

Agricultural, Cultural, & Natural Resources

Ashland County

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.

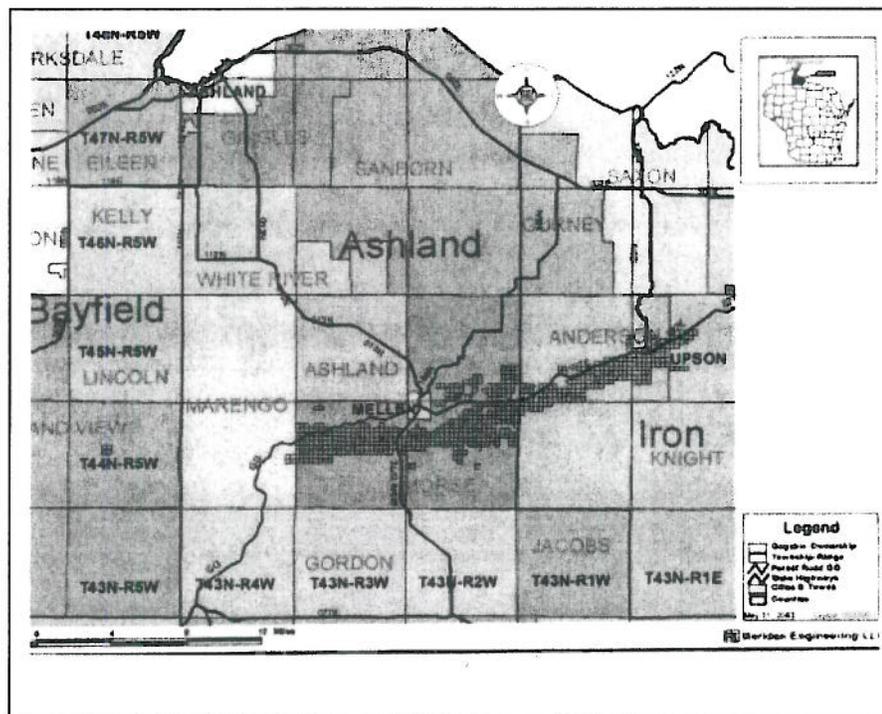
There is a large iron ore/taconite resource in the towns of Morse and Marengo in Ashland County that has not been mined on a commercial scale. When including the Town of Anderson in Iron County, this resource is 20% of the potentially commercial iron ore/taconite resource known in the United States. 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

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

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



Source: La Pointe Iron Company & Meriden Engineering LLC

Nonmetallic Mineral Resources

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

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



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Water Resources

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



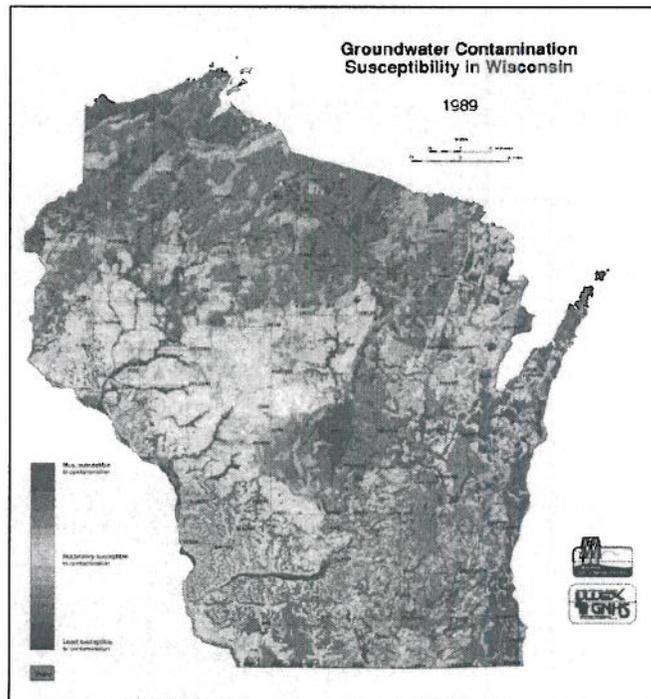
As part of this comprehensive planning process, a document entitled *Ashland County's Water Resource: Issues and Recommendations* was prepared by the Center for Land Use Education. This document was prepared to highlight critical water issues the region is facing, and recommend multiple strategies that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

Ground Water

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

A Wisconsin Geological and Natural History Survey map delineates groundwater susceptibility to contamination based on five physical resource characteristics. These characteristics include type of bedrock, depth to bedrock, depth to water table, soil characteristics, and surficial deposits.

The Department of Natural Resources maintains a Groundwater Retrieval Network Database, which includes monitoring data from public and private water supply wells. A review of this database



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indicates that there has been a number of monitoring results that exceed the preventative action limit (PAL) for:

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

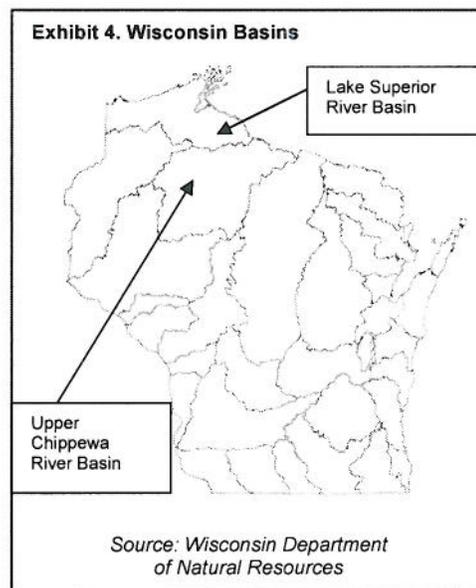
There are also some wells that exceed limits for metals in the water. Metals in groundwater can be naturally occurring or the result of human activities. For example, iron is a common, naturally occurring metal, while cadmium and chromium are associated with metal plating operations. Other elements are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

Surface Water

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

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

- ◆ Class 1 lakes are large and highly developed. Minimum allowed lot sizes here are 30,000 square feet, minimum lot width is 150 feet, and minimum lot depth is 200 feet.
- ◆ Class 2 lakes are less developed and more sensitive to development pressure. Minimum allowed lot sizes here are 40,000, minimum lot width is 200 feet, and the minimum lot depth is 200 feet.
- ◆ Class 3 lakes are usually small, have little or no development, and are very sensitive to development pressures. It is important to note that the County has given rivers and streams the same standards as Class 3 lakes. Minimum allowed lot sizes here are 62,500 square feet, minimum lot widths are 250 feet, and the minimum lot depth is 250 feet.





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

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

Floodplains

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

Wetlands

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

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

The DNR has profiled larger wetland areas in the County. The Bad River-Kakagon Slough is mainly located in the Town of Sanborn and on the Bad River Reservation. It contains major wetland communities including emergent marsh, coastal fen, coastal bog, tamarack swamp, and shrub swamp. There are 18 rare elements of either bird, fish, or plant habitat that have been identified. These rare elements are included in the Wisconsin Heritage Inventory, that is located later in this element. The second identified large wetland complex is the Long Island-Chequamegon Point area. This is Lake Superior's most extensive, and least disturbed coastal barrier spit. Many types of plants and animals are found here. There are 15 rare elements of beetle, bird, community, grasshopper, and plant that have been identified for the area. These can also be found in the Wisconsin Heritage Inventory. The third large wetland area that has been identified is the Big Bay wetland, located in the Town of La Pointe. This area is located within a state park and a town park and has been designated as a state natural area. There are 22 rare elements of bird, butterfly, community, and plants that are found here. These rare elements are listed in the Wisconsin Heritage Inventory.

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



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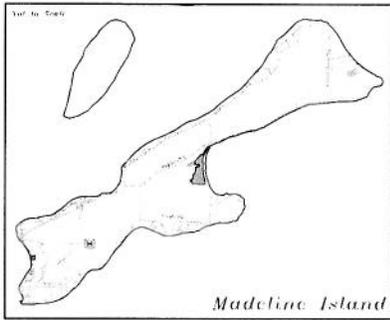
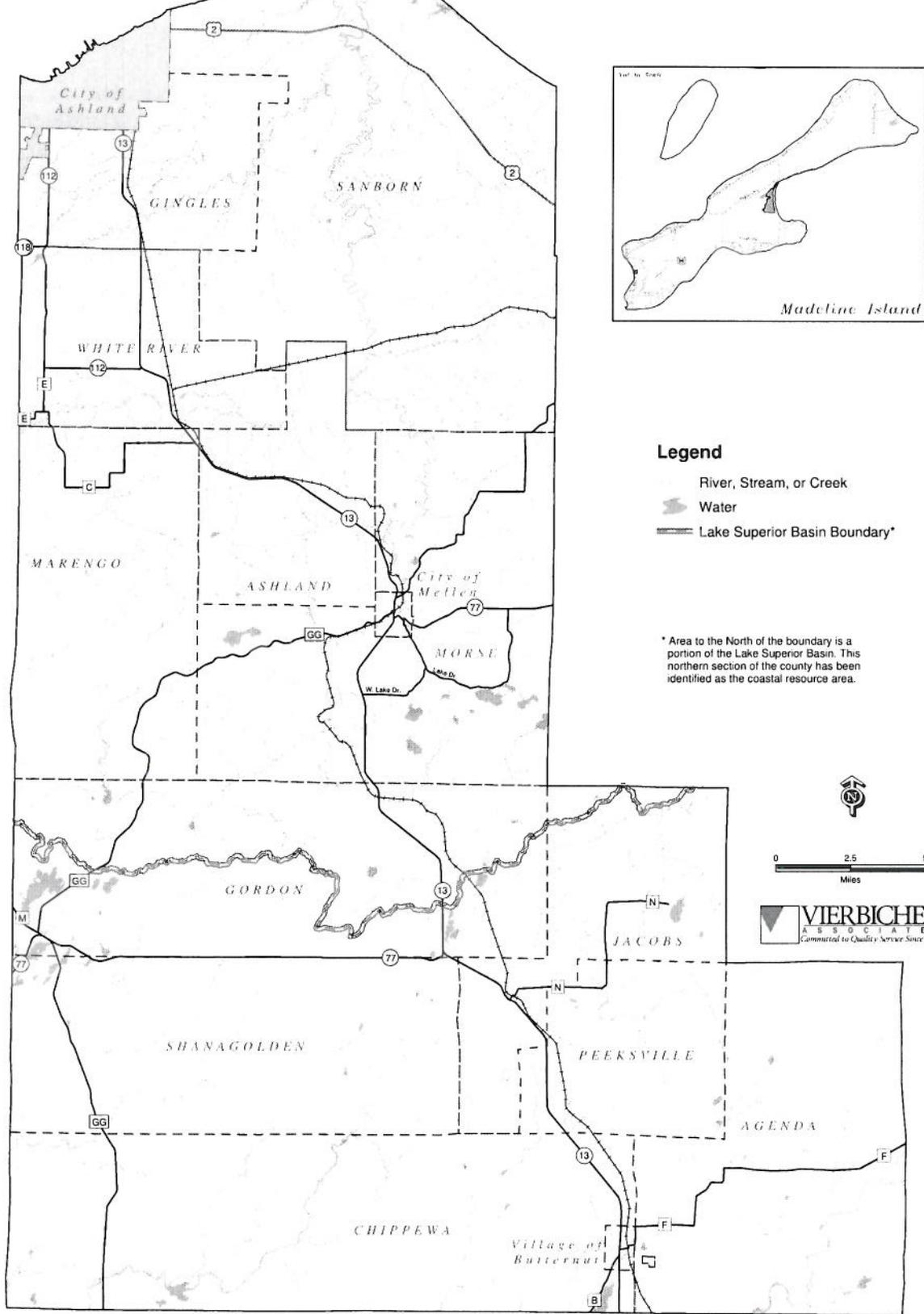
Phase II of the DNR's *Coastal Wetland Assessment* prioritized wetland areas in the state. The assessment ranks ecological significance and the priority that each of the wetland are ranked for the need of future surveys. Out of the 28 wetland sites on Lake Superior, the assessment concentrated on five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

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

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

Ashland County

Surface Water



Legend

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

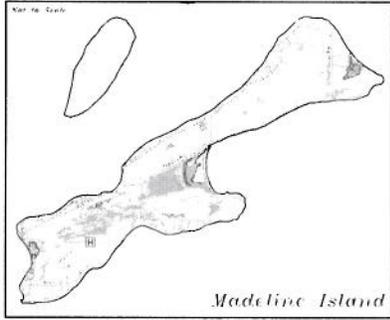
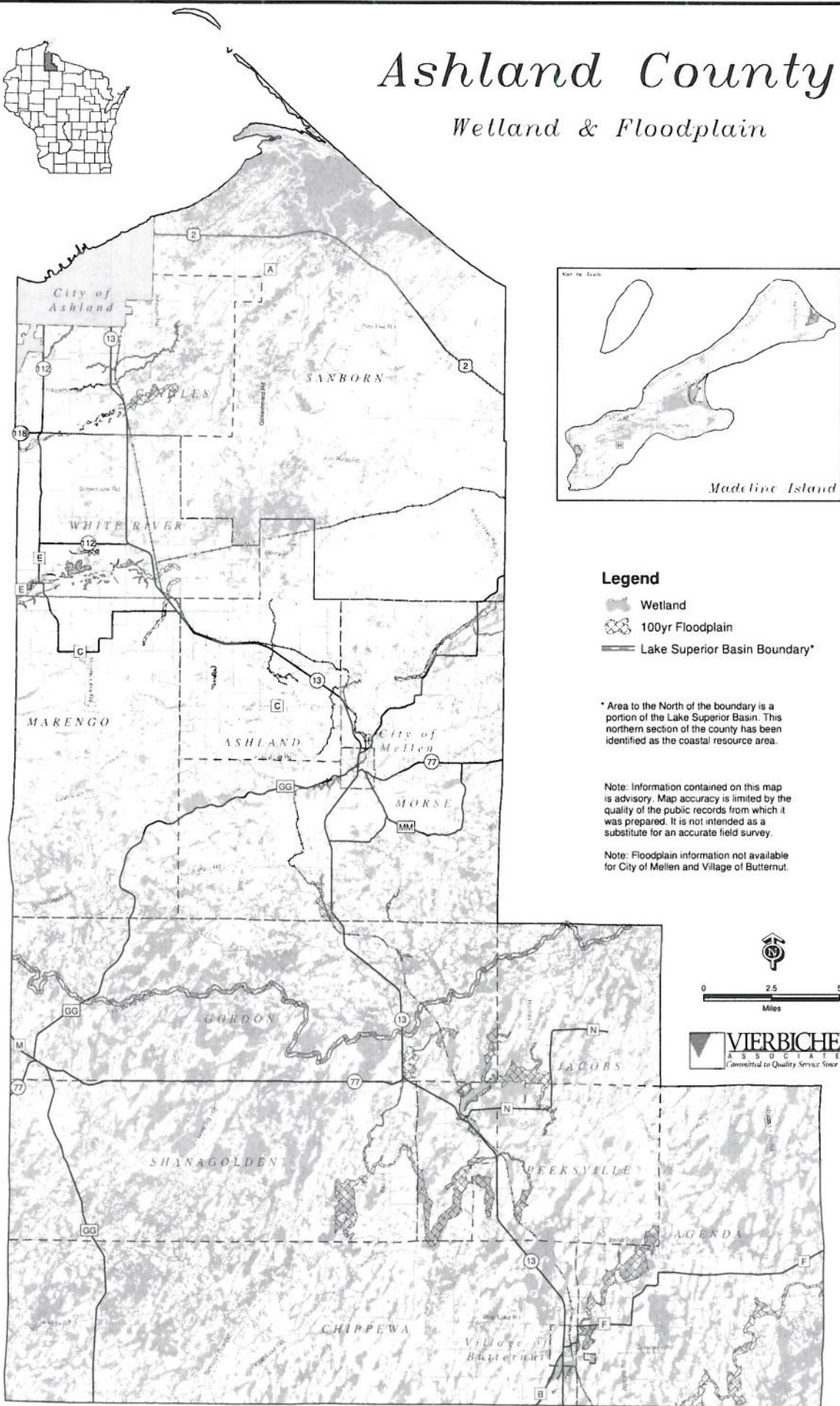
* Area to the North of the boundary is a portion of the Lake Superior Basin. This northern section of the county has been identified as the coastal resource area.





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Wetland & Floodplain

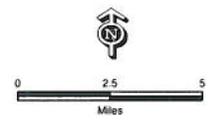


- Legend**
- Wetland
 - 100yr Floodplain
 - Lake Superior Basin Boundary*

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

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

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



Source: Wetland (Wisconsin Department of Natural Resources), Floodplain (Point North Inc.)



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Forest Resources

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

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

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

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

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

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

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



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

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

County Forest Land

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

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

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

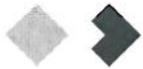
In County Forest areas, approximately 93 percent of the area is forested (1996 County Forest Plan). At the time the 10-year Forest Plan was written there were approximately 32,279 acres, with five forest cover types comprising the commercial forest. The Northern Hardwood type alone comprises approximately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

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

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

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

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



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School Forests

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

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

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

National Forest Land

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

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

(Source: North West Regional Plan Commission)

State Forest Land

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

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

Tribal Forest Land

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



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Private Industrial Forest Land

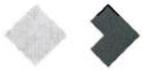
There are several private firms who own large tracts of forestland in the County. In recent years, the transfer of private industrial forestland ownership has increased. At least 23,688 acres of this land have transferred ownership since 2000. Based on data from 1996, private industrial forestland ownership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

State Park

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

Apostle Islands National Lakeshore

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



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Wildlife Habitat

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

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

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

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

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

Wildlife Management Areas

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

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



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Other Conservation Areas

Nature Conservancy

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

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

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

Madeline Island Wilderness Preserve

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

Big Bay Town Park

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

Environmentally Sensitive Areas

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

Threatened or Endangered Species

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



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

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

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

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

Source: Wisconsin DNR

Wisconsin Status:

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



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Air Quality

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

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

Relevant Studies, Reports, and Findings

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

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

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

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

Apostle Islands Wilderness Suitability Study – 2003 (NPS)

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

Ashland and Bayfield Land and Water Resource Management Plan January 1999

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

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

⁵ Section 109 of the Clean Air Act.



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

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

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

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

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

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

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

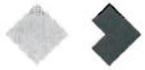
This document discusses the effects of applying alternative ways of managing the Chequamegon-Nicolet National Forest. It provides information that helps determine what aspects of the current Forest Plans need change, alternatives to how they may be changed, and the effects of implementing each of the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

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

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

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

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



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

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

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

Wisconsin Water Quality Assessment Report of Congress 2002 (DNR)

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

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

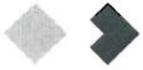
As part of the Comprehensive Plan preparation, a bibliography of important natural resource related documents was gathered together. Many of the resources in the document are listed above, to see the bibliography in its entirety please refer to the Countywide Comprehensive Plan.

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

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

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

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



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Available Funding

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

- ◆ *Wisconsin Environmental Education Board (WEEB)*
WEEB has a grant program category that is available to encourage school districts to apply for funding for school forests.
- ◆ *Department of Agriculture, Trade, and Consumer Protection*
Chemical and Container Disposal - Clean Sweep
Collect unwanted agricultural pesticides and chemicals from farmers, rural properties, and businesses for safe, legal disposal. The program also assists in the collection and management of empty pesticide containers. *Contact: Roger Springman, DATCP, roger.springman@datcp.state.wi.us*
- ◆ *Wisconsin Department of Natural Resources*
The Clean Water Fund Program (CWFP) provides low interest loans to municipalities for wastewater treatment facilities and urban storm water runoff projects. In addition to regular CWFP loans, there are two subprograms within the Clean Water Fund Program:
 - Hardship assistance** is available to municipalities that meet certain criteria. [not available for storm water projects]
 - Small Loans** provides a subsidy to the interest rate on a loan that a municipality obtains from the State Trust Fund. [not available for storm water projects]**The Safe Drinking Water Loan Program (SDWLP)** provides low interest loans to municipalities for drinking water facilities.
The Land Recycling (Brownfields) Loan Program (LRLP) provides low interest loans to municipalities for investigation and remediation of certain contaminated properties.
- ◆ *Wisconsin Coastal Management Program – Department of Administration*
To support the management, protection, and restoration of Wisconsin's coastal resources, and increase public access to the Great Lakes. *Contact - Dea Larsen Converse coastal@doa.state.wi.us*



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Cultural Resources

Architectural Structures

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

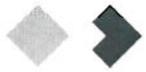
The National and State Register of Historic Places gives honorary recognition to places that retain their historic character and are important to understanding local, state, or national history. These are official listings of properties that are worthy of preservation or significant to Wisconsin’s heritage.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

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

Archeological Sites

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

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



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

Refer to individual municipality Plans for known archeological sites.

Bad River Band of Lake Superior Tribe of Chippewa Indians

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

Preservation of Wisconsin

Archaeological Sites

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

Laws and Statutes

Federal Projects

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

State Projects

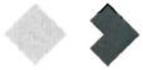
Archaeological sites can be protected during the course of state agency activities (grants, funding, permits, ground disturbing projects) if the sites have been recorded with the Office of the State Archaeologist. See Section 44.40 Wisconsin Statutes.

Political Subdivision Projects

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

Burial Sites

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



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Rock Art Site

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

Public Lands

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

State Lands

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

Tax Incentives

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

Local Preservation Efforts

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

Native American Tribal Preservation Programs

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

Archaeological Consultants

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



Economic Development

Ashland County

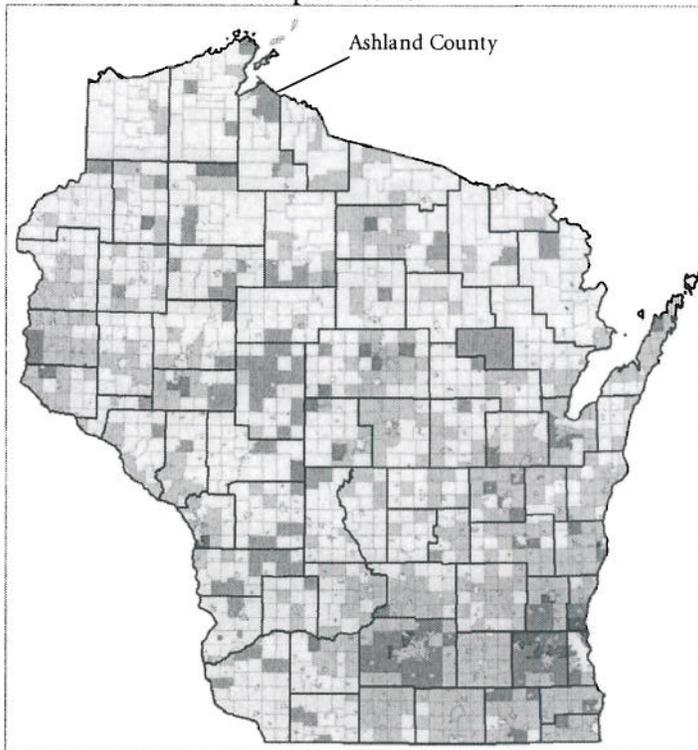
Introduction

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

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

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

Exhibit 1: Wisconsin Per Capita Income



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

Source: 2000 U.S. Census

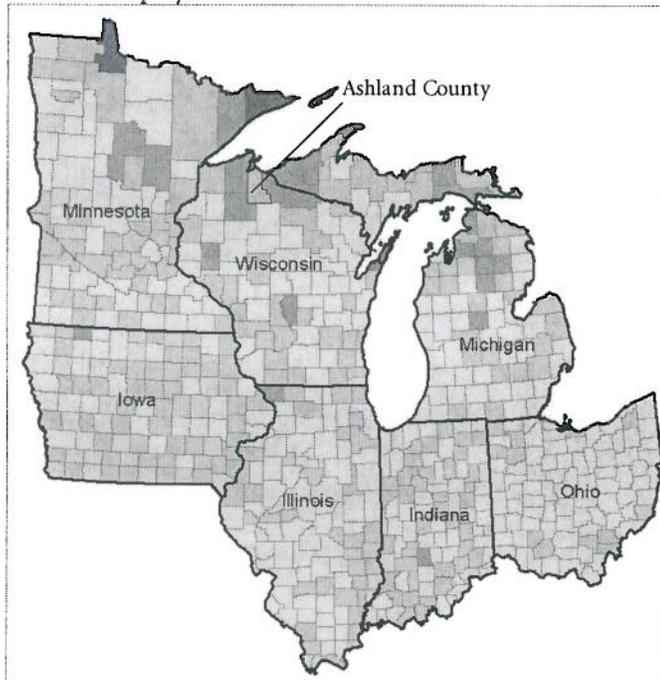
Background

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



The fastest growing industry in Ashland County is tourism. According to the 2000 census, Ashland County had 8.4 percent of total employment in the category of "Accommodation and Food Service." The map below shows how Ashland County compares to the other counties in the Midwest (Exhibit 2). The counties in red have more than the national average of 6.2 percent in accommodation and food service and the counties in blue are below the average. The graphic shows how important tourism is to the rural areas on the Great Lakes. Ashland County actually had more jobs in Accommodation and Food Service in 2000 than Bayfield and Iron counties, but Ashland also had a lot more employment in other categories like manufacturing.

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



Source: 2000 U.S. Census

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



Population and Labor Force

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

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

Population & Unemployment

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

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

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

Source: U.S. Census SF3: 2000



Economic Development

Ashland County

Household Income

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

Educational Attainment

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

Occupations

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

Table 2: Household Incomes: 2000

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

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

Table 3: Educational Attainment: 2000

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

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



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

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

Household Spending

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



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

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

Source: ESRI Business Information Solutions Community Information Database

Economic Base

Ashland County Primary Industry Groups

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

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

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

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

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

Source: U.S. Census County Business Patterns Database

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

Industry Sub-Categories

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



Economic Development

Ashland County

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

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

Source: U.S. Census County Business Patterns Database

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

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

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

Table 8: Employment by Individual Industries: 2001

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

Source: U.S. Census County Business Patterns Database



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Employment by Industry

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

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

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

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

Largest Employers in Ashland County

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



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Table 10: Largest Employers - Ashland County

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

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

State of Wisconsin Trends

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



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

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

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



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

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

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



Table 14: Declining Industries in Wisconsin: 2000 to 2010

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

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

Distribution Network

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

◆ Road

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

◆ Rail

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



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

- ◆ **Water**

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

- ◆ **Air**

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

Tourism

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

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

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



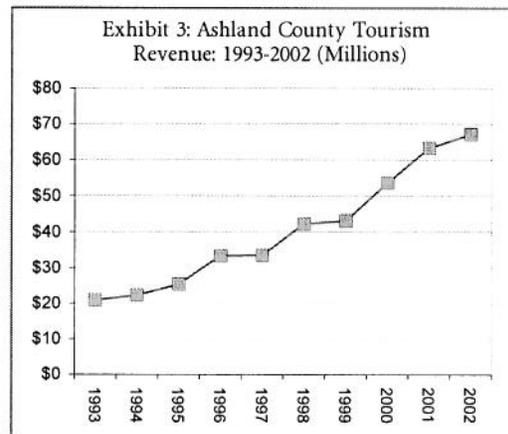
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the following amenities for tourists: 15 campgrounds, 271 campsites, 180 miles of hiking trails, 16 miles of mountain bike trails, 51 miles of cross country skiing trails, and 297 miles of snowmobile trails.

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

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



Recreational Trails

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

Hunting / Fishing

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

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

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

Commuting Patterns

Commute Type

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

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

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

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



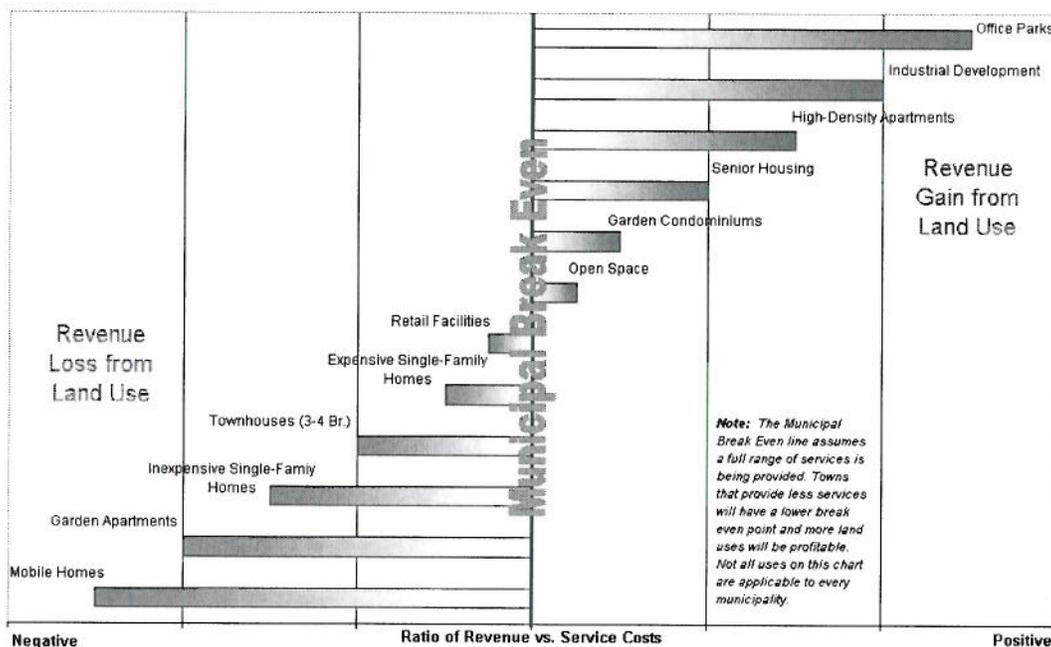
Destination County	Persons	Percent
Ashland Co.	6,559	85.5
Price Co. WI	519	6.8
Bayfield Co. WI	301	3.9
Douglas Co. WI	46	0.6
Sawyer Co. WI	37	0.5
St. Louis Co. MN	29	0.4
Iron Co. WI	20	0.3
Wood Co. WI	19	0.2
Gogebic Co. MI	19	0.2
Taylor Co. WI	16	0.2
Dane Co. WI	14	0.2
Fond du Lac Co. WI	10	0.1
St. Croix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

Land Values and Tax Base

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

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

Exhibit 4: Fiscal Hierarchy of Land Uses





Environmentally Contaminated Sites

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

– Wisconsin Department of Natural Resources

▪ Background

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



Former gas stations are common brownfields in rural areas.

▪ What Can Municipalities Do?

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

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

Regional, State, and Federal Economic Development Programs

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

Regional Programs

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



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Northern Wisconsin. Projects must create one job for every \$5,000 loaned. Eligible counties include Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn. Contact Info: Northwest Business Development Corporation, Mr. Bruce T. Davis, Executive Director, 715-635-2197.

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

State of Wisconsin Programs

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

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



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

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

Wisconsin Department of Transportation (WisDOT)

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

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



Federal Programs²

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

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



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economically distressed communities and investing in community development financial institutions.

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



Intergovernmental Cooperation

Ashland County

Introduction

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

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

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

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

Exhibit 1. Examples of Intergovernmental Cooperation	
♦ Transfer of territory (annexation, detachment)	♦ Joint ventures
♦ Sharing information, staff, resources, etc.	♦ Revenue sharing
♦ Communication	♦ Boundary agreements
♦ Consolidating services / trading services	♦ Areawide service agreement
♦ Areawide planning	♦ Joint use of a facility
♦ Special purpose districts serving multiple jurisdictions	♦ Cooperative purchasing

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

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



Intergovernmental Cooperation

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

Governmental Structure

Organizational Structure of the County

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

Local Units of Government

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

Surrounding Jurisdictions

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

Regional Governmental Bodies

Regional Planning Commission

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

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

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



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Special Purpose Districts

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



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



Intergovernmental Cooperation

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School District

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

Technical College District

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

State Agencies

Department of Natural Resources (DNR)

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

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



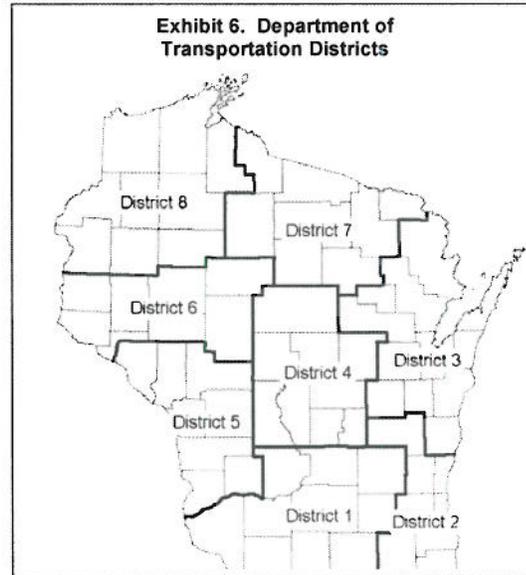


Intergovernmental Cooperation

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Department of Transportation

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



Department of Commerce

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

Department of Agriculture, Trade and Consumer Protection

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

Department of Revenue (DOR)

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

Department of Administration

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

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



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Wisconsin Emergency Management

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

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



Federal

U.S. Fish and Wildlife Service

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

Tribal Governments

Bad River Band of Lake Superior Tribe of Chippewa Indians

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

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



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

Interstate Agencies

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

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

Nongovernmental Organizations

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

Forward Wisconsin

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





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International Trade, Business and Economic Development Councils

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

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

Resource Conservation and Development Councils

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

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

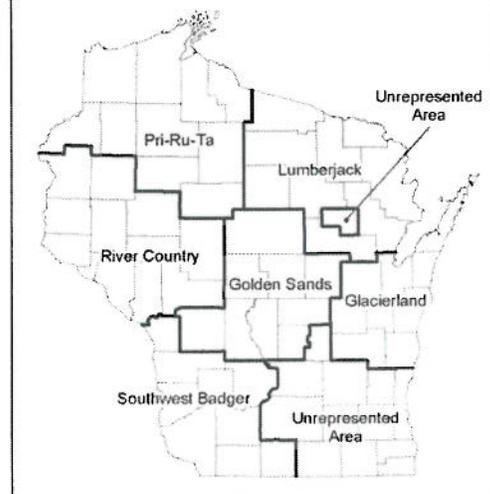
RC&D councils have broad authority to seek help from a variety of sources including federal or state agencies, local government, community organizations, and private industry. Help may be technical or financial assistance in the form of donations, loans, grants, or cost-sharing programs.

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

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

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

Exhibit 9. Resource & Conservation Development Councils in Wisconsin





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

Existing Intergovernmental Cooperation

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

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

Source: Intergovernmental Cooperation, Wisconsin Department of Administration

Stipulations and Orders

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

General Agreements

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

Municipal Revenue Sharing Agreements

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



Intergovernmental Cooperation

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Cooperative Boundary Agreements

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

Existing or Potential Areas of Conflict

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

Overview

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

Existing Land Use

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

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

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

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



Land Use Legend

-  Residential - Single Family
-  Residential - Multi-Family
-  Residential - Mobile Home
-  Commercial
-  Industrial
-  Institutional
-  Utility
-  Municipal
-  Park / Recreation
-  Mines
-  Quarry / Pit
-  Agriculture / Woodlands / Open Space
-  Transportation
-  Undeveloped / Forest
-  Water

Map Legend

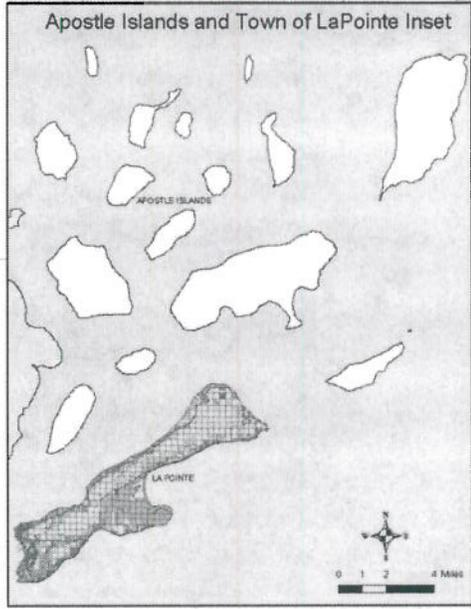
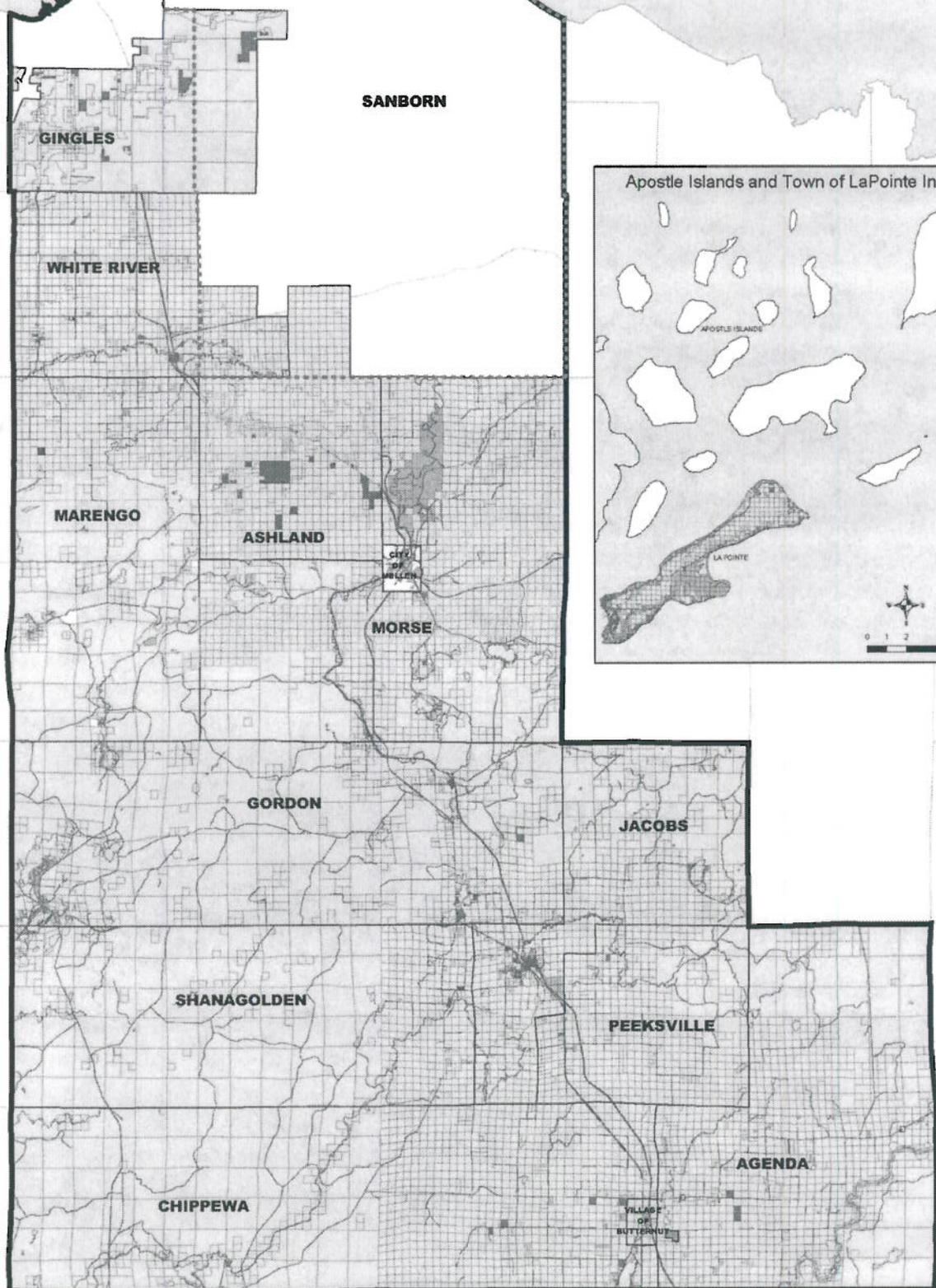
-  Municipal Boundaries
-  Ashland County Border

County Districts

-  Ashland
-  Chippewa
-  Gordon
-  LaPointe
-  Morse
-  Peeksville
-  White River



Scale: 1" = 1 Mile
 VERBOER
 CONSULTANTS



Land Supply and Demand

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

Waste Disposal and Contaminated Sites

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

To identify brownfield sites, the following sources were reviewed:

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

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

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



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



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

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

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

Table 3 lists EPA Superfund sites.

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

Source: EPA CERCLIS Database.

Opportunities for Redevelopment

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

Development Factors

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



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

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

Land Use Conflicts

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





Demographics

◆ Overview

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

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

◆ National and Statewide Demographic Trends

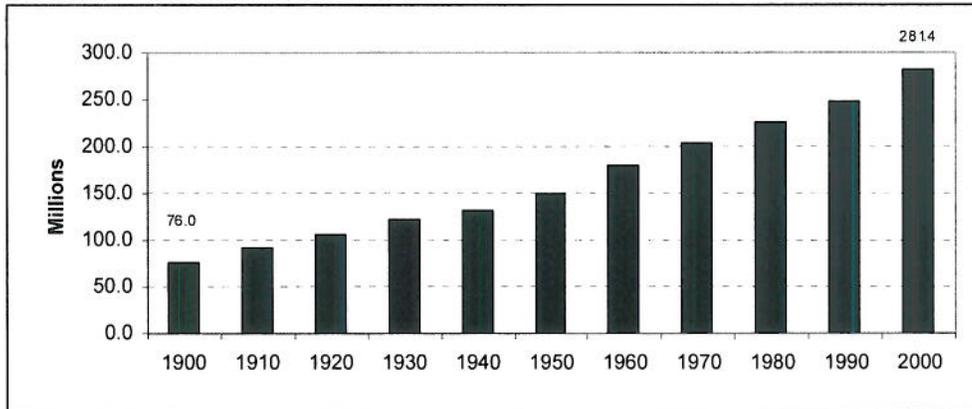
Before describing the historical population change in Ashland County, it is important to consider the larger picture by briefly looking at national and statewide demographic trends and shifts. As depicted in Exhibit 1, the population of the United States has increased steadily from its founding to the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

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

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

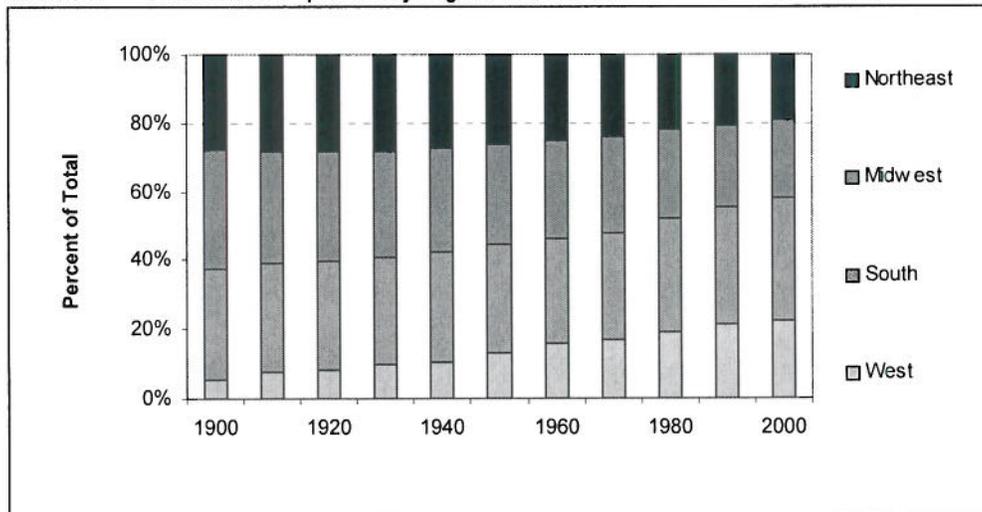


Exhibit 1. United States Population: 1900 to 2000



Source: Census Bureau

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

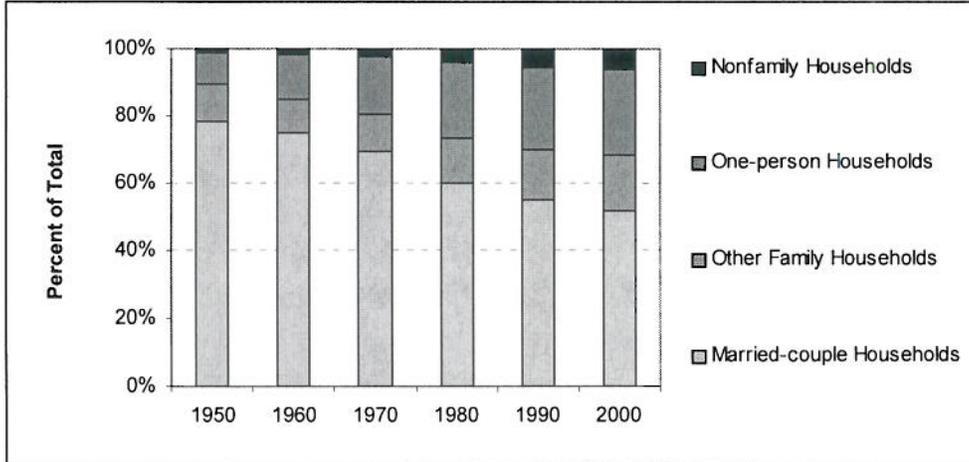


Source: Census Bureau

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

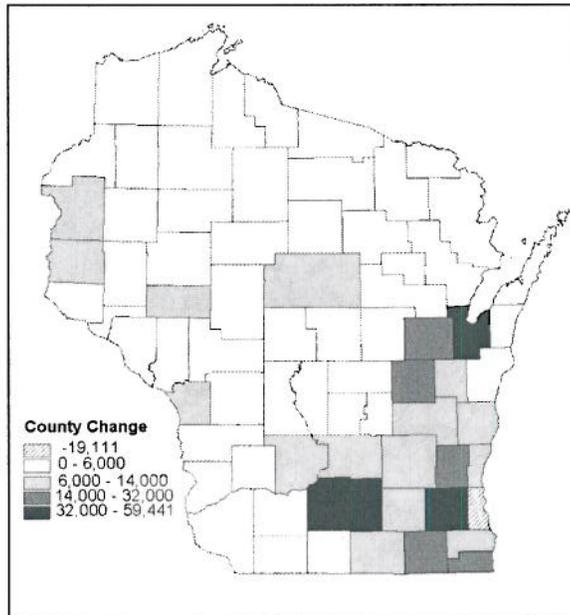


Exhibit 3. Households by Type; United States: 1950 to 2000



Source: Census Bureau

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



Source: Census Bureau

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

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

◆ **Regional Demographic Trends**

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

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



Demographics

Ashland County

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

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

Source: US Census 2000

◆ Age

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



Demographics

Ashland County

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

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

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

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

◆ Employment and Education Levels

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

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



Ashland County

*Comprehensive Plan: 2006 to 2025
Policy Document*

Prepared by Vierbicher Associates, Inc.



Acknowledgements

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Ashland County Board

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

Ashland County Zoning Committee

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

Countywide Oversight Committee

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



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Larry Hildebrandt, Director, Ashland County Zoning Department

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Vierbicher Associates, Inc.; Madison, Wisconsin



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A. Adoption Ordinance



Introduction

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Foreword

In 2002, all of the jurisdictions in Ashland County (with the exception of the City of Ashland) submitted a multi-jurisdictional grant application to the Wisconsin Land Council to help fund the preparation of comprehensive plans for each consistent with the new planning legislation adopted in 1999. The application was funded in 2003. The County hired Vierbicher Associates to assist with the countywide plan and plans for 15 of the 16 individual jurisdictions.

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

What is a Comprehensive Plan?

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

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

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

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



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How Will This Plan Be Used?

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

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

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

- | |
|--|
| <ul style="list-style-type: none"> ◆ official maps ◆ zoning of shorelands or wetlands in shorelands ◆ local subdivision regulations ◆ zoning regulations |
|--|

Source: §66.1001(3), Wis. Stats.

Public Participation and Adoption Process

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

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

Organization of Plan Documents

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

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

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

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

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

Plan Monitoring and Amendment

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

Community Survey

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

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



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Previous Local Planning Efforts

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

Statewide and Regional Plans

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

Exhibit 1-2. Statewide Plans: 1994 to 2004

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

◆ ◆ Community Vision & Plan Implementation

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Introduction

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

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

And it all starts with a clear vision.

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

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

Goals, Objectives, Policies, and Plan Implementation

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

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

Chapter Contents

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

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

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

Community Vision & Plan Implementation

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

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

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

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

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

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

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

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

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

Community Vision & Plan Implementation

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

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

Objectives:

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

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

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

Objectives:

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

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

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

Objectives:

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

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

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

Objectives:

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

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

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

Objectives:

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

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

Community Vision & Plan Implementation

Ashland County
Comprehensive Plan - Policy Document

Goal #6 - Cultural Resources:

Promote and preserve the County's cultural resource base.

Objective:

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

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

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

Objectives:

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

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

Community Vision & Plan Implementation

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

Objectives:

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

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

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

Objectives:

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

Community Vision & Plan Implementation

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

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

Objectives:

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

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

Community Vision & Plan Implementation

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

Objectives:

1. Keep the plan up-to-date.

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



Issues and Opportunities

Ashland County
Comprehensive Plan - Policy Document

Introduction

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

Chapter Contents

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

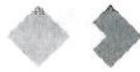
Issues can be emerging concerns or old unresolved problems. An issue could be addressed one time, never to reemerge for a long time. Or, an issue could never really go away and may always need attention. Issues could range from localized concerns to those that are more global and affect many communities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

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

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

Identification of Issues and Opportunities

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



Issues and Opportunities

*Ashland County
Comprehensive Plan - Policy Document*

Exhibit 3-1. Issues and Opportunities: 2005

Governance / Citizen Involvement

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

Tax Base

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

Demographics

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

Housing

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

Community Character

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

Transportation

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

Utilities and Community Facilities

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

Agriculture

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



Issues and Opportunities

Ashland County
Comprehensive Plan - Policy Document

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

Natural Resources

- ◆ Cumulative environmental impacts
- ◆ Air quality
- ◆ Surface water quality
- ◆ Ground water quality
- ◆ Flooding
- ◆ Stormwater
- ◆ Lack of, or improper, forest management on private lands
- ◆ Relationship with private, industrial forest landowners
- ◆ Loss of wetlands
- ◆ Development along shores of area lakes and rivers
- ◆ Development on steep slopes
- ◆ Public access to streams
- ◆ Access to sand and gravel deposits
- ◆ Biodiversity
- ◆ Iron ore extraction

Economic Development

- ◆ Lack of jobs in the Town
- ◆ Decline in local farm economy
- ◆ Decline in local forestry economy
- ◆ Growing opportunities for home occupations
- ◆ Comparatively low household income as compared to others in region
- ◆ Potential for ecotourism

Intergovernmental Cooperation

- ◆ Relationship with Bad River Band
- ◆ Competition for tax base growth with other jurisdictions in region
- ◆ Opportunities for intergovernmental cooperation
- ◆ Relationship with state and federal mandates

Land Use

- ◆ Encroachment of incompatible land uses
- ◆ Existing land use conflicts
- ◆ Zoning enforcement
- ◆ Inappropriate signage (size, location, etc.)
- ◆ Cell towers (location, height, appearance)
- ◆ Loss of rural character
- ◆ Scattered commercial uses
- ◆ Amount of land in public ownership (federal, state, county, local)
- ◆ High-voltage transmission lines (existing / planned)
- ◆ "Cost" of managing growth
- ◆ "Cost" of not managing growth
- ◆ Developing a mechanism to incorporate conservation subdivision design into more residential projects
- ◆ Management and use of forest land



Issues and Opportunities

*Ashland County
Comprehensive Plan - Policy Document*

Economic Development Approach

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

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



Plan-Based Forecasts

Ashland County
Comprehensive Plan - Policy Document

Introduction

This chapter presents each of the four 20-year forecasts that are fundamental to the preparation of this plan. The smart growth legislation requires that comprehensive plans be based on population forecasts over the 20-year planning horizon.¹ The anticipated population base can then be translated into the number of additional housing units that will be needed over the planning period to accommodate the anticipated population base. This same section of the legislation also requires a set of 20-year forecasts for employment. The final set of forecasts relates to future land use and arise out of the foregoing forecasts². The future land use plan must show additional land for development to accommodate the anticipated number of new households and to facilitate the addition of new employment opportunities.

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

Population Forecasts

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

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

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

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

¹ Wis. Stats. 66.1001(2)(a)

² Wis. Stats. 66.1001(2)(h)



Plan-Based Forecasts

Ashland County
Comprehensive Plan - Policy Document

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

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

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

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

(2) Estimate



Plan-Based Forecasts

Ashland County
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Housing Forecasts

Having established the anticipated number of additional residents, it is possible to forecast the number of housing units that will be needed to accommodate the growing population. As in intermediate step, the number of households was estimated by dividing the anticipated population living in a household by the average household size for each of the time periods. Nationally, the average household size has been on a steady downward trend for a number of decades. This trend is also evident throughout much of Wisconsin and in Ashland County. This means that even if the county's population did not grow, additional housing units would be needed to maintain the same population base to account for a smaller number of people living in each housing unit.

The number of housing units will exceed the number of households in that a certain share of the housing units will be vacant at any point in time. A unit may be vacant because it is not considered a primary residence, because it is for rent or for sale, or simply not occupied. The calculated number of housing units is also shown in Table 4-2.

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

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

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



Plan-Based Forecasts

Ashland County
Comprehensive Plan - Policy Document

Employment Forecasts

As shown on each of the future land use maps, land is allocated to accommodate new commercial and industrial enterprises. Using employment ratios based on acreage, the number of potential new jobs by type was calculated for each of the jurisdictions (Table 4-3). During the first five-year increment, it is anticipated that the land designated for commercial and industrial land uses could support 315 additional jobs in the unincorporated area of Ashland County.

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

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

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

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



Plan-Based Forecasts

Ashland County
Comprehensive Plan - Policy Document

Land-Use Forecasts

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

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

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

	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	2006 to 2025
Additional population ¹	506	574	669	776	2,525
Additional households	277	321	381	454	1,433
Additional housing units	634	768	979	1,237	3,618
Additional land (acres) ²					
Agriculture	80	305	305	305	995
Commercial	49	50	51	52	202
Industrial	30	32	33	34	129
Residential	5,283	5,838	6,340	7,156	24,617
Additional employment (jobs)	328	339	355	366	1,388

Notes:

1. The total population includes those living in an institutional setting and those living in households.
2. The amount of land needed for each of these uses includes public infrastructure. A factor was also applied to increase the supply of land to account for consumer choice.
3. Each number represents the sum of the corresponding cell from each of the municipalities' Plans in Ashland County, excluding the City of Ashland and Town of Sanborn.



Future Conditions

Ashland County
Comprehensive Plan - Policy Document

Chapter Contents	
◆	Introduction
◆	Future Land Use Plan
◆	Future Transportation Plan
◆	Future Utilities and Community Facilities

Introduction

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

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

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

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

Future Land Use Plan

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

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

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

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



Future Conditions

*Ashland County
Comprehensive Plan - Policy Document*

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

Future Transportation Plan

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

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

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

Future Utilities and Community Facilities

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



Future Conditions

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

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

Future Land Use: 2006 to 2025
 Ashland Co. Comprehensive Plan

Future Land Use

Residential - 1 acre parcels or less	Unutilized
Residential - greater than 1 ac., less than 10 ac parcels	Town of LaPointe, no land use plan
Residential - 10 acre parcels and greater	
Commercial	
Mixed use	
Government and institutional	
Industrial	
Town Center	
Public Resource land	
Agriculture	
Recreation	
Landfill	
Forest lands	
Water	

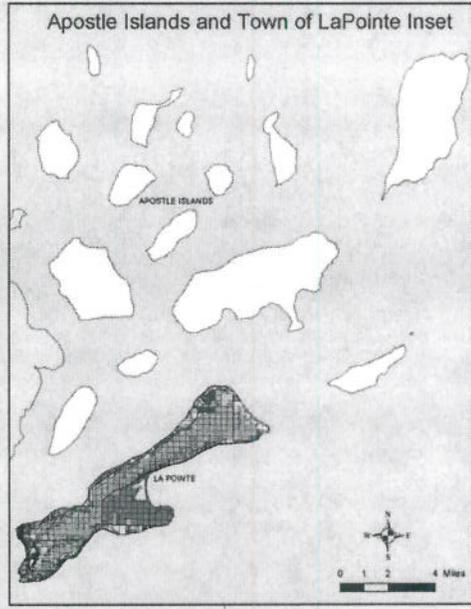
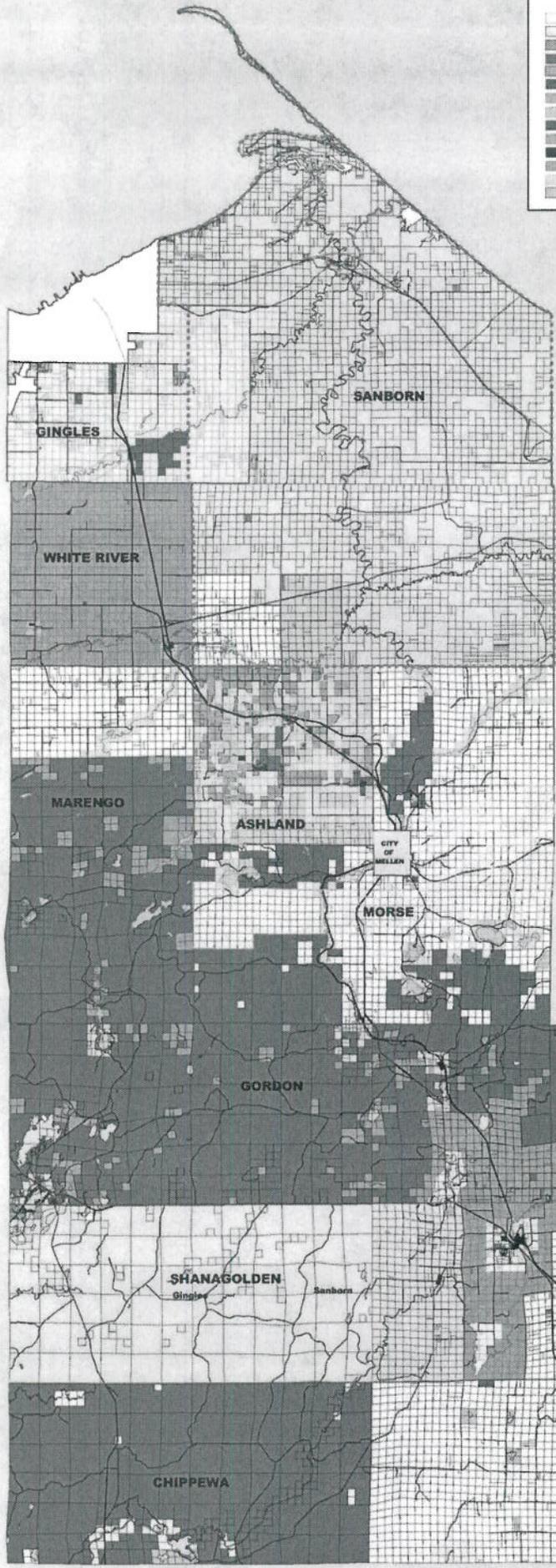
New Legend

Water	Water
Highway	Highway
Municipal boundary	Municipal boundary

Service Districts

Sanborn	Sanborn
Gingles	Gingles
White River	White River
Marengo	Marengo
Ashland	Ashland
Morse	Morse
Gordon	Gordon
Jacobs	Jacobs
Shanagolden	Shanagolden
Peeksville	Peeksville
Agenda	Agenda
Chippewa	Chippewa
Village of Wittenhot	Village of Wittenhot

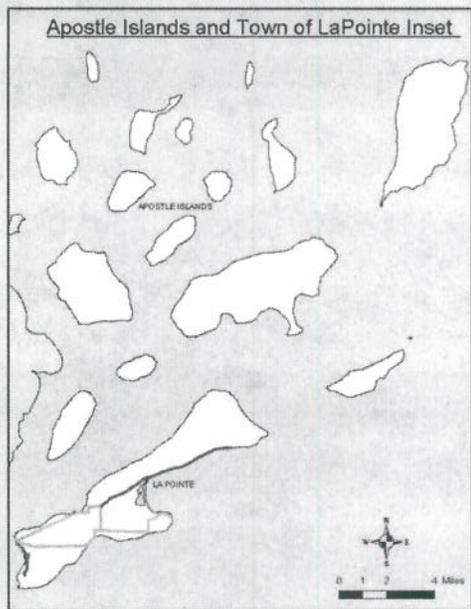
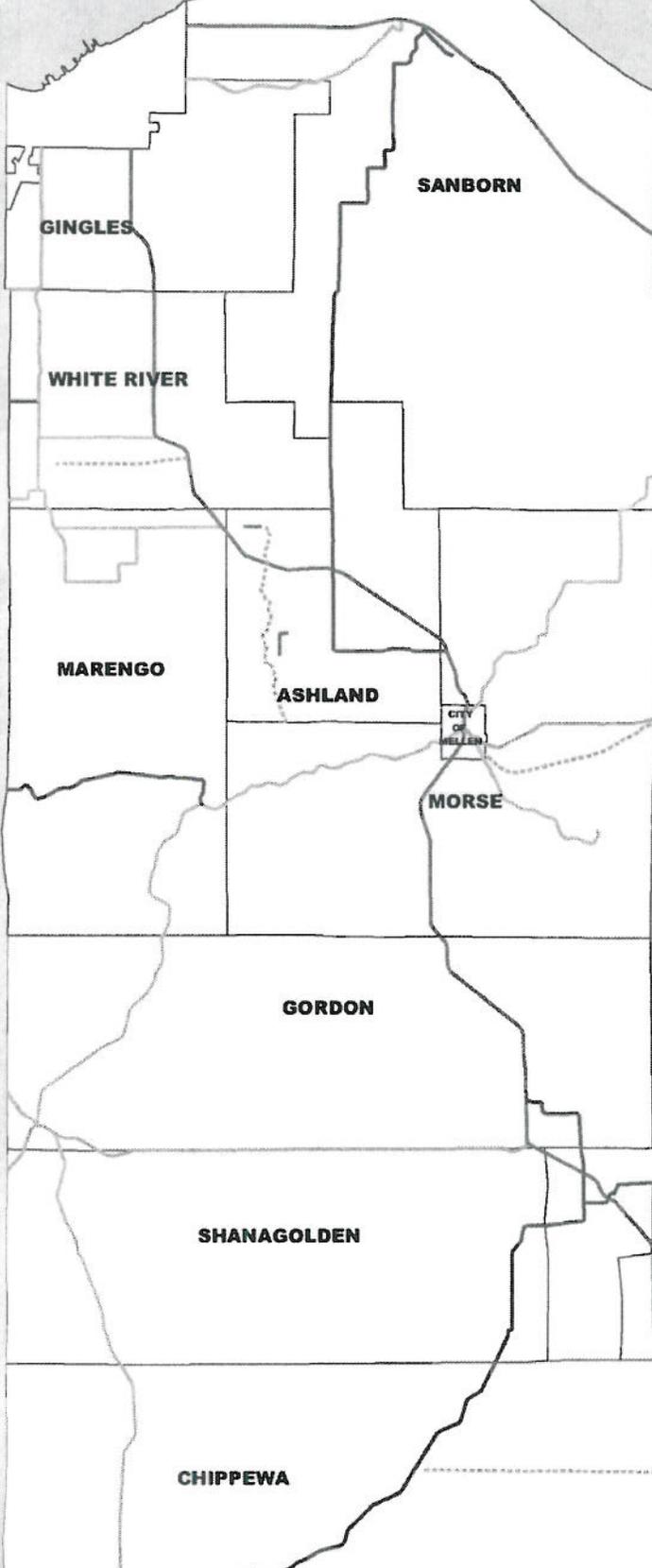
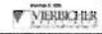
This map is prepared and intended as a guide to future land use. It is not intended to be used as a legal document. It is subject to change without notice. It is not intended to be used as a legal document. It is subject to change without notice.



Legend

- Principal Arterials - Other
- Minor Arterials
- Major Collectors
- Minor Collectors
- Rural Roads
- Proposed ATV / Offroad Trail

Map Legend
Township Boundary
Ashland County Border





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PART 1. GENERALLY

Section 1-1. Authority

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

Section 1-2. Applicability

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

Section 1-3. Severability

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

Section 1-4. Effective Date

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

Section 1-5. Development Expectations

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

PART 2. INTERPRETATION

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

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



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

Section 2-2. Responsibility for Interpretation.

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

PART 3. AMENDMENT

Section 3-1. Initiation

The following may submit an application for a plan amendment:

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

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

Section 3-2. Burden of Proof

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

Section 3-3. Application and Review Procedure



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1. *Submittal of Application.* The applicant shall submit a complete application to the county clerk along with the application fee if any (See Sections 3-4 and 3-6).
2. *Transmittal of Application to Land use and zoning committee.* The county clerk shall forward one copy of the application to each member of the land use and zoning committee.
3. *Preliminary Review.* The land use and zoning committee shall review the application at one of its regular or special meetings. No decision shall be made at this time.
4. *Interdepartmental/Agency Review.* The county clerk shall forward one (1) copy of the application to appropriate county personnel and department heads that could be directly affected by the proposed amendment.
5. *Land use and zoning committee Meeting.* Allowing for proper public notice, the land use and zoning committee shall conduct a meeting to review the application.
6. *Land use and zoning committee Recommendation.* The land use and zoning committee shall pass a resolution stating its recommendation to the county board to either:
 - a. deny the proposed amendment; or
 - b. approve the proposed amendment without revision; or
 - c. approve the proposed amendment with those revisions it deems appropriate, provided such revisions are related to the proposed amendment.A resolution recommending the amendment of the plan shall be by majority vote of the entire commission. The vote shall be recorded in the official minutes of the land use and zoning committee.
7. *Notification of Resolution.* If the land use and zoning committee adopts a resolution to not amend the comprehensive plan, the commission shall send a copy of the resolution to the county board. This action terminates the amendment process. If the land use and zoning committee adopts a resolution recommending amendment of the plan, the secretary of the land use and zoning committee shall forward a copy of the resolution and those sections of the plan containing the recommended amendments, along with an explanatory cover letter, to each of the following:
 - a. Bad River Public Library,
 - b. Vaughn Public Library,
 - c. Legion Memorial Library (Mellen),
 - d. Madeline Island Public Library,
 - e. Park Falls Public Library,
 - f. Town Clerk of each town within Ashland County,
 - g. City Clerk for the City of Ashland,
 - h. City Clerk for the City of Mellen,
 - i. Village Clerk for the Village of Butternut,
 - j. County Clerk for each of the following (1) Bayfield County, (2) Iron County (3) Sawyer County, and (4) Price County,
 - k. Bad River Band of Lake Superior Tribe of Chippewa Indians,



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

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

Section 3-4. Application Content.

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

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

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

Section 3-6. Application Fees.

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

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

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

Date	Ordinance Number	Description of Action
____, 2006		County board adopts a comprehensive plan to comply with Wisconsin's Smart Growth legislation.

**ORDINANCE NO. _____
ASHLAND COUNTY, WISCONSIN**

AN ORDINANCE TO ADOPT A COMPREHENSIVE PLAN

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

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

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

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

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

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

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

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

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

Adopted this ____ day of _____, 2006.

Attested:

County Board Chair

County Clerk

(Published/Posted): _____, 2006