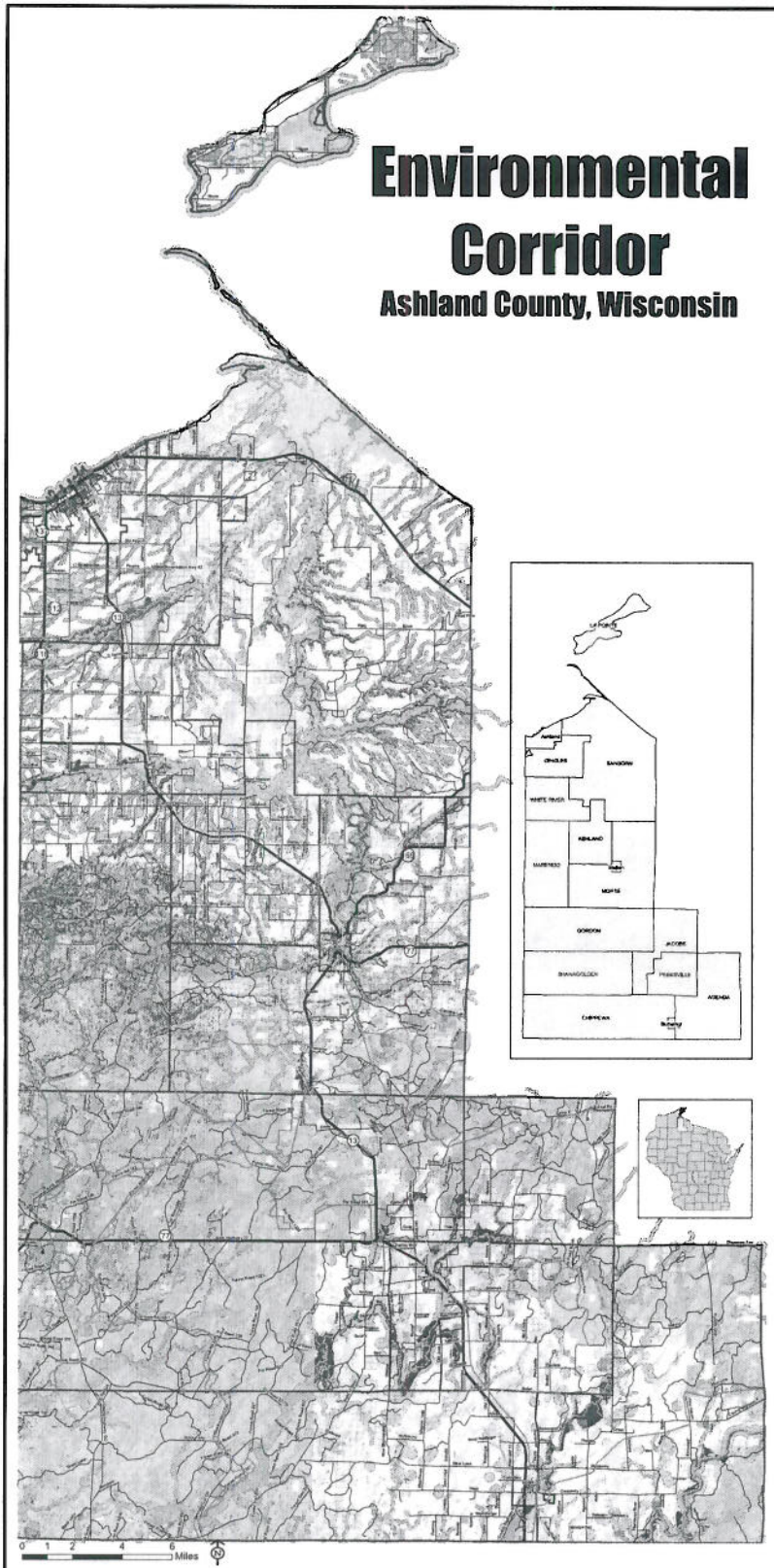
Environmental Corridor

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

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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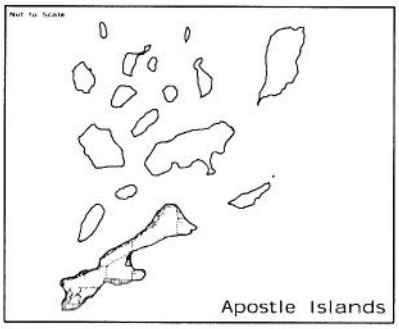
Ashland County

Coastal Resource Area



Fish Creek
City of Ashland
Montreal River
GINGLES
SANBORN
White River
Lower Bad River
WHITE RIVER
Potato River
Marengo River
ASHLAND
Tyler Forks
MARENGO
City of Mellen
MORSE
Upper Bad River
Tyler Forks
GORDON
JACOBS
West Fork Chippewa River
SHANAGOLDEN
East Fork Chippewa River
PEEKSVILLE
Butternut Creek
AGENDA
CHIPPEWA
VILLAGE OF BUTTERNUT
Upper North Fork Flambeau River
Lower North Fork Flambeau River
Upper South Fork Flambeau River

Legend

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

N

0 2.5 5
Miles

VIERBICHER ASSOCIATES
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Source: Wisconsin Department of Administration

Attributes and Characteristics of the Superior Coastal Plain

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

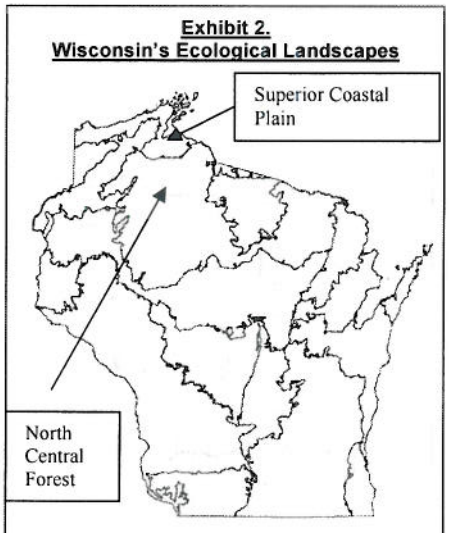
There are very few natural lakes within this landscape but many small rivers and streams dissect the lake plain and peninsula. Soils are moderately well drained (on the peninsula) to poorly drained (where the red clay is near the surface). Before European settlement, white pine, balsam fir, white spruce,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

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

DNR Legacy Places

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

Exhibit 2.
Wisconsin's Ecological Landscapes



Source: Wisconsin Department of Natural Resources

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

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

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

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

Soils

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

