

Ashland County Comprehensive Plan

Volume 1: Background Document

10-year review of the 2006
Ashland County Comprehensive
Plan, looking forward to 2036



ASHLAND COUNTY
LAND & WATER
CONSERVATION
DEPARTMENT

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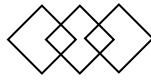


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Introduction

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Foreword

In 2002, all of the jurisdictions in Ashland County worked in concert to submit a grant to the Wisconsin Land Council to help fund the preparation of comprehensive plans for each consistent with the new planning legislation adopted in 1999. The application was funded in 2003. The County hired Vierbicher Associates to assist with the county-wide plan, and plans for 15 of the 16 individual jurisdictions. The plans were completed in 2005 and 2006. The county plan was adopted in November 2006. The comprehensive planning legislation requires a review of the plans at least every 10 years. To undertake a review the Ashland County Board Chairman appointed a committee in the summer of 2015 to review the plan and to also serve as the planning team for the County Farmland Preservation Plan development. The committee membership and staff support positions are listed in the acknowledgements.

Only a fraction of the funds available from the state for the original plan development were available in 2015 for plan review, so the county decided to conduct the review without hiring a consultant. The UW-Extension office updated the background documents and facilitated the process and the County Conservation staff created the updated maps and coordinated the Farmland Preservation planning. Two small grants, one from the Coastal Management program and the other from DATCP enabled the two offices to hire a couple LTE's to help with research and mapping. The committee worked throughout 2016 to complete the review and update.

Instead of completely rewriting the background documents it was decided to organize this volume as an addendum to the 2006 background documents. This volume includes updates of tables and charts with recent data updates such as 2010 census data or more current data when available. It also includes updated mapping, corrections to incorrect information in the 2006 document and additional information that was not included in the 2006 document that was deemed important to the overall planning effort. This document also includes web links and references for data and information whenever possible.

To get the full picture of each element in the county the reader should review this volume and the corresponding element chapter in the 2006 plan. An executive summary will select key data from the background documents and summarize the revised Goals, Objectives and Action Steps.

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

Chapter Contents

- ♦ Foreword
- ♦ What is a Comprehensive Plan?
- ♦ How Will This Plan Be Used?
- ♦ Organization of Plan Document
- ♦ Public Participation and Adoption Process
- ♦ Ashland County Locator Map



Introduction

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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.

How Will This Plan Be Used?

The future vision is depicted with maps showing future conditions and with goals, objectives, and policies. In an effort to make the implementation of the plan more realistic, Action Steps were identified, prioritized, assigned to responsible departments, committees or individuals and given a target date for implementation. Resources needed for implementation were also identified. *A process for annual review of Actions Steps was established.*

Organization of Plan Documents

Volume I, Background: Following the layout established with the 2006 Comprehensive Plan documents, the comprehensive plan revision for Ashland County consists of two documents. The first document is the background report addendum. 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
- ◆ Issues and Opportunities
- ◆ Plan Based Forecasts

Volume II, Vision & Goals: The second document in 2006 was referred to as the policy document. We've changed the chapters, moving a couple to the background volume and retitled this volume II the Vision, Goals and Objectives document. It focuses on future conditions including:

- ◆ Community Vision
- ◆ Goals, Objectives, and Action Steps
- ◆ Future Conditions

Collectively, the background document and vision document constitutes the comprehensive plan revision for the county.

Volume III, Farmland Preservation Plan: The Farmland Preservation Plan for the County was developed in 1982. Since it was over three decades old it was decided to completely rewrite it. The background information that supports the comprehensive plan update is very similar to the information needed for the Farmland Plan, so the two plans have references to,



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and complement each other. The Farmland Preservation Plan is incorporated into the County Comprehensive Plan as Volume III.

Data Consistency

Many different sources of information from many different years were used to update the 2016 Ashland County Comprehensive Plan and the Farmland Preservation Plan. Data is presented throughout both documents, but are found primarily within the Background Document (Volume 1) of the Comprehensive Plan and the Existing Conditions (Chapter 3) of the Farmland Preservation Plan (Volume 3). Because both plans were updated concurrently, efforts were made to resolve inconsistencies and reference data sources whenever possible. None the less, the reader will find differences between the plans and even within each document in some statistics (acres, miles, numbers, etc.) that could not be resolved. The exact statistics are not as important as the general depiction of the county in most cases. However, if inconsistencies between the Farmland Preservation Plan and the County Comprehensive Plan exist (maps and text), the Farmland Preservation Plan shall supersede and inconsistencies shall be resolved in favor of the Farmland Preservation Plan.

Public Participation & Adoption Process

At the begininng of this process, the County realized it needed to both review and update the 2006 Ashland County Comprehensive Plan and the County Farmland Preservation Plan. However, the level of financial support received to hire consultants for the 2006 document was no longer available. In cooperation with the Land and Water Conservation Department and UW-Extension, the county secured a modest amount of funding. This funding enabled the county to hire a couple LTE's. Their assistance along with county staff contributions and the Comprehensive Plan and Farmland Preservation Plan Committee work resulted in these documents.

The Comprehensive Plan and Farmland Preservation Plan Committee was appointed by the County Board on June 18, 2015. Members include: Charles Ortman, Jerry Teague, Pete Russo, George Mika, Donna Williamson, Joe Rose and Gary Mertig. The committee has met on a monthly basis, and alongside involved parties developed a plan for involvement of county citizens. The plan developed was contingent on the available budget and represents, in part, a more reduced process than in 2006. The following includes the different public participation strategies employed during the 2016 Comprehensive Plan and Farmland Preservation Plan update.

- ◆ All committee meetings were open to the public, were publically noticed, and agendas were sent to all munipicle clerks in the county
- ◆ Ashland County Agriculture, Land Use and Preservation Survey
 - 63 respondents
 - Aimed at agricultural landowners in Ashland County
- ◆ Three public meetings in the Town of Morse located centrally in Ashland County



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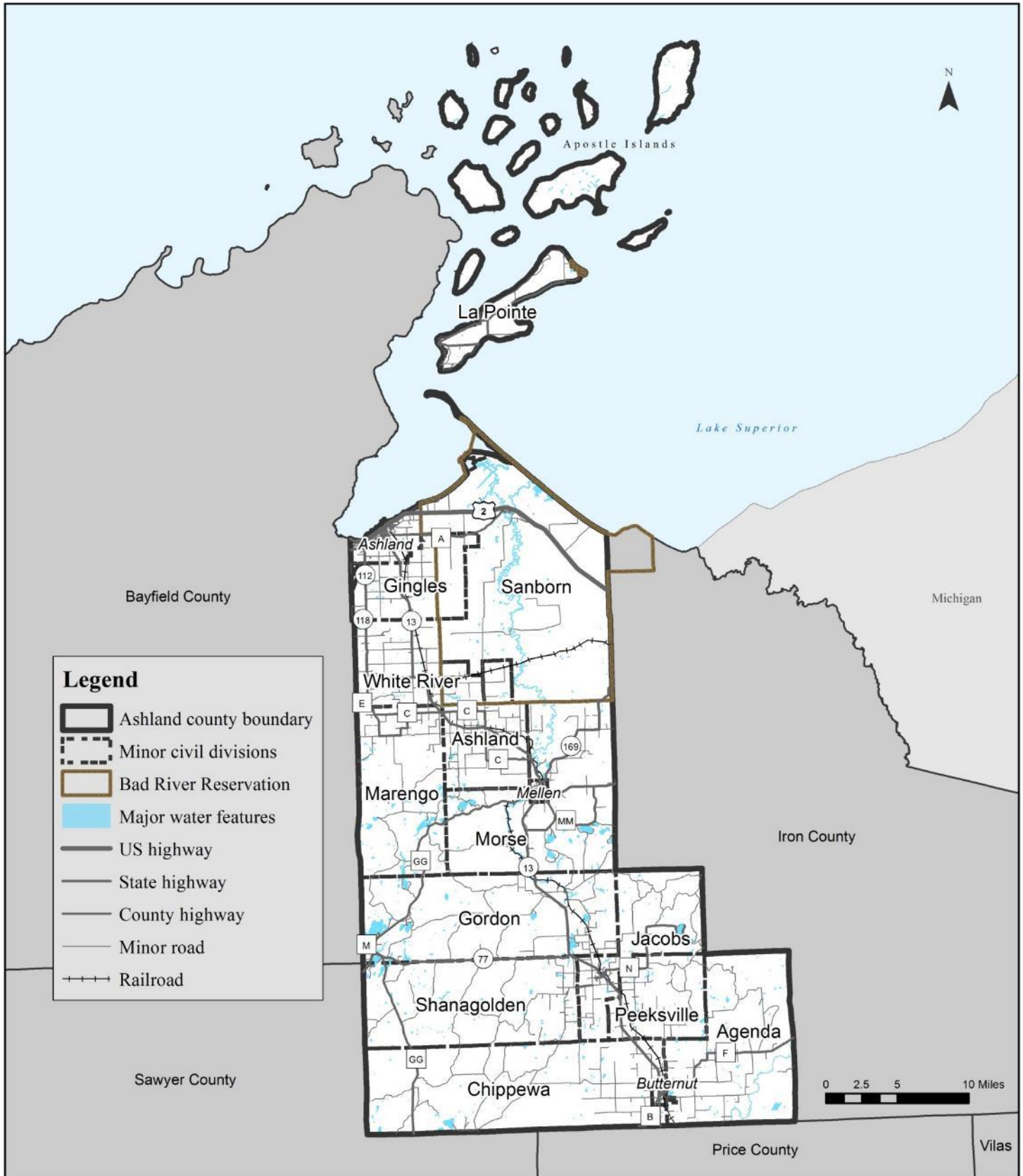
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- ◆ Webpage devoted to the planning process located on Ashland County UW-Extension's site (<http://ashland.uwex.edu/>)
 - Information on Wisconsin's Comprehensive Planning Law
 - Most-recent draft versions of the comprehensive plan
 - Opportunity for county citizens to provide feedback and ask questions about the comprehensive planning process
 - Information on Towns' progress in updating their comprehensive plans last completed in 2006
 - The 2006 plans from all municipalities in the county
 - Survey information
 - Public input opportunities
- ◆ Newspaper articles discussing the comprehensive planning process and how to provide citizen comments/feedback
- ◆ Individual Town Community Surveys were also shared with Ashland County Staff and were taken into consideration
- ◆ Staff attended several meetings and public input sessions conducted by the City of Ashland as part of their review of the city's Comprehensive Plan.
- ◆ An official public hearing to take input on the plans was held for September 20, 2016.
- ◆ The Plans were shared with the Department of Agriculture, Trade and Consumer Protections on September 30, 2016.
- ◆ The Plans were considered for adoption by the Ashland County Board of Supervisors at their December 15, 2016 meeting.

Ashland County Locator Map

The following page illustrates the geography of Ashland County (Map 1).

Map 1: Boundary of Ashland County



Funded in part by:



This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Ashland County is not responsible for any inaccuracies herein contained.

Created by:
Brittany Goudos-Weisbecker
Ashland Co. Land & Water Conservation Department
09/22/2016

Introduction ♦ ♦ ♦

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

Over two-thirds of Wisconsin households are homeowners¹ and it is likely that their home is their most valuable asset and largest investment. Appreciation in home value continues to be a major source of wealth in the United States, and nearly 60 percent of the net worth of the typical homeowner is equity in the home.²

However, while many Wisconsinites enjoy sound housing situations, others are struggling in varying degrees. According to Wisconsin's 2010-2014 *Consolidated Plan Needs Analysis*, Wisconsin households continue to face a growing shortage of safe, decent and affordable housing. Specifically, the number of houses and apartments that families with low-wage incomes can afford to rent is shrinking, burdening more families with high housing costs and threatening many with homelessness, according to a National Low Income Housing Coalition report entitled *Out of Reach 2014*.

Affordable housing is defined as when households pay no more than 30% of their income on gross housing costs including utilities.³ Cost-burdened households paying more than 30% of their income on housing are more likely to have to choose between food, health care, transportation, child care, and other critical needs.⁴

Chapter Contents

- ♦ Introduction
- ♦ Housing Overview in Ashland County
- ♦ Relevant Plans, Policies, Studies and Programs

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

¹ 2010 U.S. Census

² Wisconsin Realtors Association

file:///C:/Documents%20and%20Settings/kristy.paitl/My%20Documents/Downloads/10_Facts_Postcard_2011_print.pdf

³ HUD. https://www.huduser.gov/portal/glossary/glossary_a.html

⁴ 2010-2014 Consolidated Plan Needs Analysis

<http://www.doa.state.wi.us/documents/DOH/Conplan/conplan-needs-analysis.pdf>

Adequate and affordable housing brings with it both social and economic benefits. In addition to its importance for social reasons, housing plays a critical role in the state and local economies. It is likely that housing is the largest land use in the community and the community's largest capital asset. Housing is also a major source of revenue for local communities in the form of property taxes. The percentage of the county's assessed value that is attributable to housing will be shown in section 6, the economic development section of this document.

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

The term housing refers not only to owner-occupied housing, but also rental, cooperative, and condominium ownership arrangements. The term also refers not only to single family detached units but also multi-family units, duplexes, townhouses, manufactured homes, and accessory apartments,⁵ which offer independent apartment living as an accessory to single-family homes.

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

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

Housing Overview in Ashland County ◆◆◆

The median housing value in the County was \$60,400 in 2000 and has risen to \$107,400 in 2013. Homes on the market in towns within the County range from under \$20,000 in several towns to a high end home for \$1,100,000 in the Town of La Pointe. List prices for land in Ashland County are currently ranging from \$6,000 for 20 acres in the Town of Ashland, to \$56,000 for 40 acres in Mellen, to \$1,100,000 for 66 acres in the Town of La Pointe⁶. These prices will vary depending on the size and condition of the homes as well as on the

⁵ Housing Wisconsin: A Guide to Preparing the Housing Element of a Local Comprehensive Plan. March 2000. UW-Extension.

⁶ <http://www.homes.com/for-sale/ashland-county-wi/p36/?orderby=price%20asc>

location and amenities of the land. Town and City plan reviews may do a more in depth look at real estate in their jurisdictions.

Number of Housing Units

The 2010 Census indicates that there are 9,656 housing units in Ashland County.⁷ This figure compares to 8,883 in 2000 and 8,371 in 1990. Table 1 illustrates housing trends in the Ashland County region over the period from 1990 to 2010. The figures indicate that residential growth in the county is generally lower than that of the state levels. The increase from 1990 to 2000 shows an average of about 80 new homes a year and from 2000 to 2010 shows an annual increase of about 77 homes. This dropped off significantly after the recession of 2007-2009. County zoning office numbers indicate that the last few years have seen only 15 to 20 new homes per year built in the county. These numbers are significantly lower than those predicted in the 2006 plans.

Table 1: Number of Housing Units			
	1990	2000	2010 ⁸
State of Wisconsin	2,055,774	2,321,144	2,633,330
Ashland County	8,087	8,883	9,656
Agenda, Town	309	328	368
Ashland, Town	245	277	340
Ashland, City	3,449	3,777	3,864
Butternut, Village	200	220	214
Chippewa, Town	287	280	333
Gingles, Town	232	273	328
Gordon, Town	359	397	444
Jacobs, Town	488	507	546

⁷ 2010 U.S. Census

Source U.S. Census Bureau: State and County QuickFacts. Data derived from Population Estimates, American Community Survey, Census of Population and Housing, State and County Housing Unit Estimates, County Business Patterns, Nonemployer Statistics, Economic Census, Survey of Business Owners, Building Permits

Last Revised: Friday, 29-May-2015 11:39:56 EDT

⁸ <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk>

La Pointe, Town	586	692	866
Marengo, Town	154	191	234
Mellen, City	445	436	428
Morse, Town	304	380	401
Peeksville, Town	115	125	145
Sanborn, Town	432	531	584
Shanagolden, Town	184	157	206
White River, Town	298	312	355

Source: US Census Bureau, Census 2010 GCT-PH1

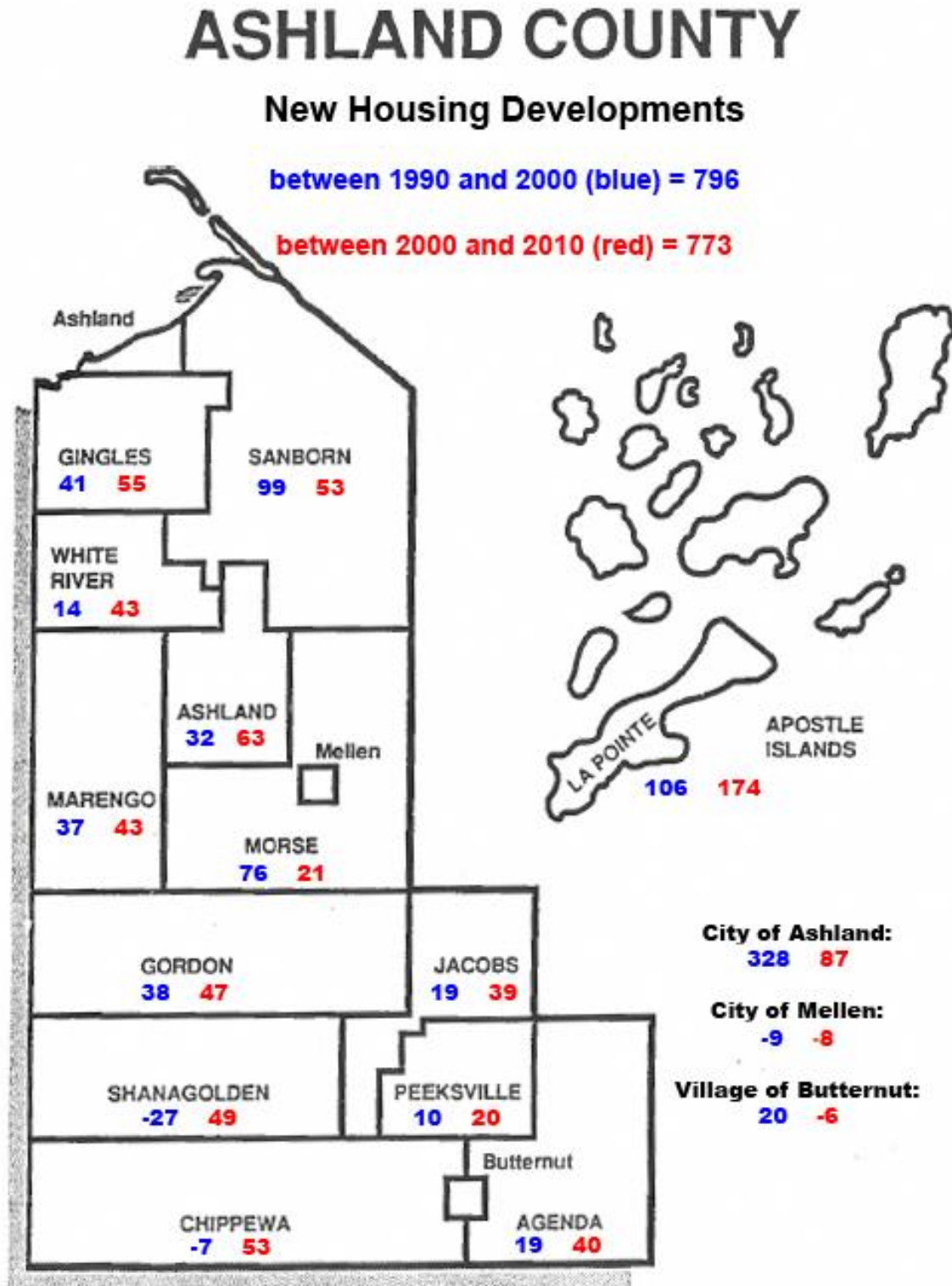
New Housing Developments

Exhibit 1 shows the number of added or lost housing units in each municipality for the periods 1990 to 2000 and 2000 to 2010. With the information from the county zoning office (Table 2) that new housing growth slowed significantly since 2009, coupled with the census data that the county lost population from 2000 to 2010, the impact of new housing starts on county land use is not a very big issue in most parts of the county. From 2000 to 2010 most of the municipalities, with the exception of La Pointe and Ashland city, averaged under 5 new homes per year and that number has dropped since 2010 (Table 2).

Table 2: Building Permit Applications – Ashland County Townships, Cities and Villages											
	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016*
Town of Agenda	5	7	11	5	0	3	0	1	3	2	1
Town of Ashland	10	7	4	5	5	6	0	2	2	4	2
Town of Chippewa	6	6	7	8	5	4	0	0	2	4	1
Town of Gingles	4	10	8	1	2	2	4	1	1	1	2
Town of Gordon	18	2	6	2	5	3	1	7	2	1	2
Town of Jacobs	4	6	7	3	3	0	3	2	1	1	0
Town of LaPointe	16	10	3	7	1	2	2	1	3	1	0
Town of Marengo	3	7	5	1	2	5	4	5	0	7	2
Town of Morse	6	8	11	5	9	6	3	1	4	2	0
Town of Peeksville	3	1	2	1	3	3	1	1	0	1	1
Town of Sanborn	3	2	0	2	1	0	0	1	0	0	2
Town of Shanagolden	3	3	3	5	5	3	0	0	0	1	0
Town of White River	8	10	9	5	5	8	6	5	11	1	4
City of Ashland	12	9	3	5	4	3	1	6	2	1	2
City of Mellen	0	0	0	0	0	1	0	0	2	0	1
Total	101	88	79	55	50	49	25	33	33	27	20

Source: Ashland County Zoning Department *as of August, 19 2016, City of Ashland *as of August, 1 2016, City of Mellen Town Clerk *as of August 24, 2016

Exhibit 1:



Housing Types

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

Table 2: Units in Housing Structure in 2010		
Housing Type	Number	Percent
1-unit detached	6,836	71.4%
1-unit attached	71	0.7%
2 units	530	5.5%
3 or 4 units	279	2.9%
5 to 9 units	276	2.9%
10 to 19 units	181	1.9%
20 or more units	294	3.1%
Mobile Home	1,105	11.5%
Boat, RV, Van, Etc.	0	0.0%
TOTAL	9,572	100

Source: 2006-2010 American Community Survey

Tenure

Table 3 shows that about 69.7 percent of the county's housing stock is owner-occupied while renters occupy approximately 30.3 percent of the units. Vacant units represent almost 30.2 percent of the housing units, with seasonal homes accounting for the majority of these 'vacancies'. A number of factors influence tenure patterns including age and household income. The owner occupied and renter occupied percentages have remained quite stable since 1990 while the vacant units has increased in proportion to the increase in the number of seasonal homes.

Table 3: Housing Occupancy						
Tenure	1990	% (1990)	2000	% (2000)	2010	% (2010)
Owner Occupied	4416	70.6	4751	70.7	6,736	69.7
Renter Occupied	1839	29.4	1967	29.3	2,039	30.3
Vacant Units	2116	25.3	2165	24.4	2920	30.2
For seasonal, recreational, or occasional use	1442	17.2	1646	18.5	2284	23.7
Total Units	8371	100	8883	100	9656	100

U.S. Census Bureau, Census 2000 Data Set SF-1, Census 1990 Data Set STF-1
2010 Census Summary File 1

Ashland County Housing Sales Statistics by Quarter

Sales estimates for the state are provided by the National Association of REALTORS®, which seasonally adjusts quarterly sales figures. All county figures on sales volume and median prices are compiled by the WRA and are not seasonally adjusted. Median prices are only computed if the county recorded at least 10 home sales in the quarter. Beginning in

2010, all historical sales volume and median price data at the county level have been re-benchmarked using the Techmark system, which accesses MLS data directly and in real time.

Exhibit 2:

Number of Home Sales

	Q1	Q2	Q3	Q4	YTD
2005	39	66	73	64	242
2006	46	73	75	57	251
2007	48	84	68	28	228
2008	25	33	58	40	156
2009	22	29	44	37	132
2010	21	45	34	33	133
2011	27	39	47	25	138
2012	31	61	34	32	158
2013	34	37	43	38	152
2014	17	42	55	47	161
2015	23	47	58	30	158



Median Price

	Q1	Q2	Q3	Q4	YTD
2005	\$68,000	\$89,750	\$82,500	\$87,000	\$82,900
2006	\$79,500	\$78,000	\$85,000	\$85,000	\$82,000
2007	\$88,070	\$86,250	\$90,000	\$73,000	\$86,200
2008	\$80,000	\$95,000	\$110,000	\$92,750	\$95,000
2009	\$92,500	\$53,500	\$89,500	\$124,500	\$93,250
2010	\$92,500	\$91,000	\$90,000	\$91,000	\$90,000
2011	\$60,000	\$79,000	\$79,900	\$72,000	\$79,000
2012	\$64,901	\$115,000	\$93,750	\$73,000	\$87,750
2013	\$79,950	\$72,500	\$92,000	\$95,000	\$84,750
2014	\$55,000	\$85,000	\$87,000	\$97,500	\$86,000
2015	\$64,000	\$78,000	\$93,000	\$60,000	\$76,000

Source: Wisconsin Realtor Association

Housing Values and Rental Rates

Change in median home price is an indicator of housing demand as is the distribution of housing values relative to income levels. The latter helps us understand whether or not housing prices match people's ability to pay. As the data in Table 4 illustrates, housing values as well as contract rent levels have generally increased over the last three decades. Rental rates seem to be rising fairly quickly in most sections of Ashland County, although in a few cases they have stayed stable, or have even dropped a small amount. The increases in rental costs have increased in most municipalities at a rate above inflation. In Gingles and Marengo specifically, rental cost increases seem excessive. This may be based on faulty census data and/or will need further research to understand. Nationally, studies show that housing cost is rising faster than income.

Table 4: Median Housing Values (MHV) and Median Contract Rent (MCR) Levels						
	1990 MHV	2000 MHV	1990 MCR	2000 MCR	2010 MHV	2010 MCR
State of Wisconsin	\$62,500	\$112,200	\$331	\$473	\$167,100	\$596
Ashland County	\$37,300	\$60,400	\$217	\$317	\$107,400	\$420
Agenda, Town	\$48,900	\$78,500	\$150	\$250	\$144,400	\$417
Ashland, City	\$38,500	\$64,000	\$242	\$410	\$104,800	\$454
Ashland, Town	\$37,500	\$57,000	\$200	\$250	\$111,300	\$422
Butternut, Village	\$31,300	\$48,900	\$170	\$263	\$68,900	\$408
Chippewa, Town	\$43,200	\$76,700	\$138	\$375	\$153,700	-
Gingles, Town	\$45,000	\$78,100	\$213	\$394	\$181,100	\$619
Gordon, Town	\$38,300	\$53,800	\$169	\$200	\$170,200	-
Jacobs, Town	\$29,000	\$39,200	\$167	\$216	\$69,700	\$422
La Pointe, Town	\$63,800	\$165,000	\$275	\$275	\$187,500	-
Marengo, Town	\$46,300	\$63,000	\$225	\$113	\$168,500	\$763
Mellen, City	\$24,900	\$39,600	\$163	\$219	\$53,400	\$336
Morse, Town	\$43,100	\$75,800	\$150	\$225	\$146,400	\$325
Peeksville, Town	\$40,000	\$80,000	\$325	\$425	\$153,400	-
Sanborn, Town	\$35,000	\$49,300	\$99	\$164	\$75,000	\$179
Shanagolden, Town	\$36,700	\$70,000	\$238	\$275	\$120,500	-
White River, Town	\$43,000	\$65,000	\$175	\$310	\$124,500	\$467

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

Income

According to 2010 Census figures, the median household income in Ashland County is \$38,550. The median owner-occupied housing value is \$103,000. The distribution of income is provided in Table 7.

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

Table 5: Income Needed to Afford Fair Market Rent				
Location	One Bedroom	Two Bedrooms	Three Bedrooms	Four Bedrooms
Ashland County	\$16,320	\$20,040	\$25,720	\$33,360

Source: National Low-Income Housing Coalition (NLIHC)

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

Table 6: 2015 Fair Market Rent by Number of Bedrooms					
Location	Efficiency	One Bedroom	Two Bedroom	Three Bedroom	Four Bedroom
Ashland County	\$408	\$501	\$643	\$829	\$859
Wisconsin	\$529	\$632	\$807	\$1,075	\$1,178

Source: National Low-Income Housing Coalition

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

Assumptions:

Household income	=	\$38,550 (median income in Ashland County)
Median home value	=	\$107,400 (median home value in Ashland County) ⁹

⁹ 2010 US Census

Monthly household payment for a median valued home including mortgage – principle and interest, property taxes, insurance = \$750. (does not include utilities, phone, cable, etc.)

$$\$750 \times 12 \text{ (months)} = \$9,000$$

$$\$9,000 \text{ (annual payment)} / \$38,550 = 23 \text{ percent of total household income.}$$

This example indicates that a family in Ashland County earning the median family income could reasonably afford a median priced home. Current low mortgage rates are an important component of this ability.

Table 7: Ashland County Households by Income

	Number	Percent
Less than \$10,000	621	9.4
\$10,000 to \$14,999	694	10.5
\$15,000 to \$24,999	950	14.4
\$25,000 to \$34,999	934	14.1
\$35,000 to \$49,999	911	13.7
\$50,000 to \$74,999	1429	21.6
\$75,000 to \$99,999	614	9.3
\$100,000 to \$149,999	316	4.8
\$150,000 to \$199,999	84	1.3
\$200,000 or more	59	0.9
Total	6612	100

Source: 2006-2010 American Community Survey 5-Year Estimates U.S. Census

In Ashland County there are three agencies that assist citizens with housing related issues. They particularly assist low income, elderly and disabled citizens. They are the Ashland County Housing Authority, the City of Ashland Housing Authority, and the Bad River Housing Authority.

Ashland County Housing Authority

<http://ashlandcountyhousingauthority.org/>

The Ashland County Housing Authority was established in 1977. They currently serve 6 counties including Ashland, Bayfield, Douglas, Iron, Vilas, and Oneida County.

Programming includes public housing, weatherization, Voucher Choice Program, Homebuyer and Rehabilitation Program, Neighborhood Stabilization Program, emergency furnaces, and is the administrator for Bayfield Electric's "Commitment to Community Program".

City of Ashland Housing Authority

<http://cityofashlandhousing.org/>

The City of Ashland Housing Authority administers a wide variety of housing programs available for people in need of affordable housing. Projects include: Bay Tower, Bay Ridge, Bay Haven, Bay Terrace, and 45 family homes, as well as the Section 8 (rental assistance).

Bad River Housing Authority

<http://www.badriver-nsn.gov/tribal-operations/housing-a-reality/housing-authority>

Bad River Housing Authority's mission is to develop, operate, maintain and provide affordable housing while also enhancing the quality of life through offering various educational and supportive service opportunities for families of the Bad River Tribal Community.

Housing Stock

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

Table 8: Housing Characteristics		
	2000	2010
Total Housing Units	8883	9,594
Average family size	3.01	2.29
Average household size	2.39	2.27
Owner Occupied	4751 (70.7%)	6736 (69.7%)
Renter Occupied	1967 (29.3%)	2039 (30.3%)
Seasonal	1646 (18.5%)	2284 (23.7%)
Vacant	2165 (24.4%)	2920 (30.2%)
Median Housing Value	\$ 60,400	\$107,400
Median Contract Rent	\$ 372	\$510

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

Table 9: Age of Housing Stock		
2010		
	Units	Percent
Built 2005 or later	186	1.90%
Built 2000 to 2004	492	5.10%
Built 1990 to 1999	1,109	11.60%
Built 1980 to 1989	958	10.00%
Built 1970 to 1979	1,696	17.70%
Built 1960 to 1969	672	7.00%
Built 1950 to 1959	688	7.20%
Built 1940 to 1949	454	4.70%
Built 1939 or earlier	3,317	34.70%
Total	9,572	100

Source 2006-2010 American Community Survey 5-Year Estimates

Housing for Special Populations

In addition to typical housing units, the housing needs of special populations, needs to be evaluated including the elderly, homeless and those needing supportive services. Highlighted below are important statistics regarding the aging of Wisconsin's population and the need for long-term care (Exhibit 3 and Table 10).

Exhibit 3: A Snapshot of Wisconsin's Aging Population

- ♦ In 2020, 1 in 6 people will be age 65 or older.
 - ♦ 80 percent of the adult long-term care population are over 65 years of age.
 - ♦ About 11 percent of state residents 65 and older have long-term support needs that would allow them to receive care in a nursing home.
- As one ages, the need for long-term care becomes more important:
- ♦ 3 percent of those 65 to 74 years old need comprehensive long-term care
 - ♦ 11 percent of those 75 to 84 years old need comprehensive long-term care
 - ♦ 39 percent of those 85 and older are estimated to be in need of nursing home level of care

Source: Wisconsin Department of Health & Family Services

Table 10: Ashland County: April 1, 2010 Population

Age Group	Males	Females	Total	Percent Change from 2000
0-14	1,600	1,499	3,099	-10%
15-19	615	521	1,136	-25%
20-24	570	551	1,121	-7%
25-29	473	475	948	11%
30-34	465	443	908	-8%
35-39	414	392	806	-33%
40-44	486	458	944	-27%
45-54	1,226	1,264	2,490	15%
55-64	1,078	1,060	2,138	43%
65-74	663	644	1,307	6%
75-84	350	501	851	-15%
85+	142	267	409	-9%
Total	8,082	8,075	16,157	-4%

Source: Wisconsin Department of Health Services

Table 11 lists the various types of special housing and provides a short description of each. The following sections talk about these housing types in more detail and the extent to which they are available around the County.

Table 11: Types of Special Housing in Wisconsin

	General Description	Wisconsin	
		Facilities	"Beds"
Nursing home	A nursing home is a facility providing 24-hour services, including room and board, to 3 or more unrelated persons, who require more than 7 hours a week of nursing care.	411	44,319
Facility for the Developmentally Disabled (FDD)	A FDD is facility licensed to treat residents who are developmentally disabled, primarily due to mental retardation or cerebra palsy.	1,595	6,178
Adult Family Home (AFH)	An AFH is a place where up to four adults who are not related to the operator reside and receive care, treatment or services that are above the level of room and board and that may include up to seven hours per week of nursing care per resident. Counties certify AFHs with one and two beds and the state certifies those with three to four beds.	1,696	6,576
Community Based Residential Facility (CBRF)	A CBRF is a place where five or more adults, who are not related to the operator or administrator, and who receive care above intermediate level nursing care, reside and receive care, treatment of services that are above the level of room and board, but includes no more than three hours of nursing care per week per resident.	1,511	27,218
Residential Care Apartment Complex (RCAC)	A RCAC is a place where five or more adults reside in individual apartment units and where not more 28 hours per week of supportive services, personal assistance, and nursing services.	311	14,218

Source: Wisconsin Department of Health and Family Services

Nursing Homes

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

In Ashland County, there are 3 nursing homes with a total capacity of 256 beds. Two are located in the City of Ashland and the other is located in Mellen. Table 12 shows the nursing home capacity and November 2015 occupancy.

Table 12: Nursing Homes in Ashland County: 2015

		Bed Capacity	Residents
Ashland Health/Rehabilitation Center	1319 Beaser Ave, Ashland	Licensed 117 Capped at 72	56
Court Manor Health/Rehabilitation	911 3 rd St. West, Ashland	Licensed 105	71
Mellen Manor	450 Lake Drive, Mellen	Licensed 34	22
Total		Licensed 256	149

Source: Wisconsin Department of Health and Human Services, Phone calls November 2015.

Assisted Living Facilities

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

- ♦ **Adult Family Homes (AFHs)** During 2002, there were 693 AFHs throughout the state with a total capacity for over 2,600 individuals. While AFHs serve a wide range of clients, the three largest groups are those with disabilities, those with mental illness, and those with physical disabilities.
- ♦ **Community Based Residential Facilities (CBRFs)** In terms of those served, CBRFs serves the second largest number of state residents requiring special housing options. More than 87 percent of all CBRFs are relatively small (less than 20 beds). The elderly make up the largest group served by CBRFs followed by those with Alzheimer's/irreversible dementia. Table 13 shows the CBRF's in the region.

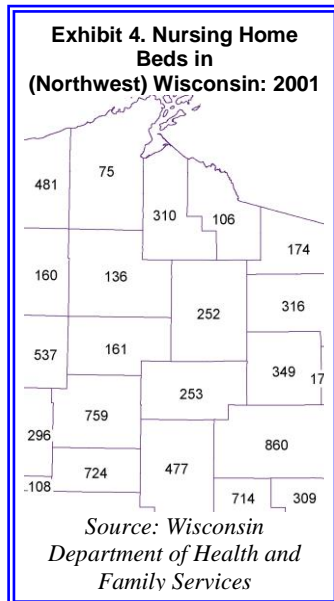


Table 13: Community Based Residential Facilities in Ashland County 2015

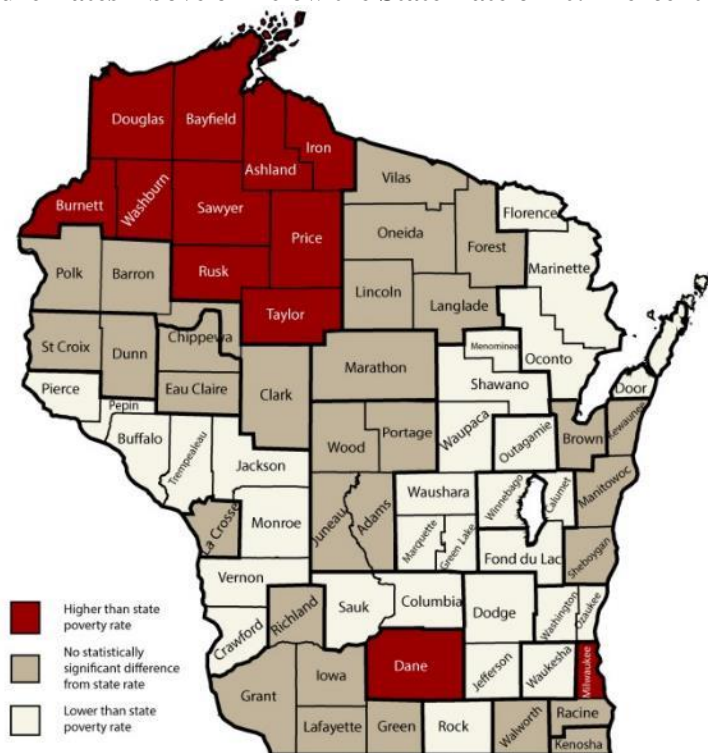
		Bed Capacity
BIRCH HAVEN SENIOR LIVING BEARS HOLLOW	1019 15TH AVE W, ASHLAND, WI 54806	17
BIRCH HAVEN SENIOR LIVING EAGLES RIDGE	224 22ND AVE W, ASHLAND, WI 54806	8
BIRCH HAVEN SENIOR LIVING TIMBERS EDGE	1500 10TH ST W, ASHLAND, WI 54806	15
BIRCH HAVEN SENIOR LIVING FALCONS CREST	218 22ND AVE W, ASHLAND, WI 54806	15
Total		55

Source: Wisconsin Department of Health and Human Services

Homelessness

There are an estimated 20,000 homeless individuals any given day in Wisconsin; the majority of those persons are young children.¹⁰ Homelessness is a topic that was not addressed in the 2005 housing section of this document. Accurate data is difficult to find for homelessness in the county. In 2015 a group formed in Ashland to advocate for more assistance for the homeless. The following tables and information regarding the state of homelessness in Wisconsin provide some background for discussing this issue.

Exhibit 5: Wisconsin Counties and Multicounty Areas with 2012 Wisconsin Poverty Measure Rates Above or Below the State Rate of 10.2 Percent



Source: Institute for Research on Poverty, University of Wisconsin–Madison

As depicted in Exhibit 5, the poverty rate in Ashland County, and many of the surrounding counties, is higher than Wisconsin's poverty rate. Despite a general decline/stagnation of the poverty rate in many counties in Wisconsin, the poverty rate in Ashland County continues to be higher than the state average. This means that this is something that Ashland County needs to address in future plans if the county wishes to move forward and better the lives of those that live within Ashland County.

¹⁰ Wisconsin Coalition Against Homelessness. 2016. A Roadmap to Ending Homelessness in Wisconsin. <http://wcahwi.org/wp-content/uploads/2016/06/Roadmap-to-End-Homelessness-in-Wisconsin.pdf>

According to The State of Homelessness in Wisconsin 2012 Annual Report Prepared by the Division of Housing, Department of Administration, some rural Continuum of Care (CoCs) serve many more homeless clients than might be expected based on their size. While homelessness is often seen as an urban problem, it is also a concern to rural counties such as Ashland. Despite shrinking budgets within the state, Wisconsin's homeless service providers sheltered more clients in 2012 than the previous year. Homelessness overall increased very slightly in 2012, from 22,516 to 23,236 in the entire state. This is a 1.2% increase from 2011. The Northwest CoC serves Douglas, Bayfield, Ashland, Iron, and Price County. As of 2012, the Northwest CoC served 566 total people; there were 240 children, 214 women, and 112 men served.¹¹

Relevant Plans, Policies, Studies and Programs ◆◆◆

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

Housing: A State Perspective

The State of Wisconsin has developed the *Consolidated Plan for the State's Housing and Community Development Needs* to maintain eligibility for funding from the federal Department of Housing and Urban Development (HUD). The current Consolidated Plan became effective in April 2010 and is valid through March 2014.

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

The Plan suggests that, in general, the supply of housing available to the state's low-income population does not meet the demand for such housing. Very low-income older adult households continue to be impacted by severe housing cost burden, as do persons with disabilities. It was reported at a public event in Ashland in 2015 that over 300 people were on the wait list for low-income housing.

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

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

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

- ◆ Promote the affordability of housing to all consumers, especially those with severe cost burdens to increase and maintain affordable housing.

¹¹ <http://wiscap.org/wiscap/wp-content/uploads/2013/05/State-of-Homelessness-Annual-Report-2012.pdf>

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

Housing: A National Perspective

Since the 2006 Comprehensive Plan, the Nation, and its related housing stock, has experienced a tumultuous few years. “The housing crisis and ensuing Great Recession of the late 2000s resulted in millions of homeowners losing their homes to foreclosure and millions more losing substantial amounts of housing wealth as home prices plummeted”.¹² Presently, the nation is on the road to recovery. Illustrating yearly trends, Harvard University’s Joint Center for Housing Studies produces a report titled *The State of the Nation’s Housing*. The 2016 report¹³ states that overall homeownership is down from historic levels but still will represent a boost to the economy. However, the rental housing market is currently driving recovery. Adequate affordable housing options also continue to be an issue in most communities, as well as the issue of increasing concentrated poverty.

Section 42

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

¹² Herbert, Christopher, Daniel T. McCue and Rocio Sanchez-Moyano. 2016. Update on Homeownership Wealth Trajectories Through the Housing Boom and Bust. *Joint Center for Housing Studies Harvard University*. Accessed at: http://jchs.harvard.edu/sites/jchs.harvard.edu/files/2013_wealth_update_mccue_02-18-16.pdf

¹³ Joint Center for Housing Studies. 2016. *The State of the Nation’s Housing 2016*. *Joint Center for Housing Studies Harvard University*. Accessed at: http://jchs.harvard.edu/research/state_nations_housing?_ga=1.32891582.1288058683.1468519062

Introduction

There have been very few changes to the transportation infrastructure in Ashland County since the 2006 plan. This section will note any significant changes and will add some transportation information that was omitted in 2006. A few web links are also included that will lead readers to the most current information on specific issues. For the base information the reader is asked to review the 2006 background section of the Ashland County Comprehensive Plan.

Chapter Contents

- ◆ Introduction
- ◆ Review of Existing Transportation Plans
- ◆ Transportation Infrastructure
- ◆ Transit
- ◆ Funding for Transportation Projects

Review of Existing Transportation Plans

Since 2006, there have been additional studies and planning efforts related to transportation in the state. The following plans are either updates or new additions to what was listed in the 2006 document (Table 1).

Table 1: State Transportation Plans

<i>Wisconsin State Airport System Plan 2030</i>	WI Department of Transportation
<i>State Pedestrian Plan 2020</i>	WI Department of Transportation
<i>Connections 2030</i>	WI Department of Transportation

Wisconsin State Airport System Plan 2030

This plan provides an inventory and evaluation of the Wisconsin Airport System's 09 airports and an implementation plan to meet established goals and objectives over the next 15 years.

State Pedestrian Plan 2020, Wisconsin Department of Transportation

The plan outlines statewide and local measures to increase walking and promote pedestrian safety. It provides a vision and establishes actions and policies to better integrate pedestrians into the transportation network.

Connections 2030

Connections 2030 is the Wisconsin Department of Transportation's (WisDOT) long-range transportation plan for the state. This plan addresses all forms of transportation over a 20-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian and transit. WisDOT officially adopted Connections 2030 in October 2009.

Each plan and their details can be found at the following web address:

<http://wisconsindot.gov/Pages/projects/multimodal/default.aspx> .

Transportation Infrastructure

Road Classifications

To help for current and future traffic conditions, it is useful to categorize roads based on their primary function. Arterials accommodate the efficient movement of vehicles, while local streets provide the land access function. Collectors serve both local and through traffic by providing a connection between arterials and local roads. The Exhibit 1 map shows the various roads in the county and how they are classified according to the Wisconsin Department of Transportation (WisDOT).

Ashland County Road Classifications (Map 2)

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

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

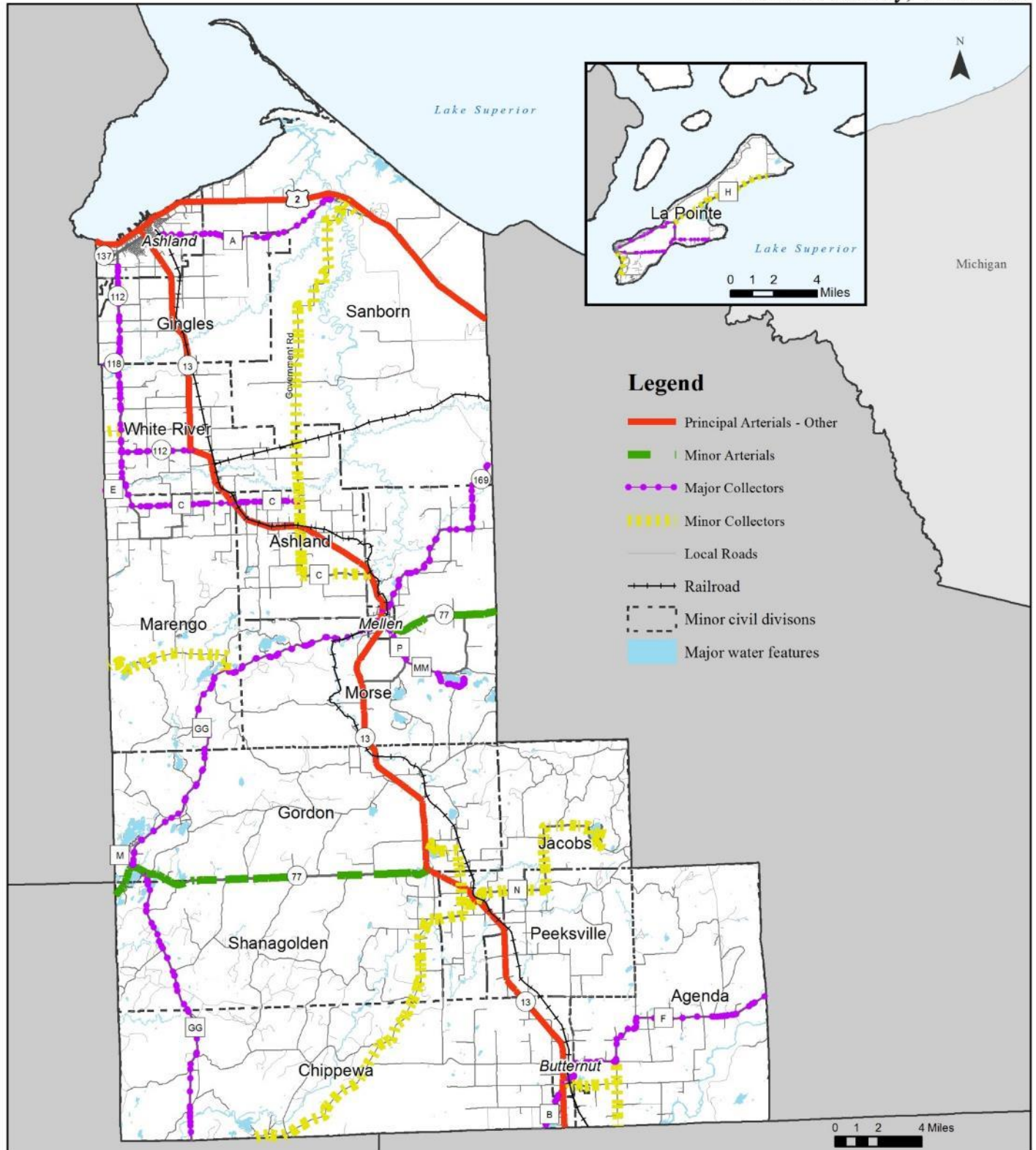
Major collectors – State Highways 118, 112, and 169, as well as County Highways A, C, E, F, H, M, GG, and Lake Drive. Not necessarily all of the above roads have the “major collectors” designation, please see Exhibit 1 map for specific locations for this designation.

Minor collectors – Big Bay Road, Government Road, Calm Lake Road, Bear Lake Road, Creamery Road, Agenda Road, Bay Road, and County Highway N. Not necessarily all of the above roads have the “minor collectors” designation, please see Exhibit 1 map for specific locations for this designation.

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

Road Classification

Ashland County, Wisconsin



Funded in part by:



This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Ashland County is not responsible for any inaccuracies herein contained.

Created by:
Brittany Goudos-Weisbecker
Ashland Co. Land & Water Conservation Department
07/22/2016

Existing Traffic Volume Counts

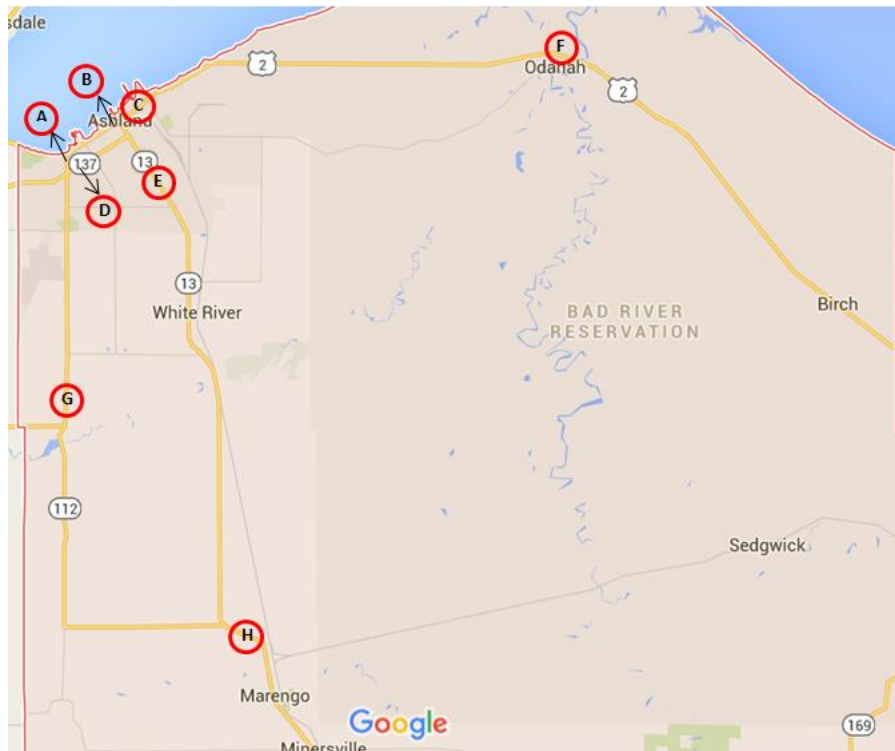
Traffic counts are reported as the number of vehicles expected to pass a given location on an average day of the year.¹⁴ WisDOT studies Average Annual Daily Traffic (AADT) counts for roadways at selected locations on a three-year cycle. AADT counts between 2009 and 2015 are shown in Table 2 and are depicted on the Annual Average Daily Traffic Count map, Exhibit 2. For future updated traffic counts, visit WisDOT's interactive web-based map at <https://trust.dot.state.wi.us/roadrunner/>.

Table 2: Annual Average Daily Traffic (AADT)			
Location (Site #)	2009	2012	2015 (Preliminary Data)
A. 020305	5,700	4,200	4,500
B. 020322	15,500	14,100	13,300
C. 020422	19,600	13,500	15,400
D. 020359	2,600	3,600	2,500
E. 020369	7,400	3,500	4,100
F. 020400	4,900	4,500	3,900
G. 020108	2,300	NA	1,900
H. 020103	2,900	2,600	2,500

Source: Wisconsin Department of Transportation, 2016

¹⁴ Wisconsin Department of Transportation. <http://wisconsindot.gov/Pages/projects/data-plan/traf-counts/default.aspx>

Exhibit 2: Map displaying locations for Annual Average Daily Traffic counts



Source (base layer): Google Maps, 2016

Pavement Condition

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

PASER Rating System

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

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

Highway Projects and Maintenance

Ashland County Highway Department

The Ashland County Highway Department is responsible for the maintenance and improvement of 190 lane miles of County Trunk Highway and maintenance of approximately 250 lane miles of State Trunk Highway. The County Highway Committee oversees operations as proscribed in Wisconsin State Statutes Chapter 83.

The department has facilities at three locations within the county. The main shop and administrative office is located on State Highway 13 in Highbridge. Equipment repairs and maintenance are performed at this facility. Other notable facilities in Highbridge include a 3,500 ton salt and sand storage structure (2005), a 1,000 ton salt shed (1987), and a 6,900 ton salt storage dome (1998). The storage building at the site was constructed in the 1930's. The service facility and offices were added on to it in 1996.

There is a satellite shop located in Glidden used for storage of equipment. The original 2,400 square foot storage building was constructed in 1951. An additional 2,800 square foot storage building was constructed in 2002. A 600 ton salt shed (1987) and a 750 ton salt sand storage building (2003) are also located at the site. There is also a satellite shop located in Ashland; this 4,200 square foot structure (2004) serves as heated storage. A 400 ton salt shed (1987) is also located at the site.

The department's operational budget is approximately \$2.6 million annually. Revenue for the department comes from many sources including the WisDOT, general transportation aids, sales of materials and services to other local governments, special state and federally funded projects, and the county tax levy. For 2016, a total of \$578,645.00 was levied for the department operational budget. There has been no increase in the department's operational budget since 1996.

The department also has a Road and Bridge Improvement Fund used to pay for capital improvements on the County Trunk Highway System. The levy for the 2016 fund was \$520,000.

Trucking

Trucks handle almost 90 percent of all freight tonnage

shipped from Wisconsin, serving businesses and industries of all sizes and in all parts of the state. State Highways 13 and 112 are officially designated truck routes in Ashland County (Exhibit 3). US Highway 2 is also designated as a truck route. Truck traffic is permitted on county roadways as long as materials being carried do not exceed legal axle weights enforced by the state. County leaders have been lobbying for increased passing lanes on both Highways 13 and 2. Highway 2 has received several but Highway 13 still lacks a single passing lane section in the county.

Air Transportation

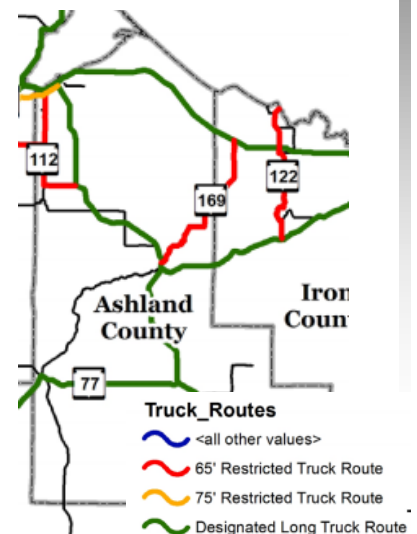
Airports, aviation, and aviation-related industries play a significant role in the economic success of many Wisconsin communities. Within Ashland County there are 2 airports

(Exhibit 4): the John F. Kennedy Memorial Airport, in the Town of Gingles, and the Madeline Island airport in the Town of La Pointe.

The City of Ashland and Ashland County jointly operate the John F. Kennedy Memorial Airport, and Bayfield County contributes some funds to help support its operation. The airport has two paved runways; both of these runways are adequate for twin-engine aircraft. The airport is primarily used for business and recreational uses. Roughly half of the flights to the airport come from businesses and industries such as C.G. Bretting, Larson Juhl, Duluth Clinic, Xcel Energy, and others. It is believed that the airport will continue to grow and be an important component of the county's economic plan. Facilities at the airport include

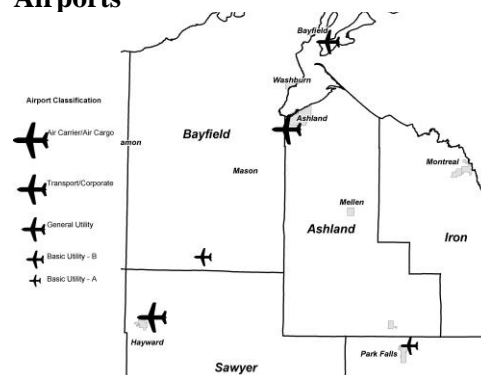
a 5,200-foot primary runway and a 3,500-foot secondary runway. There is also an airport in nearby Park Falls in Price County called the Park Falls Municipal Airport.

Exhibit 3: Truck Routes in Ashland County



Source: NW Regional Planning Commission

Exhibit 4: Ashland County Area Airports



Source: Wisconsin Department of Transportation

Railroad Facilities

The future of railroad transportation in the county is questionable as of 2016. Here is a map of rail lines that exist currently. However according to *Transportation Investment, Economic Development, and Land Use Goals in Wisconsin* (June 2002) due to lack of a freight-rail customer base, consolidation of rail service providers, rail abandonment, and rail-to-trails conversion initiatives most counties in Northern Wisconsin feel that rail service is lacking in their county. Exhibit 5 shows the location of the rail lines operated in Ashland County, as outlined by the Wisconsin Rail Plan 2030, produced in 2010. After serious flooding and damage to the tracks in July 2016 the railroad was closed north of Glidden with uncertainty as to whether or when it might reopen.

**Exhibit 5: Ashland County
Railroad Facilities**



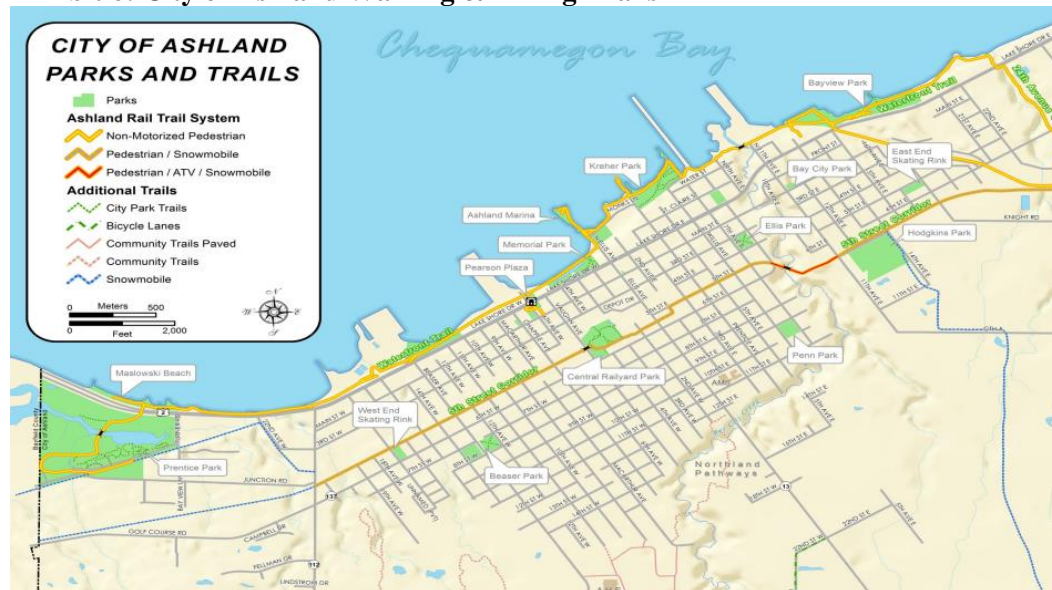
Source: WI-DOT Rail Plan 2030

Transit

Bicycle and Pedestrian Facilities

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

Exhibit 6: City of Ashland Walking & Biking Trails



Source: Ashland Parks & Recreation Department

Improvements to bicycle/pedestrian facilities typically occur in conjunction with road projects and road improvement schedules. This is tied to local, county and state capital improvement budgets.

Existing/Planned Bike & Ped Trails in Ashland County:

Exhibit 6 illustrates current dedicated bike or pedestrian trails in the City of Ashland. Since 2006, the Bad River Band of Lake Superior Chippewa built a short walking/biking trail that linked the west portion of New Odanah to the east portion including the lodge/casino facilities. Planning is underway (2015) for a trail from Ashland to Odanah and on east to Iron County. This is planned as a snowmobile trail and may include other uses in summer.

In addition to any county or local plans that may be developed, the State has adopted several pedestrian and bicycle transportation plans. *Connections 2030: WI Long-Range*

Transportation Plan is the latest addition to the plans included in the 2006 background document.

Safe Routes to School Trails

A one-mile public trail is owned by the Ashland School District to promote active living by walking or biking to school. Exhibit 7 is a zoomed in section from the Exhibit 6 map showing the safe routes to school trails in red. This trail was made possible through the revised federal transportation act, SAFETEA-LU, 2005. The Ashland Safe Routes to School Trail system was established around 2010.

Exhibit 7: Safe Routes to School Trail System Map



Source: Ashland Parks and Recreation Department

Winter Activities

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

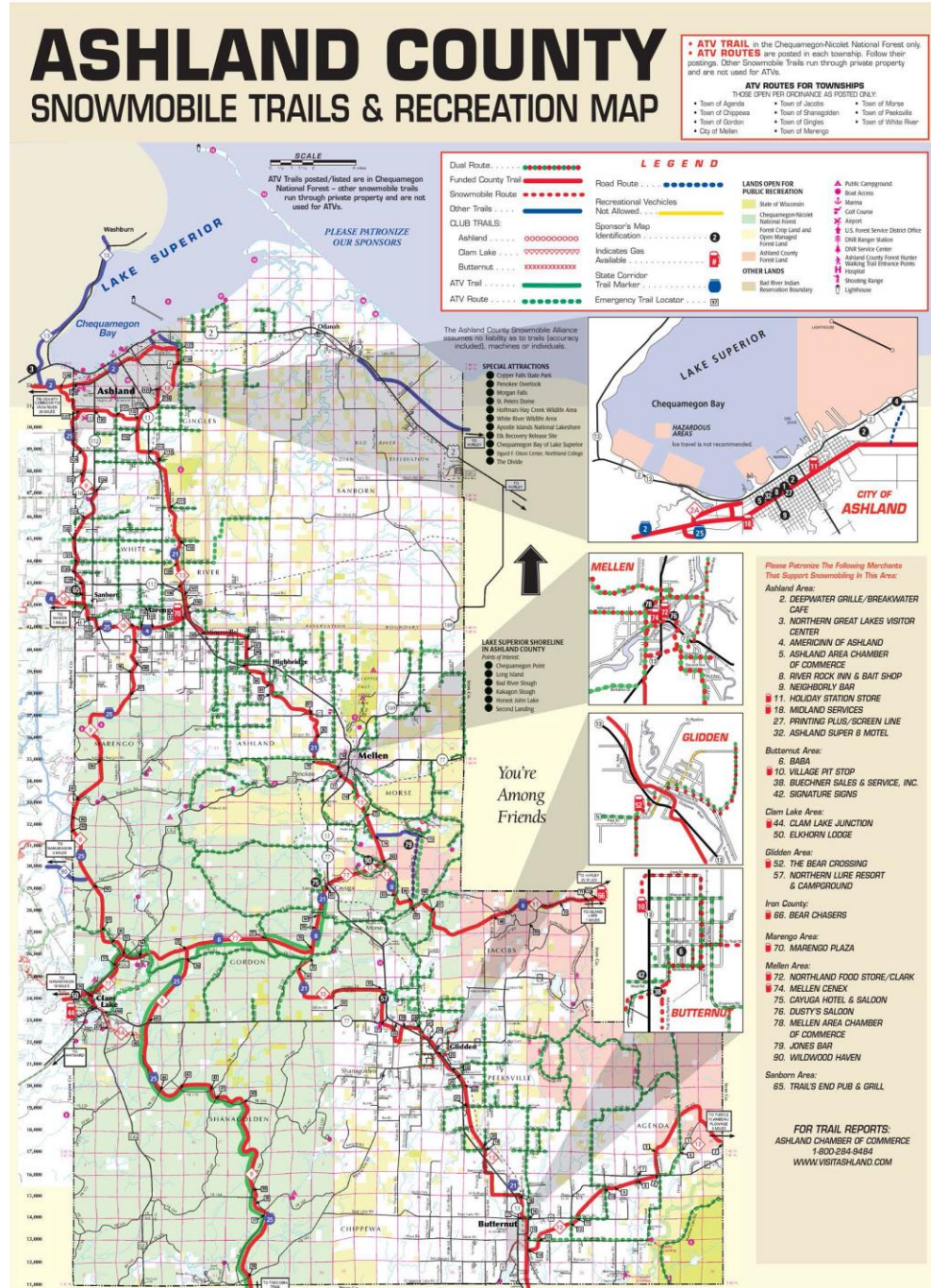
Cross Country Skiing Trails

County cross country ski trail information and maps are available from the Wisconsin Department of Tourism. Near Clam Lake there is an 11-mile West Torch River Ski Trail. Copper Falls State Park has 8-miles of trail, and Penoque Mountain maintains 11-miles of trail. The Chequamegon-Nicolet National Forest contains numerous trails totaling 205-miles. Maps of the National Forest trails are available at the trailheads. There is a trail in the City of Ashland that is accessible on the west side of Memorial Medical Center and it connects to trails on the Chequamegon Bay Golf Course.

Snowmobile Trails

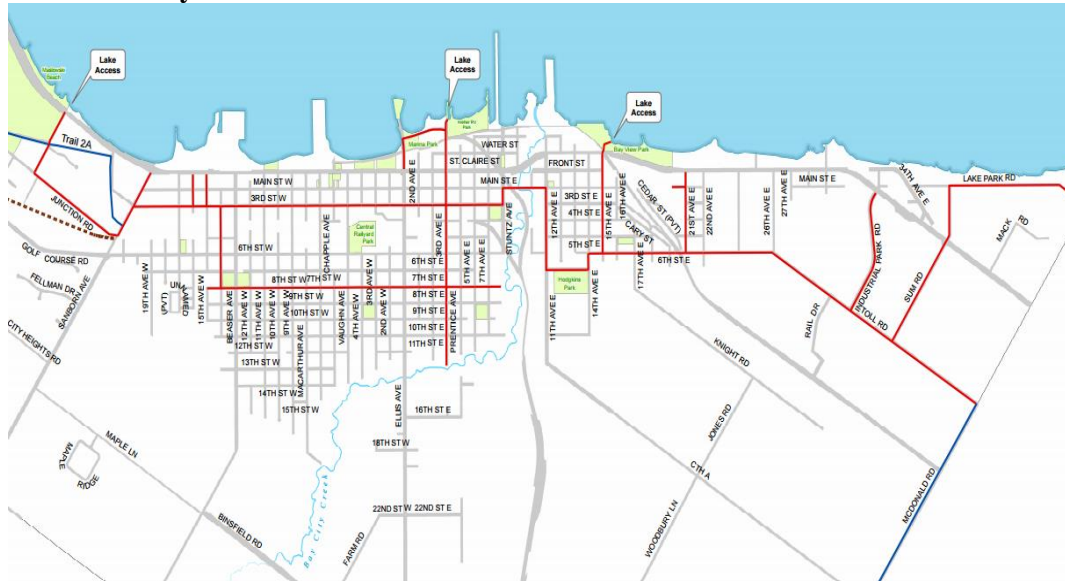
There have been a few additions to snowmobile and ATV trails in the county since 2006 and as mentioned above, a trail is being planned between Ashland and Odanah. The maps below show the latest trail information (Exhibit 8 & Exhibit 9). According to the Wisconsin Department of Tourism Ashland County has 204-miles of County and Community snowmobile trails and the Chequamegon-Nicolet Great Divide Trail National Forest contains 160-miles of snowmobile trails.

Exhibit 8: Ashland County Trails Map



Source: Travel Ashland County Trail Map

Exhibit 9: City of Ashland Snowmobile Trails



Source: Ashland Department of Public Works

Water Transportation

Water transportation also provides recreational opportunities such as water-skiing and fishing. There are many boat launch sites on lakes throughout the county. The Madeline Island Ferry travels between Bayfield and Madeline Island transporting both passengers and vehicles. In the winter there is a windsled that is able to bring passengers to and from the island. During some winters, ice conditions allow for an 'ice road' between the mainland and Madeline Island. The town of LaPointe has identified a need for a ferry terminal and improvements to the marina.

Taxi Service

There is one taxi service that services Ashland, Northwoods Taxi. This service generally serves the City of Ashland, but will also transport throughout the county and will transport people to different areas as necessary.

Bay Area Rural Transit (BART)

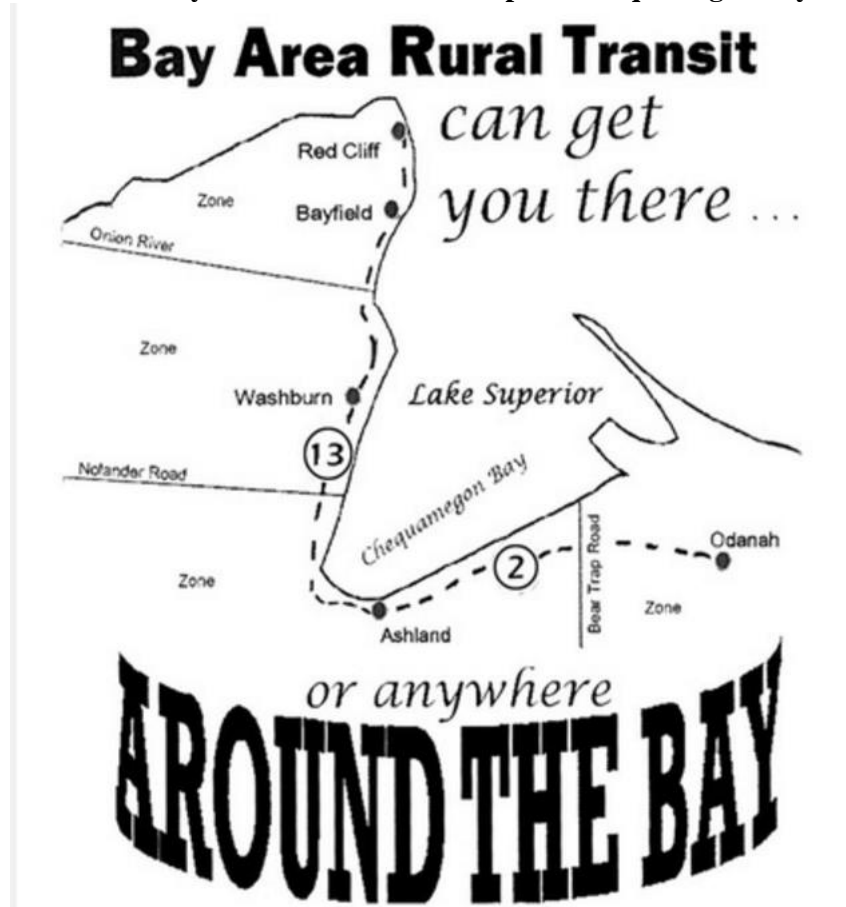
Bay Area Rural Transit (BART) is a bus system that has provided service around the Chequamegon Bay area since 1981. BART operates as a regional coordinated transportation program offering three types of service: fixed route service, deviated fixed route service, and full demand service. Looking at the most recent ridership data, overall ridership for BART has increased since 2009, with numbers peaking in 2013 (Table 4). These numbers do not include ridership of BART's partner organizations including Bad River Transit, Ashland County Aging unit, and Miskwaabekong Red Cliff Transit. BART currently provides 9 routes throughout the Bay area (Exhibit 10). Specifically, the routes go around Lake Superior on

Chequamegon Bay from Red Cliff to Bayfield, Washburn, Ashland, and Odanah. They also provide service as far south as Mellen, with connections to Glidden and Park Falls. For a more detailed map and description of services, visit www.bartbus.com.

Table 3: Bi-annual Ridership Data for the BART	
Year	Ridership – BART vehicles only
2009	45,016
2011	60,315
2013	61,687
2015	58,706

Source: Bay Area Regional Transit, 2016

Exhibit 10: Bay Area Rural Transit Map for Chequamegon Bay Area



Source: Bay Area Regional Transit

Ashland County Aging Unit Transportation Program

The Ashland County Aging Unit (ACAUI) offers a volunteer transportation program and personalized door-to-door and door-through-door demand response bus service for persons aged 60 and older and persons with disabilities. This is a non-emergency medical transportation service and includes destinations such as Ashland, Marshfield, Park Falls, and Duluth, MN. ACAUI offers bus services, but also relies on volunteer-owned personal vehicles.

Bad River Transit

Bad River Transit is a public bus system provided for the Bad River community, with stops in Bad River, Odanah, Old Odanah, and the City of Ashland. This service runs 7 days per week, from 7:00AM to 2:00AM.

Indian Trails Bus Line

There is currently (2015) one bus line that goes through Ashland, which is Indian Trails Bus Line. This transit service stops in Ashland two times daily, one in the morning heading towards Duluth, MN, and one in the evening heading towards Ironwood, MI.

Paratransit

Paratransit services provide transportation for those people whose needs are not met by traditional transit options. Paratransit service is required by the Americans with Disabilities Act (ADA) as a supplement to any fixed route public transportation system. Typically, paratransit is provided on an as needed basis, rather than a scheduled route. Eligibility to use paratransit services requires that an individual be unable to use the existing transit service. The Bay Area Rural Transit (BART) provides paratransit services, as well as the ACAUI, as outlined above.

Funding For Transportation Projects

Highways

The issue of funding the state's highway infrastructure has taken on a new urgency in 2016. Wisconsin has been grappling for more than a decade with transportation revenue insufficient to meet state and local needs. The issue has been studied, reports have been issued, and recommendations have been put forth. However, no progress has been made toward a long-term funding solution, while Wisconsin falls further behind. The issue has led to a new campaign called "just fix it Wisconsin."

The executive directors of the three largest local governmental associations, including the Wisconsin Counties Association, have released the following statement about this critical topic¹⁵:

¹⁵ Wisconsin Counties Association June 14, 2016;
<https://www.wicounties.org/blog/local-government-leaders-transportation-statement/>

According to the American Society of Civil Engineers Wisconsin ranks 48 out of 50 states in terms of the roughness of our roads. “If our state is to be successful, our private sector needs to be successful. One of the primary components of a successful private sector is a high functioning and well maintained transportation infrastructure,” said Mark O’Connell, executive director of the Wisconsin Counties Association. “We commend our legislative leaders who understand the critical role transportation plays and the need to step forward and fund it responsibly.”

Wisconsin's combined gas tax and registration fees cost the average driver \$23 a month which is significantly lower than any of our neighbors in the Midwest. (Minnesota is \$42 a month Iowa is \$41 and Michigan will be \$34 starting next year.)

Wisconsin's transportation fund has been propped up with borrowing for the last decade. There are not enough ongoing revenues to meet our current needs much less ensure we have an infrastructure foundation in place to build a successful economy and compete in the market.

“Our cities, villages, towns and counties weave the fabric of society, they are what people look at when we speak of quality of life. Transportation in all forms is a major part of that and Wisconsin’s infrastructure is in desperate need of serious attention,” added Jerry Deschane, executive director of the League of Wisconsin Municipalities. Executive Director Mike Koles of the Wisconsin Towns Association added, “Wisconsin’s economy is diverse in so many ways, including geography. We are a leader in agricultural and wood products production and exports, but lack of investment in our transportation infrastructure is putting Wisconsin’s rural economy at risk.”

“Nearly every successful economy has a few things in common, available capital for private sector investment, a steady and reliable stream of talent from education systems, and well-functioning infrastructures such as broadband and transportation. For Wisconsin to be positioned for future economic success, investment in our transportation infrastructure is critical,” concluded O’Connell.

Emergency Management

One of the projected outcomes of climate change is increased heavy rain events. This region experienced two heavy rain events with intense flooding within the past 4 years. The most recent event, July 2016, reported initial damage estimates as upward of \$28 million to the region¹⁶. This flooding event impacted numerous areas in Ashland County including the Bad River Reservation and the City of Mellen; the governor declared a State of Emergency for Ashland County in response. The area reported damage to homes, trails, and roadways including highway 13 and highway 2. To mitigate future damage, it is expected that roads will need larger culverts to account for increased heavy rain events. Funding for repairs will

¹⁶ Wisconsin Department of Military Affairs. 2016. WI Emergency Operations Center-Incident Report 10. *State of Wisconsin*. Accessed at: <https://content.govdelivery.com/accounts/WIDMA/bulletins/156d9d9#.V4zWmD3CrcI.facebook>

need to come from multiple sources. It is important Ashland County take relevant steps to further mitigate impacts from Climate Change in the future.



Utilities and Community Facilities

Comprehensive Plan Volume 1: Background

Introduction

Community facilities are buildings, lands, services and programs that serve the public. Examples of community facilities are parks, schools, and fire and police protection. Public works such as water supply, sewer systems, storm water facilities and power generation

and distribution make up the physical components of a community. Together, community facilities and infrastructure allow the municipality to function, grow and add to the community's quality of life. Since the 2006 Comprehensive Plan the demand for broadband internet service has grown exponentially and is becoming recognized as another necessary public 'utility'.

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

Chapter Contents

- ♦ Introduction
- ♦ Utilities and Community Facilities in Ashland County

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

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

Utilities and Community Facilities

Stormwater System & Regulations

Ashland County does not have an ordinance specifically related to stormwater; it does, however, have several closely-related ordinances. Much of the following information is adapted from the Ashland County Land & Water Resource Management Plan, which is available on the county's website: <http://www.co.ashland.wi.us/departments/land-and-water-conservation/land-and-water-conservation>

Shoreland Zoning

The Shoreland Zoning Ordinance was adopted pursuant to the authorization in § 59.692, and 281.31 Wisconsin Statutes, and NR 115 Wisconsin Administrative Code. The legislature of Wisconsin has delegated responsibility to the counties to further the maintenance of safe and



Utilities and Community Facilities

Comprehensive Plan Volume 1: Background

healthful conditions; prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, placement of structures and land uses; and to preserve shore cover and natural beauty.

Floodplain Zoning

This zoning ordinance is adopted pursuant to the authorization in § 61.35 and 62.23 for villages and cities; 59.69, 59.692, and 59.694 for counties; and 87.30, Wisconsin Statutes and NR 116, Wisconsin Administrative Code. The purpose of this ordinance is to regulate development in flood hazard areas to protect life, health and property.

Other Ordinances

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

Municipal Regulations

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

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

State Regulations

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

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



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State regulated activities include:

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

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

Water System

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

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

Wastewater Facilities

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

Telecommunication

The following maps provide an estimate of current (fall 2015) cell towers in the county. Towers are being erected annually and these maps will be outdated soon after printing of this report. While cell coverage has improved since the 2006 comprehensive plan, the demand and expectations of coverage has outpaced new towers. Travelers regularly note dead zones as they travel north/south on Highway 13 or east/west on Highway 2. Depending on ones cell provider, one route or the other may provide better coverage. Based on these maps it appears that southern Ashland County is least well served. In the decade since the last comprehensive

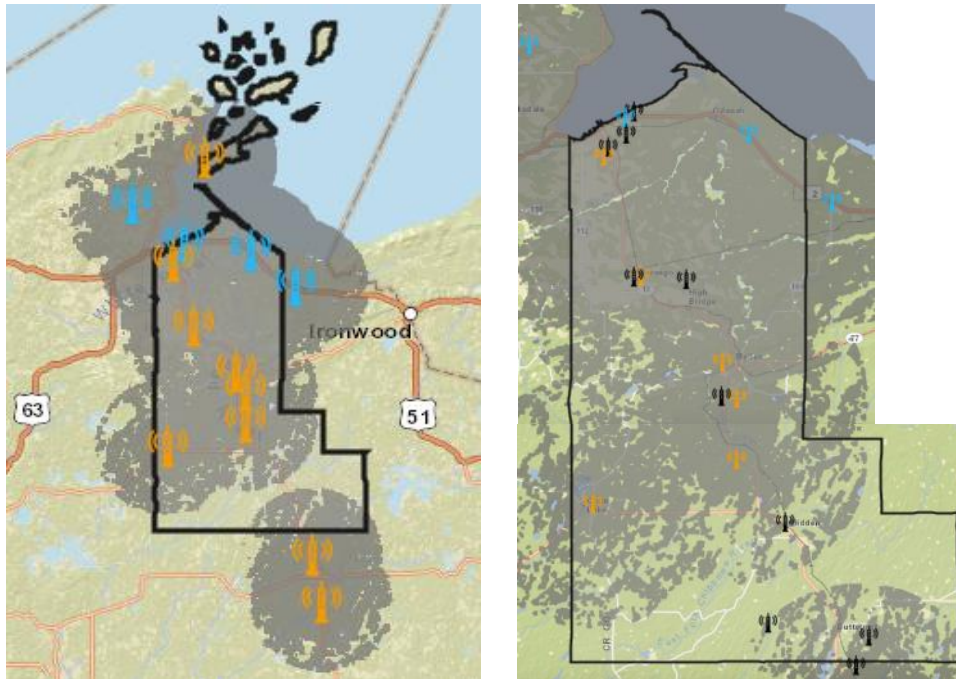


Utilities and Community Facilities

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plan was adopted cell phones have become ubiquitous and in many cases are replacing home land lines. The lack of coverage in some areas and the lack of multiple providers in some areas is a serious concern for economic development, tourism and quality of life of county citizens.

Exhibit 1: Ashland County Cell Phone Towers and Approximate Coverage*



*Exhibit 1 shows the locations of known cell towers with cell phone equipment for Verizon (orange) and AT&T (Blue). The grey areas are approximated regions where cell phone service is available based on locations of cell towers. Black towers symbolize current towers that do not have cell phone equipment at this time, but could in the future. *Source: Ashland County Department of Zoning, ArcGIS*

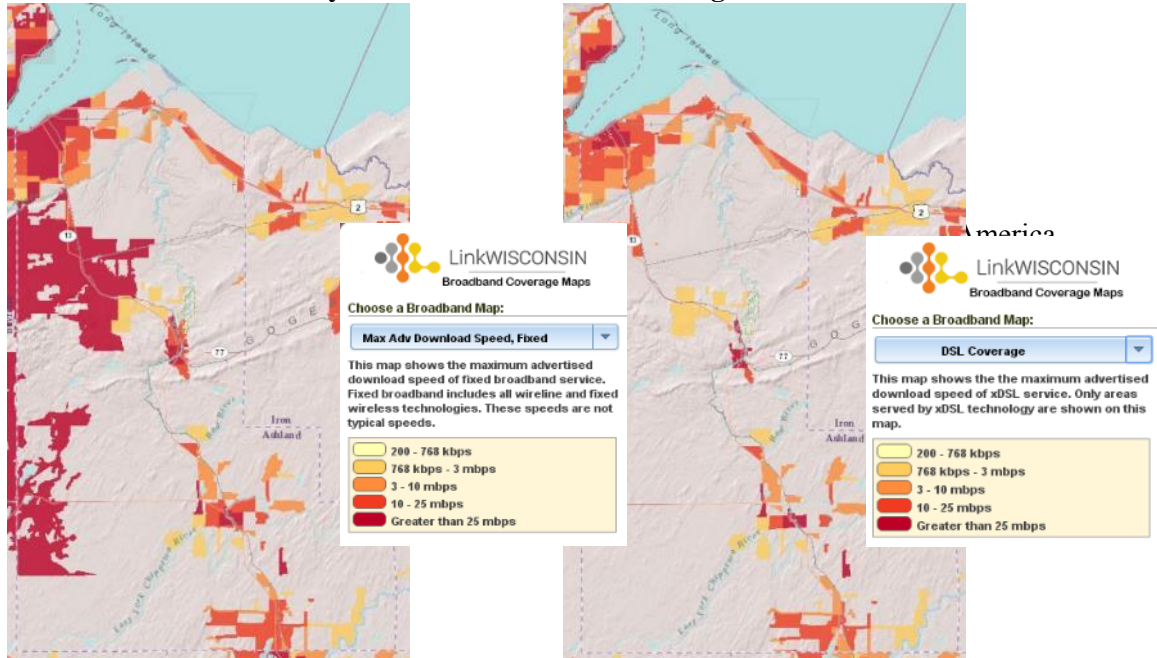
Like cell phone service, the provision of high-speed internet service, often referred to as 'broadband,' has grown exponentially in the last decade. And like cell coverage, rural areas lag behind in available broadband service. High-speed internet connections are becoming more important, as more services (phone, music, movies) beyond traditional web-surfing become available. The Ashland County Board passed a resolution in late 2015 recognizing the importance of high speed internet infrastructure and encouraging area providers to increase available services. Exhibit 2 shows the relatively good service in some areas and the lack of service in most of the rural areas of the county. Not included in the map is Madeline Island which received fiber infrastructure in 2014 so that most areas of the island have the option of speeds up to 1GB.



Utilities and Community Facilities

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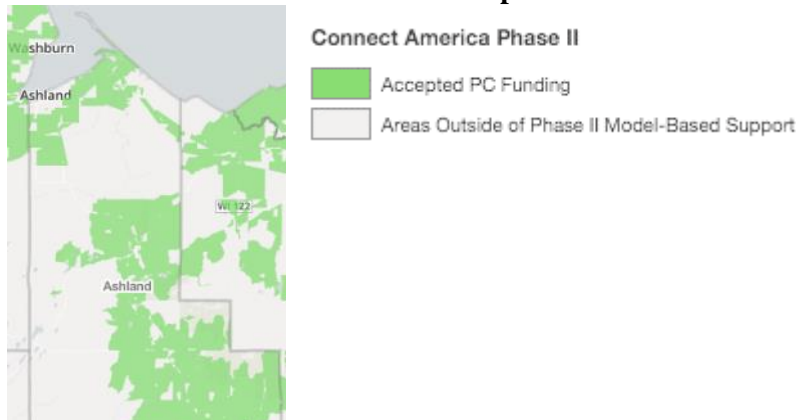
Exhibit 2: Ashland County Broadband and DSL Coverage



Source: LinkWISCONSIN Broadband Coverage Maps.

In late 2015 the Federal Communications Commission made available 'Connect America Funds II' (CAF II) to assist providers in increasing broadband service to a minimum of 10 mbps download speed. Exhibit 3 shows the areas of the county where CAF II funds may be used. Ironically, the awarding of the CAF II funding occurred about the same time that the FCC changed the definition of broadband to a minimum of 25 mbps. We have learned that there are several fiber 'backbones' that cross the county, however it is often the 'last mile,' the service to the home or business, that is still lacking.

Exhibit 3: Connect America Fund Accepted Areas



Federal Communications Commission, Connect America Fund Phase II



Utilities and Community Facilities

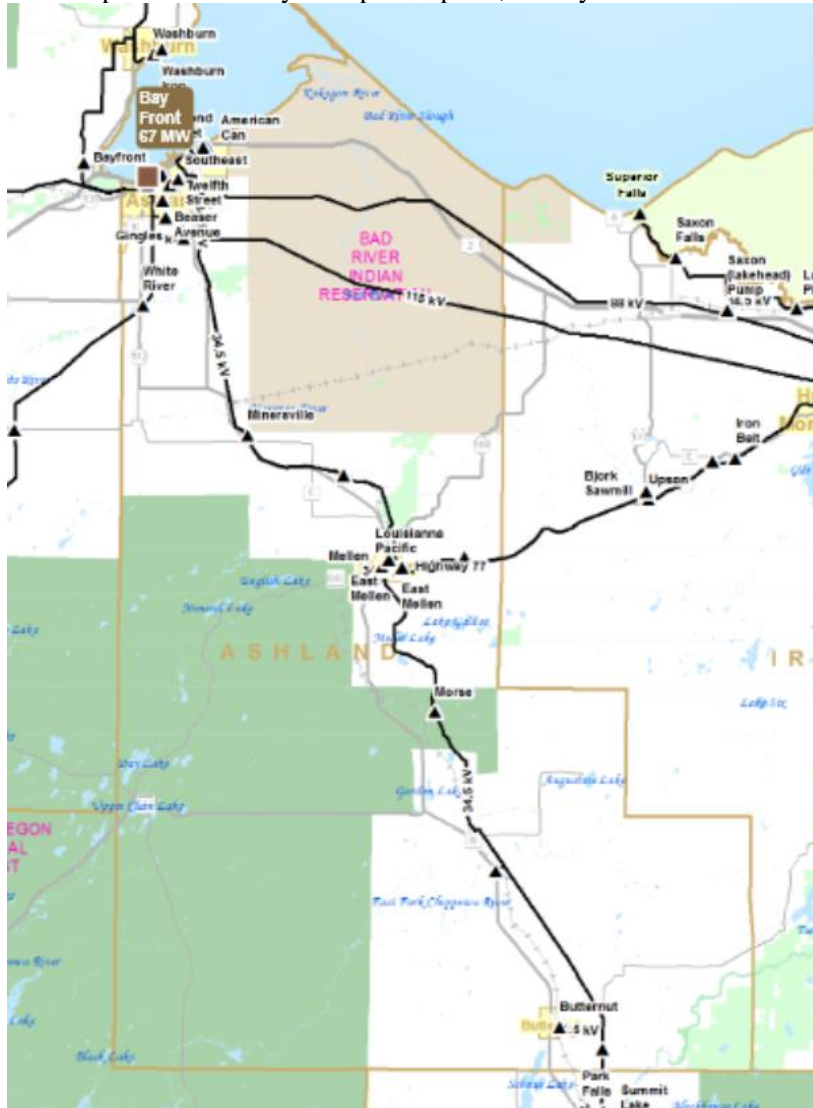
Comprehensive Plan Volume 1: Background

Electric and Natural Gas

Xcel Energy provides electrical services to most of Ashland County, and natural gas to some portions of the county. A few areas of the county, primarily rural areas, are served by electric cooperatives, Price Electric Coop in the south and Bayfield Electric Coop in north and central parts of the county. In early 2016 both Xcel Energy and Bayfield Electric have announced community solar garden projects that will enable their customers to purchase shares of large solar gardens.

Exhibit 4: Wisconsin Major Generation, Transmission, and Substation Facilities

This map shows the Bayfront power plant, county substations and transmission lines.



Source: Public Service Commission



Utilities and Community Facilities

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Energy Independence

In 2008-2009 the county participated in a state program called 'Energy Independent Communities.' As part of the program the county board passed a resolution supporting the goal of achieving 25% of energy use coming from renewable energy sources by 2025 (called the 25x25 goal). There were 8 other participants in the Chequamegon Bay region. As part of the project each partner identified their energy usage for a three year period. Each participant then identified energy efficiency projects and renewable energy projects. Perhaps the most significant finding for the county was the total expenditures for energy, which was around \$370,000 per year. Table 1 summarizes the energy uses of the Ashland County Courthouse which has a building area of 34,341 square feet and Law Enforcement Center which has a building area of 28,326 square feet.

Table 1: Energy Use and Cost for the Courthouse and Law Enforcement Center					
Building name/purpose	Type of energy consumed	2011 total	2012 total	2013 total	2014 total
Ashland County Courthouse	kWh	125,760	122,960	126,080	126,640
	kW /month & annual ave	40.00	38.35	40.33	46.20
	electric \$ (inc. tax, fees)	\$ 12,137.32	\$ 12,043.24	\$ 13,297.22	\$13,690.68
	natural gas (therms)	16,061	15,996	17,190	18,595
	heating \$ (inc. tax, fees)	\$ 11,970.26	\$ 10,712.65	\$ 12,634.24	\$15,031.43
Ashland County Law Enforcement Center	kWh	519,600	505,760	556,202	551,280
	kW /month & annual ave	102.80	105.93	113.08	131.10
	electric \$ (inc. tax, fees)	\$ 41,187.69	\$ 41,376.68	\$ 48,342.99	\$48,381.16
	natural gas (therms)	38,219	32,031	46,693	40,017
	heating \$ (inc. tax, fees)	\$ 25,893.31	\$ 19,146.02	\$ 26,573.81	\$29,251.24
Total expenses		\$ 91,189	\$ 83,279	\$ 100,848	\$106,355

Source: Ashland County UW-Extension in-house energy tracking spreadsheet, 2011-2014

Below is a list of the projects identified in 2009 to meet the 25x25 goal. Since the goals were developed the cost of photo voltaic electric systems has come down around 80% making them competitive with grid electric energy. The cost and efficiency of LED lighting has also improved greatly making lighting upgrades to LED very attractive. However, the costs of natural gas, gasoline and diesel have all come down as well, making alternatives to these fuels less attractive.

1. Courthouse Boiler replacement
2. Courthouse lighting replacement
3. Courthouse Window replacement
4. Courthouse attic insulation
5. Courthouse air conditioning upgrades
6. Courthouse solar electric panels



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7. Jail/Public Safety lighting controls
8. Jail/Public Safety solar hot water
9. Jail/Public Safety solar electric panels
10. HHS lighting controls and modifications
11. HHS solar electric panels
12. Highway department lighting upgrades
13. Vehicle fleet sheriff's department improved efficiency
14. Vehicle fleet - E-10 blend of fuel
15. Vehicle fleet - B-20 use
16. Vehicle fleet - E-85 use
17. Vehicle fleet - B-20 & B-50 use

In 2016, the county is exploring a variety of opportunities to reduce energy use and to install renewable energy systems.

Solid Waste Disposal/Recycling

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

County Facilities

Table 2: County Facility Assessment 2016-2020

Facilities & Utilities	Status 2016	2016-2020
County Courthouse	Adequate	Parking Lot Reconstruction Boiler Replacement Elevator Upgrade
Highway Department Garage - Highbridge	Adequate	Cold Storage Equipment & Machinery Building Construction New Garage / Office Building Construction
Highway Department Garage - Glidden	Adequate	-
Highway Department Storage - Ashland	Adequate	-
Forester's Office (Butternut)	Adequate	Expansion – Addition to Building
Parks	Adequate	-
Police	Adequate	Expand Jail Facility- Adding to Existing Jail
County Health Services	Adequate	Construction of New Facility to House Health and Human Services Offices
Libraries	Adequate	-



Utilities and Community Facilities

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Comprehensive Economic Development Strategy (CEDS)

The federal Economic Development Administration (EDA) requires regions to develop a strategy-driven plan for regional economic development. The Northwest Regional Planning Commission publishes a short-term 5-year economic development plan consistent with the federal requirements. The plan includes a list of projects 100% committed to occurring within the next few years for each county. The projects reported are of particular importance to community and economic development in Ashland County (Table 3)¹⁷.

Table 3: 2015-2019 Committed Projects: Ashland County and the City of Ashland

Project/Description	Proposed Year	Estimated Cost	Jobs Created/R etained	Key Implementer
Solar Panels on Court House	2016-2017	\$250,000-\$300,000		Ashland County
Expansion – Ashland County Law Enforcement Building (Jail)	2016-2017	\$4-6 Million		Ashland County
New Highway Garage/Office	2016-2017	\$1.5 Million		Ashland County
Bayview Park Improvements: Due to ice and freezing and thawing of the ground, the pier and brick walk way shifts every year making the path treacherous. A 2013 Wisconsin Coastal Management Grant assisted in the planning process of the pier redesign. The grade/hill down to the beach is too steep for wheel chairs. A new path or ramp down to the beach is requested. Demolition of the existing pier and construction of new fishing, viewing and swimming pier. A second RV location and sites for tent camping on Lake Superior	2016	\$1.3 Million	3	City of Ashland
Oredock Phase I Design and Construction: Redevelopment of Ore Dock Base and Consideration of Other Design Aspects Surrounding the Oredock	2017	\$3 Million	4	City of Ashland
Roffers Site Clean-up Project and Site Redevelopment: Acquisition of professional services to perform final remediation. Design engineer hired to conceptualize plans for redevelopment of the site considering area economic needs and trends. Infrastructure improvements completed to allow for redevelopment of site	2016	\$1 Million	3	City of Ashland

Source: Northwest Regional Planning Commission (NWRPC)

¹⁷ Rhode, Crystal. 2015. 2015-2019 Comprehensive Economic Development Strategy (CEDS). Northwest Regional Planning Commission (NWRPC). Accessed at: <<http://nwrpc.com/DocumentCenter/View/1131>>



Utilities and Community Facilities

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Library Services

Library resources are an important part of the community base. There are four libraries that are part of the Northern Waters Library Service, which serves the entire county. The libraries are located in the City of Ashland, Town of La Pointe, City of Mellen, and Odanah in the Town of Sanborn. The library located at Northland College is also available for public use within the county.

A county committee reviews and revises a county wide library plan every five years. The most recent plan was completed in 2012. The plan includes usage data, budgets and a five-year plan for each library. The plan is available from the Ashland County UW-Extension office or from individual libraries.

Parks and Open Space

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

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

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



Utilities and Community Facilities

Comprehensive Plan Volume 1: Background

Ashland County Public Campgrounds¹⁸

- Stockfarm Bridge, Clam Lake, U.S. Forest Service: 8 sites, 5 acres, no hook-ups, no reservations – Temporarily closed*
- Mineral Lake, Mellen, U.S. Forest Service: 10 sites, 11 acres, no hook-ups, no reservations – Closed for season*
- Lake Three, Mellen, U.S. Forest Service: 8 sites, 12 acres, no hook-ups, no reservations – Temporarily closed*
 - *Since 2015 the U.S. Forest Service has been reducing some services.
- East Twin Lake, Clam Lake, U.S. Forest Service: 10 sites, 18 acres, no hook-ups
- Day Lake, Clam Lake, U.S. Forest Service 52 sites, no hook-ups
- Beaver Lake, Mellen, U.S. Forest Service: 10 sites, 13 acres, no hook-ups
- Copper Falls State Park, Mellen: 56 sites, 2249 acres, 13 electrical hook-ups
- Big Bay State Park, Madeline Island: 60 sites, 1700 acres, no hook-ups, pump, pit toilets, sand beach on bay
- Kreher Park, Ashland: 36 sites, flush toilets, showers, sewer dump station, playground, handicap accessible, located on Chequamegon Bay, no reservations
- Prentice Park, Ashland: 19 sites, 100 acres, electrical hook-ups, no reservations
- Big Bay Town Park, La Pointe: 61 Campsites, 22 with electric

State Parks in Ashland County

Copper Falls State Park, Mellen

Canyons, streams, beautiful waterfalls, swimming beach, picnic area with log shelter, miles of trails, a family campground plus walk-in and backpack campsites are available for visitors at this beautiful Wisconsin State Park.

Big Bay State Park, Madeline Island

The 2,350-acre park has a 1.5-mile beach, campground, picnic areas and more than seven miles of hiking and nature trails. Bayfield and Madeline Island also offer bus tours, golfing, art galleries, marinas and the old La Pointe Indian Burial Grounds - Ojibway (Chippewa) Indians were the original inhabitants of the area. The Park has a total of 60 campsites, 51 of them can be reserved.

Chequamegon National Forest Recreation Areas¹⁹

Morgan Falls/St. Peter's Dome, Chequamegon National Forest, Sanborn

This scenic area is located about 13 miles west of Mellen and 6 miles south of Sanborn in the Penokee Range. The 1600-ft. red granite dome is the highest point in the Chequamegon National Forest.

Chequamegon National Forest

The Chequamegon National Forest has 850,000 acres of rolling terrain dotted with crystal clear lakes, rushing rivers and meandering streams, a variety of scenic landscapes, rock

¹⁸ Ashland Chamber of Commerce.

¹⁹ <http://www.explorewisconsin.com/spotlight/AshlandCounty>



Utilities and Community Facilities

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formations, highland outlooks, varied forest environments, hundreds of wildlife species; and hundreds of miles of easy-going to rugged hiking, mountain biking, cycling and snowmobile trails, five public and four private campgrounds.

Police Service

Ashland County is serviced by a 911 Emergency Response System that is operated by the Sheriff's Department. The Ashland County Sheriff's Department patrols the county. The City of Mellen, Town of La Pointe, Bad River Reservation, and the City of Ashland all have their own police services. During the day there are two deputies that patrol the county and respond to calls, at night there are three. The department employs 18 full time patrol officers, one chief deputy, one sheriff, one undersheriff, and one lieutenant. Four of the full time deputies are salaried by the sheriff's office but reimbursed by Bad River. There is also one investigator, 18 full time corrections and dispatch personnel, and seven additional part time dispatch staff. The department is headquartered in the City of Ashland (Table 4).

**Table 4: Ashland County
Sheriff's Department**

Amenities	Amount in 2003	Current in 2015
Deputies	11	21
Vehicles	14	21

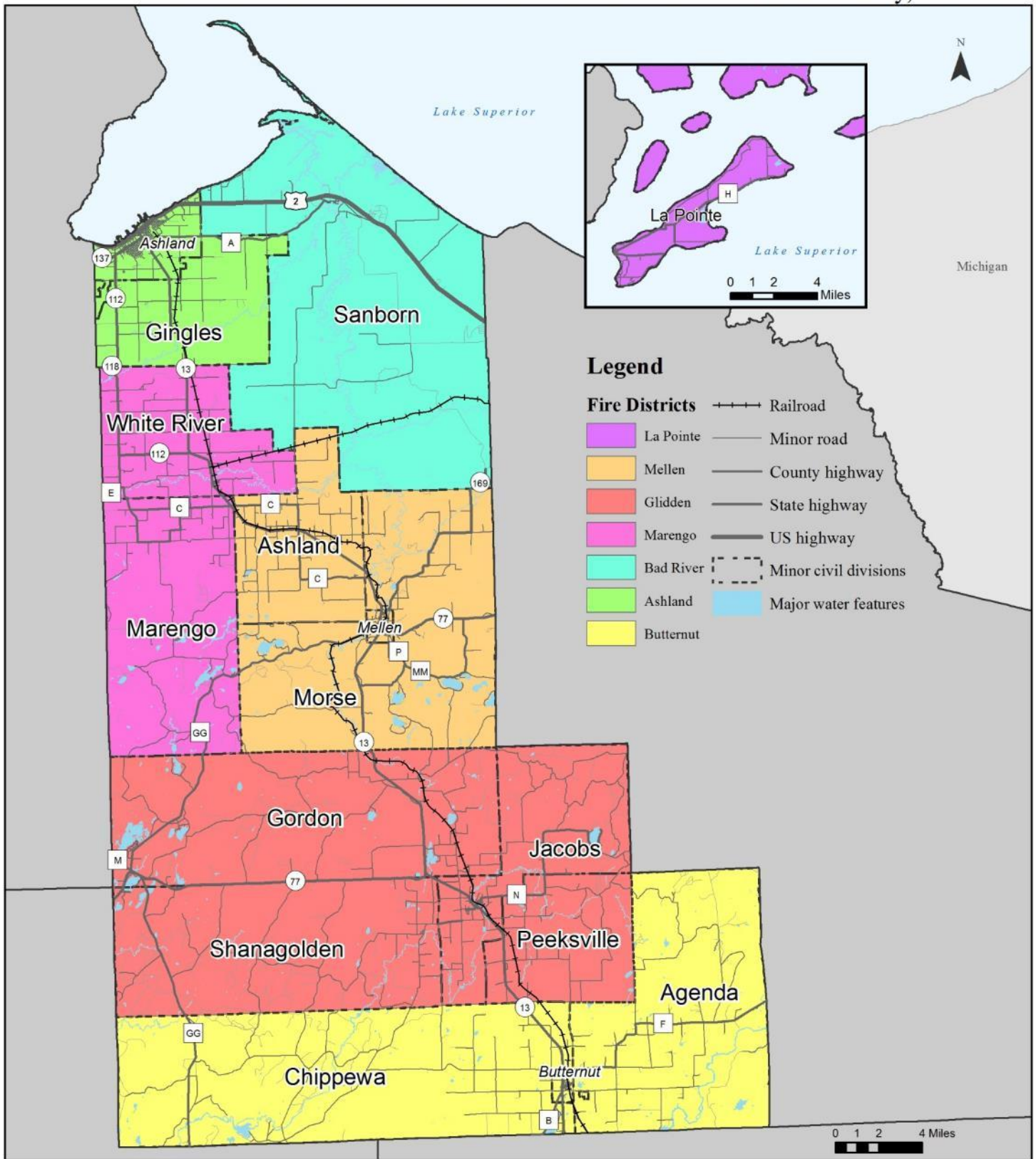
Source: Ashland County Sheriff's Department

Fire and Emergency Medical Services (EMS)

Municipalities within the county are responsible for providing Fire and EMS; many belong to Fire and/or EMS districts that provide services across municipal boundaries. See Map 3 and Map 4.

Map 3: Fire Districts

Ashland County, Wisconsin



Funded in part by:

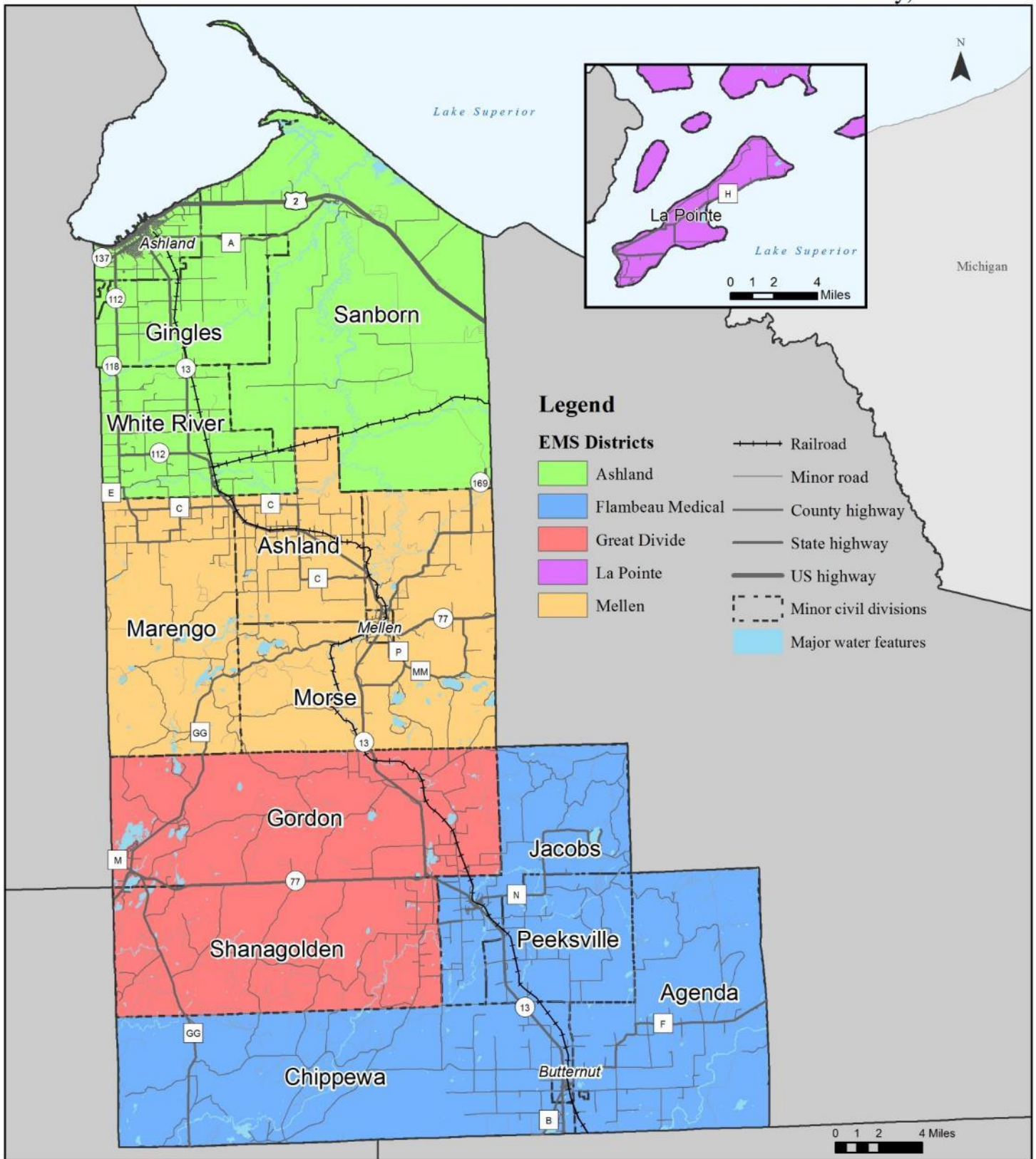


This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Ashland County is not responsible for any inaccuracies herein contained.

Created by:
Brittany Goudos-Weisbecker
Ashland Co. Land & Water Conservation Department
07/28/2016

Map 4: Emergency Medical Service Districts

Ashland County, Wisconsin



Funded in part by:



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07/28/2016



Utilities and Community Facilities

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Nursing Homes

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

Table 5: Nursing Homes

Nursing Home	Location	Number of Beds	Residents	Ownership Type
Ashland Health / Rehab Center	1319 Beaser Ave, Ashland	Licensed 117 Capped at 72	56	Corporation
Court Manor Heath Rehab	911 3 rd St. West, Ashland	Licensed 105	71	Corporation
Mellen Manor	450 Lake Dr., Mellen	Licensed 34	22	Limited Liability Partnership
	Total:	Licensed 256	149	

Source: Department of Health and Family Services, Updated November 2015

Cemeteries

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

Child Care Facilities

Within Ashland County there are a total of 22 certified and 24 licensed daycare programs with capacities ranging from 8 to 46 children (Table 6). A regulated program has either been licensed through the state or certified by Ashland County. A program's capacity does not necessarily reflect the number of children that are currently enrolled in programs. The capacity reflects the amount of children the program could possibly serve at any one time. Data generally shows that childcare demand outstrips supply locally, statewide and nationally. The cost of care plays a big part in household decisions about childcare arrangements. The Ashland Area Development Corporation is currently (2016) working to increase available childcare in the county.

Table 6: Ashland County Certified and Licensed Childcare Providers - 2016

Location	Licensed	Certified
City of Ashland	21	20
City of Mellen	1	-
Village of Butternut	-	1
Town of Jacobs (Glidden)	1	-
Town of Sanborn (Odanah)	1	-
Town of Ashland (Highbridge)	-	1
TOTAL	24	22

Source: Wisconsin Department of Children and Families, 2/29/16



Utilities and Community Facilities

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Health Facilities

Hospitals and Clinics

Hospitals and clinics located in Ashland County include the Memorial Medical Center, Essentia Health, NorthLakes Community Clinics, Bad River Health and Wellness Center, Chequamegon Clinic, Bay Area Mental Health Center, and the Mainstreet Clinic. The majority of these facilities are located in the City of Ashland. The Bad River Health and Wellness Center is located in Odanah.

Schools

There are four school districts in Ashland County (Exhibit 5). Information about school district enrollment is in Table 7. Since 2006, the Glidden School District merged with Park Falls to form the Chequamegon School District. Our Lady of the Lakes Catholic Church also has a school for grades K-8.

Table 7: School Enrollment

District	Number of Students 2006	Number of Students 2013
Ashland	2,218	2,204
Mellen	315	288
Chequamegon	221	750*
Butternut	186	196

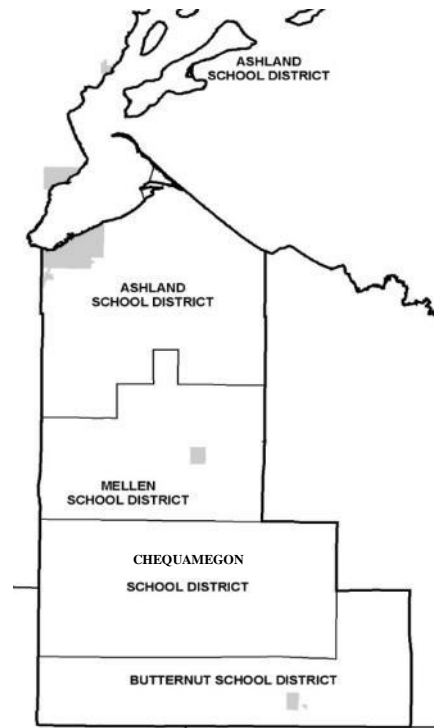
Source: Wisconsin Department of Public Instruction

**Since 2006 the Glidden School District merged with Park Falls to form the Chequamegon School District. Enrollment is a one-time count on the third Friday in September.*

Universities and Technical Schools

In Wisconsin there are 16 technical college districts. The county is located in the Wisconsin Indianhead Technical College district. The district includes 11 counties. Its campuses are located in Ashland, New Richmond, Rice Lake, and Superior. A nine-member board governs the district. Other nearby post-secondary schools include Northland College, a four-year institution that is located in the City of Ashland, and Gogebic Community College which is a two-year institution located in Ironwood, Michigan.

Exhibit 5: Ashland County School Districts





Agricultural, Cultural, & Natural Resources

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Introduction to Agricultural Resources

The Agriculture section of the 2006 background document was rather sparse. The following pages update some of the data from that document, correct a few errors and add information deemed important to understanding agriculture in the county. Adopted in the 1980's, the county also has a

Farmland Preservation Plan. It is being updated at the same time as the comprehensive plan and that document will contain more of the agriculture related information including data from a survey of producers conducted in 2016.

Chapter Contents

- ◆ Introduction
- ◆ Local Food in Ashland County
- ◆ Agriculture Demographics, Trends and Economy
- ◆ DATCP Programs
- ◆ Natural Resources in Ashland County
- ◆ Cultural Resources in Ashland County

Local Food in Ashland County

Although the geographic location of Ashland County leads to a short growing season limiting the production volumes and ability to compete on price, our cool climate, fertile soils and moderating effect of Lake Superior, allow us to produce top-quality fruits and vegetables and lush forages to support grass-fed meat production²⁰.

The Chequamegon Bay region is unique in its richness of agricultural diversity with production of fruits, vegetables, dairy, forages, grains, meats, and a full range of value-added products. Interest in locally grown food has increased over the past decade and has enabled a number of small producers to find a market for their products. These are important changes yet the bulk of the agriculture economy in the county remains driven by dairy and meat production.

Local food also has the opportunity to address issues of food insecurity in the county. The United States Department of Agriculture (USDA) defines food security as access by all people at all times to enough food for an active, healthy life. However, the University of Wisconsin-Extension reported that 1 in 9 households in Wisconsin are food insecure; food insecurity has been linked to worse educational outcomes for children, and increased risk of health problems.²¹ A 2012 Food Information Survey distributed in Ashland County further illustrates impacts of food insecurity for the area. For example, 33 percent of respondents reported cutting the size or skipping meals because there was not enough money to buy food.²²

Current efforts are in place to attempt to address food insecurity in Ashland County. They include The BRICK ministries food shelf; SNAP and EBT program; Senior meals and vouchers; Commodities distribution at Bad River; University of Wisconsin-Extension Wisconsin Nutrition Education Program (WNEP), Recognized Tribal Extension Program

²⁰ Jason Fischbach (UW Extension Agriculture Agent)

²¹ Canto, Amber. 2015. Ensuring Food Security in Wisconsin Households. *UW-Extension*. Accessed at: <http://flp.ces.uwex.edu/files/2015/06/FoodSecurity-final.pdf>

²² UW-Extension Ashland County. 2012. Food Information Survey. *UW-Extension*



Agricultural, Cultural, & Natural Resources

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(FRTEP) and the Great Lakes Indian Fish and Wildlife Commission (GLIFWC) harvesting work. Continuing to promote and support small-scale local food producers, community gardens, high tunnels, and nutrition education represent other ways the county may strive to reach food security for all residents. The following information illustrates current initiatives/projects happening in the county in relation to local food.

Northland College

A public commitment by Northland College to source 80 percent of its cafeteria food locally also created a boost to local demand. They are currently halfway to this goal and source food from not only their own garden, but also nearly twenty farms and businesses within one hundred miles of campus.²³ Northland's strong local food initiative also includes plans for a Food System Center that when completed will serve as the region's largest food processing facility. It will provide both student education and local economic development growth by providing opportunities to local food producers, entrepreneurs and community members interested in the local food movement.²⁴

Farm-to-School

The National Farm to School movement began as a means to enhance the connection communities have with fresh, healthy food and local food producers by changing food purchasing and education practices at schools and early care and education settings.²⁵ Formally, Ashland County along with Bayfield County have been working to build farm-to-school in the Chequamegon Bay Area since 2005. The region uses high tunnels, school gardens, and training programs such as the 2015 Agripreneur Program to enrich the schools connection to fresh and healthy food.

Community Gardens

The City of Ashland currently has one community garden located at Beaser Park. Twenty - three rental plots are available and there is usually a waiting list for plots.

Bayfield Food Cooperative

In 2010, a group of food producers formed the Bayfield Regional Food Producers Cooperative (doing business as Bayfield Foods: www.bayfieldfoods.org) specifically to enable food producers to work together to develop and supply new markets both within Ashland and Bayfield Counties and in Minnesota and Wisconsin. The BRFPC currently has 21 members and offers 123 different food products all made in Ashland or Bayfield County.

²³ Northland College. 2016. Campus Dining, Let's Eat. *Northland College*. Accessed at: <https://www.northland.edu/live/eat/dining/>

²⁴ Northland College. 2016. Food Systems Center, Changing how we Feed Our Community. *Northland College*. Accessed at: <https://www.northland.edu/sustain/food-systems/food-systems-center/>

²⁵ National Farm to School Network. 2016. About National Farm to School Network. *Tides Center* Accessed: <http://www.farmtoschool.org/about>

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*Growth of High Tunnels in Ashland County*²⁶

High tunnels, or hoophouses, are simple greenhouse structures typically unheated and used primarily to improve the quality and quantity of summer vegetable production while extending the growing season. High tunnels provide for a mix of commercial vegetable production and provide a means to grow food for the family (Exhibit 1). Currently, Ashland and Bayfield County have 56 high tunnels as identified in survey reports and NRCS records. These tunnels represent both a means to address food security in the community as well as provide economic benefits to growers. There are also high tunnels for teaching purposes at the Ashland Middle School and in New Odanah.

Exhibit 1: Example of High Tunnel in Ashland County



Source: UW-Extension Ashland County

Bad River Food Sovereignty & Federally Recognized Tribal Extension Program

Bad River Food Sovereignty (BRFS) provides information about gardening, local events, workshops and more for the Bad River Tribe of Lake Superior Chippewa. During 2015, BRFS managed 4 gardens, and provided tools, resources, and over 700 seedlings to numerous community members.²⁷

The Federally Recognized Tribal Extension Program (FRTEP) supports Extension agents who establish informal education programs on Indian Reservations and Tribal jurisdictions of Federally-Recognized Tribes. Agricultural productivity and youth development are the focus of these programs²⁸. Joy Schelble is the 4-H Youth Development Coordinator for the FRTEP program for the Bad River Band of Lake Superior Chippewa in Ashland County. The focus of the

Bad River FRTEP program is on traditional food, food production, wild food gathering and health of the children of Bad River.

Ashland Farmers Market

The farmers market has continued to grow in its location on the 200 block of Chapple Avenue in Ashland, Wisconsin. In 2009, electronic benefit technology (EBT) allowing customers to use SNAP 'food stamps' benefits to purchase food

Exhibit 2: Product at Ashland Area Farmers Market



Source: Ashland Area Farmers Market

²⁶ Lilly Soshnik-Tanquist and Jason Fischbach. 2016. High Tunnels Greenhouses in Ashland/Bayfield Counties: 2016 Survey Report. *UW Extension*. Accessed at: https://counties.uwex.edu/ashland/files/2016/05/high-tunnel-survey-report_research-bulletin_36.1.pdf

²⁷ F.E.A.S.T by the Bay Website, from Bad River Food Sovereignty's 2015 Annual Report. 2015. Bad River Tribal Food Sovereignty. Accessed at: <http://www.feastbythebay.org/bad-river-tribal-food-sovereignty.html>

²⁸ Tim Grosser. Federally Recognized Tribes Extension Grant Program. *USDA*. Accessed at: <https://nifa.usda.gov/program/federally-recognized-tribes-extension-grant-program>



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became available to the market. The Senior Farmers' Market Nutrition Program (SFMNP) also provides vouchers to for low-income seniors for use at the farmers market.

Correction to 2006 section: The Ashland farmers market does not require sellers to be organic certified. See the market website for more info:
<http://www.ashlandareafarmersmarket.com/>

Agricultural Demographics, Trends & Economy

The US Department of Agriculture conducts a regular 'Census of Agriculture' study.²⁹ They completed the most recent report for Ashland County in 2012. Tables 1-4 show some of the key findings reported by the Census of Agriculture.

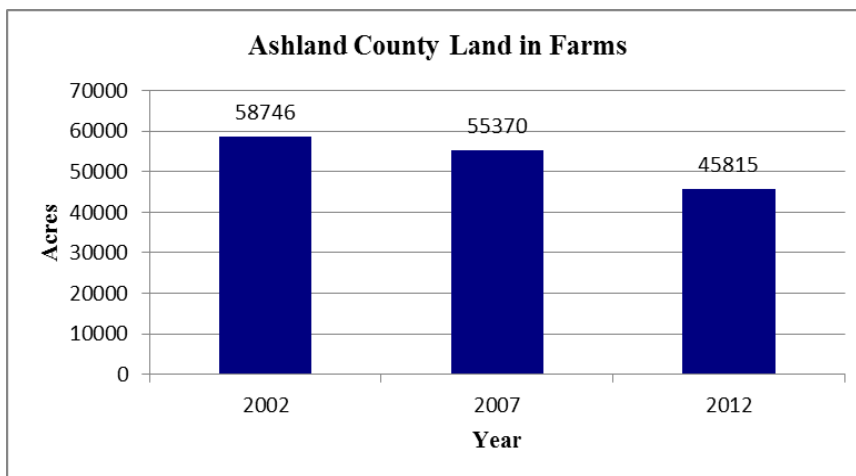
Farmer Demographic

The average age of principle operators in Ashland County as of 2012 was 55.1; this compares to 50.7 years of age reported in the 2002 Census of Agriculture. The trend of farmers reaching retirement age is similar across the country. This leads to concerns related to not enough beginning farmers entering the occupation to replace existing farmers. The strong local food movement in the county could be a factor helping reverse this trend. It is also important to note principle operators who farmed as their primary occupation represented only 35 percent of the total. This means well over half of principle operators have an additional occupation outside of farming. The majority of principle operators are also male, with females representing about 15 percent.

Farm Demographic

Ashland County has seen a decrease in both land in farms, and number of farms since 2002 (Exhibit 3 and Table 1).

Exhibit 3:



Source: *Census of Agriculture, USDA*

²⁹ Census of Agriculture, 2012. Wisconsin Census Publications. *United States Department of Agriculture National Agriculture Statistics Service (NASS)*. Accessed at:
https://www.agcensus.usda.gov/Publications/2012/Full_Report/Census_by_State/Wisconsin/index.



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Table 1: Ashland County Farms by Size			
	2002	2007	2012
1 to 9 acres	5	8	6
10 to 49 acres	23	38	38
50 to 179 acres	95	76	67
180 to 499 acres	78	53	51
500 to 999 acres	20	18	19
Greater than 1000 acres	6	10	6
Total	227	203	187

Source: Census of Agriculture, USDA

Table 2: Economic Characteristics of Ashland County Farms, Farms by Value of Sales		
	2007	2012
Less than \$1,000	61	39
\$1,000 - \$4,999	40	52
\$5,000 - \$9,999	29	17
\$10,000 - \$24,999	27	39
\$25,000 - \$49,000	17	13
\$50,000 - \$99,999	13	12
\$100,000 - \$249,000	5	5
\$250,000 or more	11	10
Total	203	187

Source: Census of Agriculture, USDA



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Farm Products

Ashland County's top crop item based on acreage in 2012 was forage-land used for all hay and haylage, grass silage, and greenchop. Table 3 shows milk and other dairy products from cows make up the highest value of sales in Ashland County for both 2007 and 2012.

Table 3: Value of Sales by Commodity Group and Total Market Value of Products Sold (\$1,000)		
	2007	2012
Grains, oilseeds, dry beans, dry peas	154	1,083
Vegetables, melons, potatoes, sweet potatoes	103	110
Nursery, greenhouse, floriculture, sod	107	204
Other crops and hay	839	1,070
Milk and other dairy products from cows	8,236	7,494
Cattle and calves	NA	1,946
Cut Christmas trees, short rotation woody crops	NA	43
Total Market Value of Agricultural Products Sold	11,947	12,036

Source: Census of Agriculture, USDA

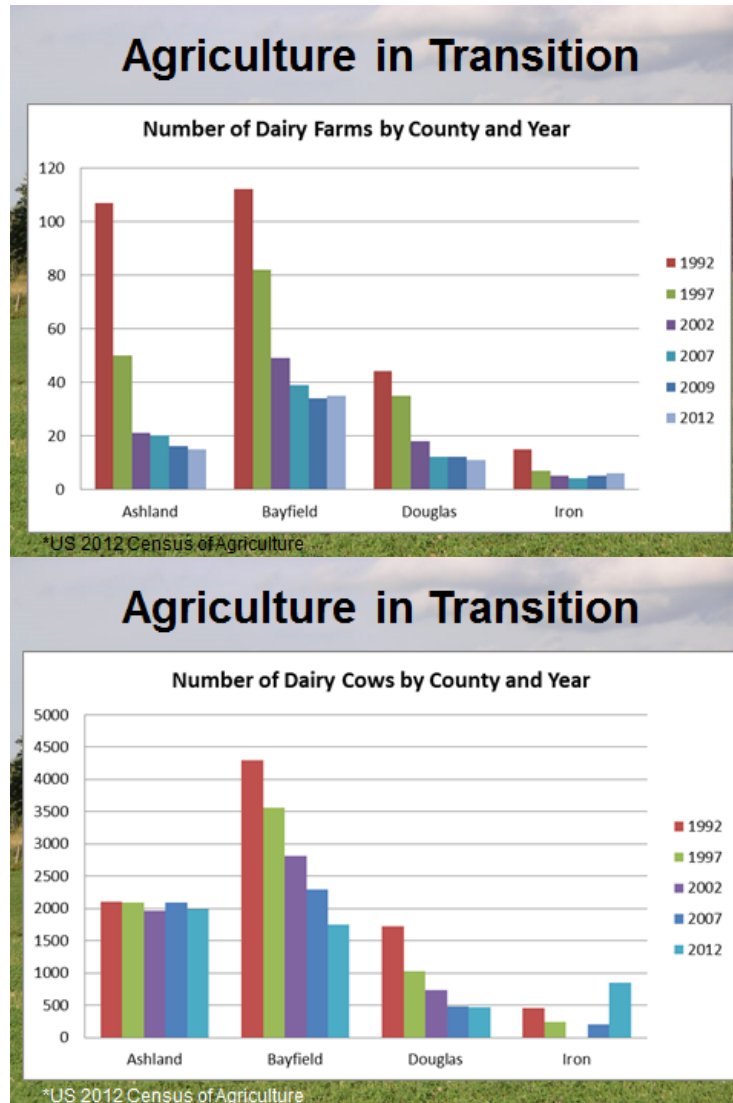
Historically, dairy represented the main agricultural activity in Ashland County. Although not as prevalent today, dairy still accounts for over half of the farm income in Ashland County. Exhibit 4 shows that there has been a trend over the last 25 years toward fewer and larger dairy farms while the number of dairy cows in the county has remained steady. This follows the larger national trend of increasing farm consolidation.



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Exhibit 4:



Land Use Trends

Agriculture currently makes up around 10 percent of existing land use in Ashland County. At this time, agricultural lands in the county have not yet experienced intense pressures of urban development, sprawl and other types of land conversion seen in other portions of the state. Table 4 and Exhibit 5 illustrates how agricultural land is divided among various agricultural land uses in the County. Crops and agricultural woodland make up the majority of land in farms. While the total amount of land has decreased slightly since 2002, the data also suggests a significant shift from woodlands to permanent pasture and rangeland during that same period.



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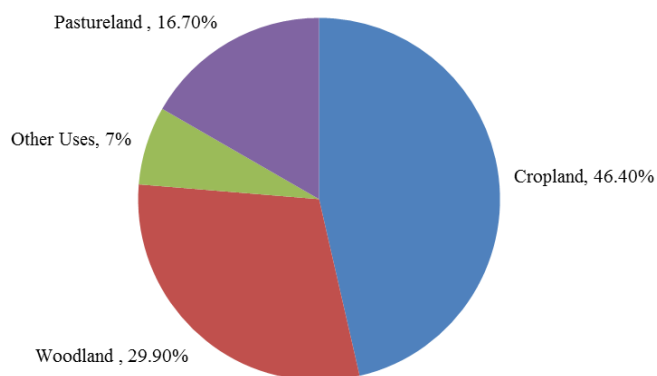
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Table 4: Agricultural Land Use in Ashland County (Acres)			
	2002	2007	2012
Total Cropland	29,353	26,529	21,243
Total Woodland	23,905	21,813	13,699
Permanent Pasture and Rangeland	2,134	4,464	7,658
Other Uses (farmsteads, buildings, roads, ponds, etc.)	3,354	2,564	3,215
Total Land in Farms	58,746	55,370	45,815

Source: Census of Agriculture, USDA

Exhibit 5:

Land in Farms (2012) by Land Use

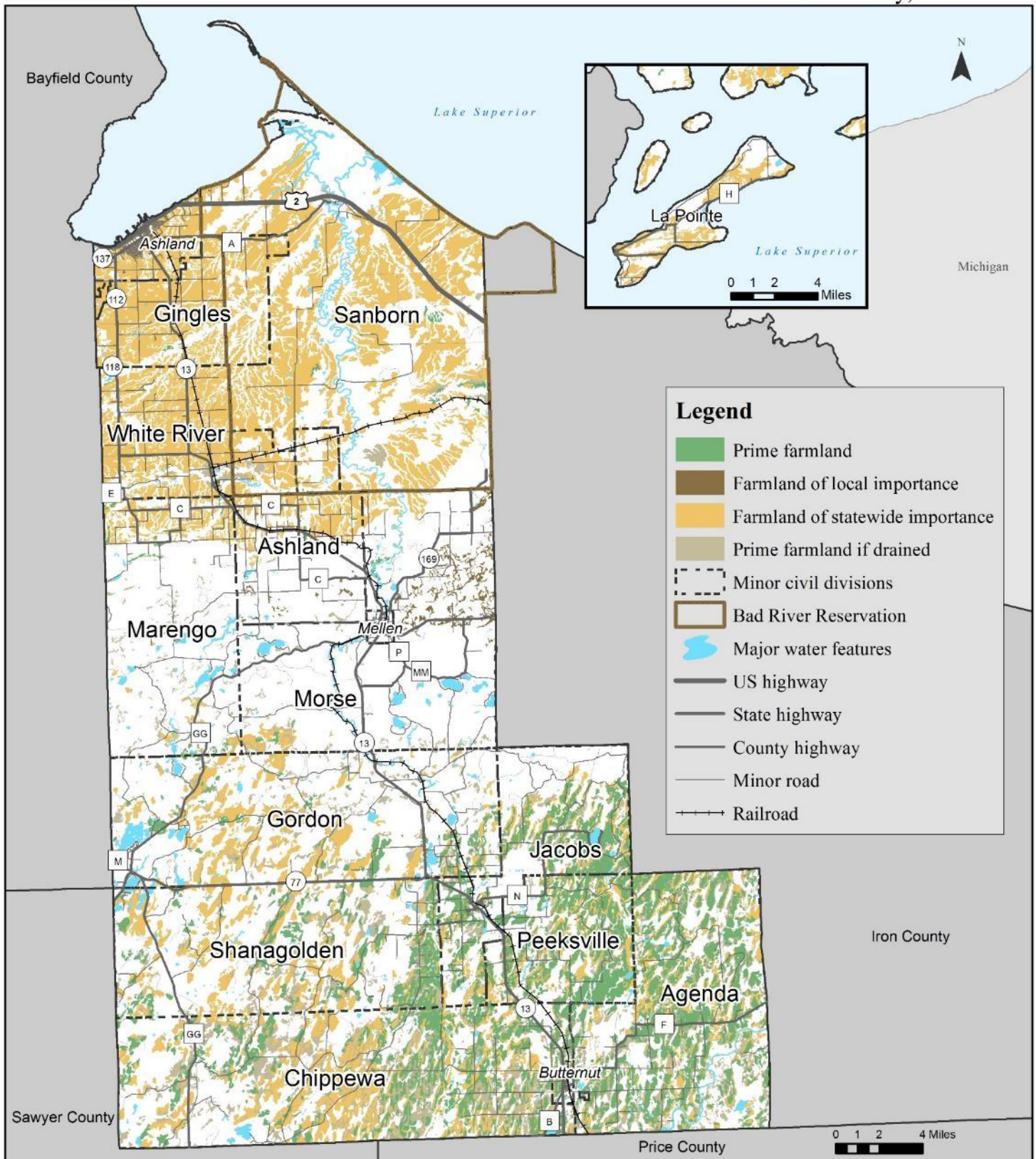


Source: Census of Agriculture, USDA

See **Map 5** for the County's Prime Agricultural Soils.

Map 5: Prime Farmland Soils and Soils of Other Importance

Ashland County, Wisconsin



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Department of Agriculture, Trade and Consumer Protection (DATCP) Programs

Overview of Program

In accordance with Chapter 91, Wis. Stats. and Administrative Rule ATCP 49, Wisconsin's Farmland Preservation Program helps farmers and local governments preserve farmland, protect soil and water, and minimize land use conflicts. Through participation in the program:

1. Counties develop farmland preservation plans
2. Local governments can develop farmland preservation zoning districts
3. Landowners and local governments together form Agricultural Enterprise Areas
4. Landowners meet soil and water conservation standards to become eligible to claim an income tax credit

The Wisconsin Working Lands Initiative was passed in the 2009-2011 biannual budget making additions and changes to the Farmland Preservation Program including the development of the Agricultural Conservation Easement Program and modernization of the State's Farmland Preservation Plans.

Agriculture Enterprise Area (AEA)

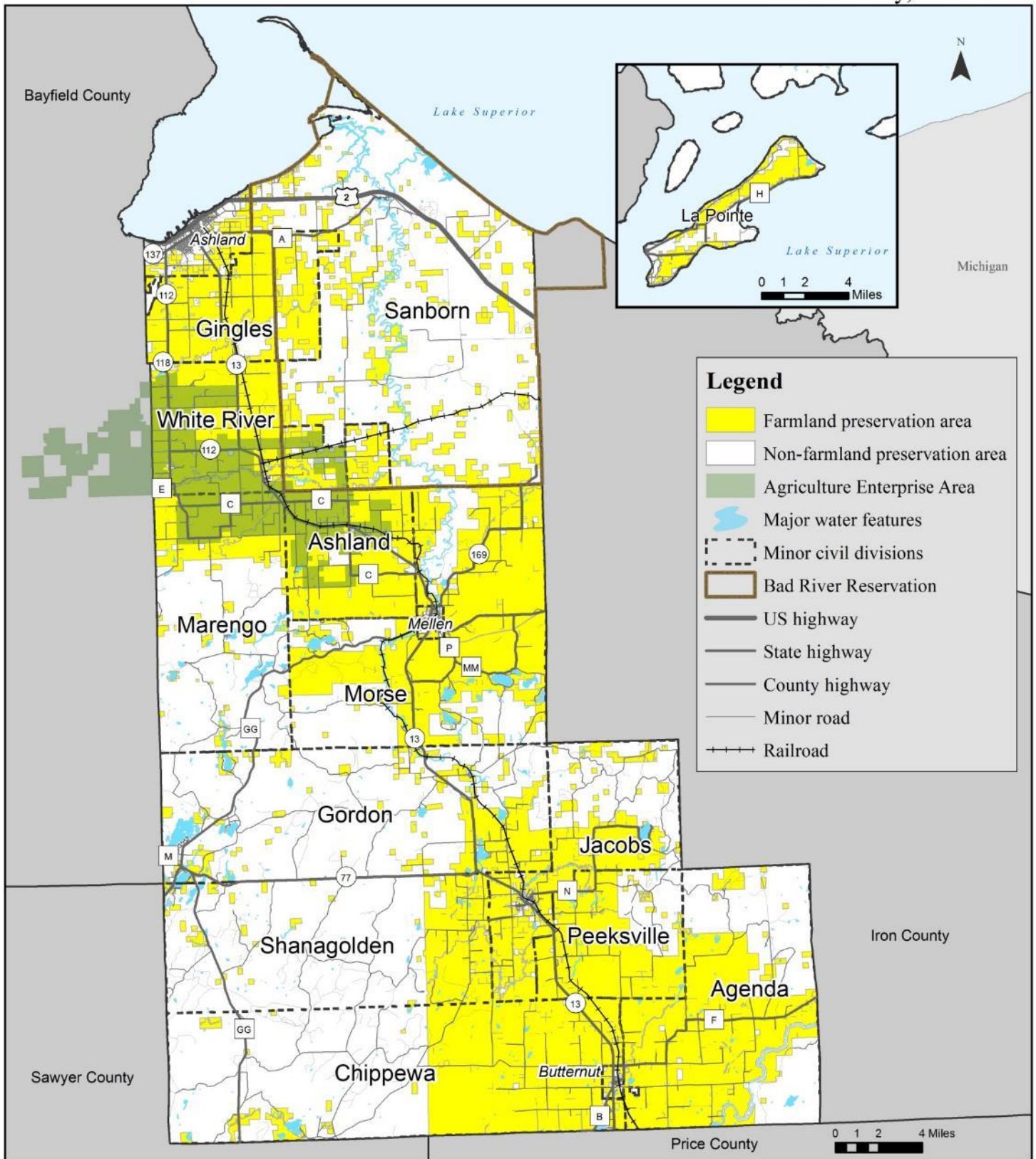
A new program instituted in Ashland County since the 2006 comprehensive plan is the Fields, Waters, and Woods Agriculture Enterprise Area. This area covers portions of both Ashland and Bayfield County allowing agricultural landowners residing in this area an opportunity to receive Farmland Preservation Tax Credits. For more details and a map see Volume 3, Farmland Preservation Plan, Chapter 3 – Existing Conditions Figure 3-4.

Planning

The Farmland Preservation Area Map (Map 6) illustrates policies of both the Ashland County Farmland Preservation Plan and the Ashland County Comprehensive Plan. Any amendment to policies or the map will have to be consistent between both plans. The County's Farmland Preservation Plan is being updated concurrently with the Comprehensive Plan and can be found in Volume 3. Ashland County's existing Farmland Preservation Plan, at the time of the update, is from 1982.

Map 6: Farmland Preservation Area

Ashland County, Wisconsin



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Natural Resources

Most of the information in the 2006 background document is still accurate. This section will include a few corrections and pieces of new information missing from the 2006 plan.

Introduction

A definite ethic of caring for the land has existed in Ashland County since the first settlers in the early 1800s. Water is a very important resource within the County due to its vicinity to Lake Superior and its numerous rivers, streams, lakes and wetlands. The majority of the County's land includes forested land and agricultural land.

Great Lakes Restoration Initiative

The Great Lakes Restoration Initiative (GLRI) was launched in 2010 to accelerate efforts to protect and restore the largest system of fresh surface water in the world — the Great Lakes. The Chequamegon Bay area created a collaboration that received significant funding from the first round of GLRI grants.

During FY15 -19, federal agencies will continue to use Great Lakes Restoration Initiative resources to strategically target the biggest threats to the Great Lakes ecosystem and to accelerate progress toward long-term goals for this important ecosystem. GLRI Action Plan II summarizes the actions that federal agencies plan to implement during FY15-19.³⁰

DNR Legacy Places

The 2006 background document explains the DNR legacy places program and describes a few of them in Ashland County. Here is a list of the eight locations in the county: Apostle Islands; Bad River; Big Bay; Chequamegon Point – Kakagon Slough; Chequamegon – Nicolet National Forests; Highway 2 grasslands; Penoque – Gogebic Range; Upper Forks of the Flambeau River; and White River.³¹

Metallic Mining Resources

The iron ore deposit in central Ashland County was identified and mapped in the 2006 plan. The ore body has been known for decades and has been studied and sampled. Over the years numerous companies have shown interest in developing the deposit, but none have proceeded beyond planning. The ore body lies primarily within the Town of Morse in Ashland County and the Town of Anderson in Iron County. Around 2010, a company named Gogebic Taconite (GTAC) began planning for development of the ore body. They entered into a lease with the owners of the mineral rights and began planning. The prospect of developing the ore body developed into a very controversial issue in Ashland County. The company had an economic analysis completed for the project that among other projections suggested that the project would create numerous jobs. The state legislature rewrote the state ferrous mining law to make the permitting process 'more timely' and 'certain.' This also seemed to reduce the potential input or control that the county could exert regarding the project. There were a

³⁰ <https://www.glri.us/>

³¹ Wisconsin Department of Natural Resources. 2006. Wisconsin Land Legacy Report. Accessed at: <http://dnr.wi.gov/topic/Lands/LandLegacy/>



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host of issues raised related to the environment, costs to the public and impacts of the mine. Three of the biggest concerns were about the effect on water quality, wetlands, and the potential that the site contained asbestos bearing rock. After studying the issues the county board passed two ordinances related to mining.

1. Ashland County Zoning Ordinance Regarding Metallic Mineral Mining and Reclamation. O06-2013-78 and
2. Ashland County Bulk Sampling and Nonferrous Metallic Mineral Prospecting Ordinance. O11-2013-80

In 2015, GTAC closed its office in Hurley, WI and later announced they were discontinuing their efforts to develop a mine in Ashland and Iron Counties. In 2016, the mineral rights owners have been meeting with groups and elected officials in Iron and Ashland County to 'mend fences' and gather input for a potential future effort at developing the resource.

Nonmetallic Mineral Resources

As of 2016, there are now 39 non-metallic mines in the county, one more than in 2006.

Water Resources

Correction: Within Ashland County there are 156 lakes, 77 of which are named and 79 of which are unnamed. There are three flowages in the county. Eighty percent of the lakes in the county are smaller than 50 acres in size. See Map 7 and 8 for the watersheds and wetlands of Ashland County.

Surface Water

In the 2006 document, six water treatment facilities that discharge treated water into surface waters of the county were identified. The treatment plant in the community of Odanah was omitted from the list. See Map 9 for the surface water of Ashland County.

Forest Resources

Table 5 provides current (2016) acreage by municipality for forests designated as County, Federal, State, and privately owned that are enrolled in the Forest Crop Programs. See Map 10 for the forest and parklands of Ashland County.

Table 5: Ashland County Forest Lands (Acres)				
	County Forest	Federal	State	Private Forest Crop Programs
Agenda	15,058.40	0.00	6,522.65	9,341.08
Ashland (Town)	0.00	66.04	0.00	4,086.89
Butternut	0.00	0.00	0.00	34.25
Chippewa	0.00	43,299.50	13.87	12,316.50



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Table 5 Cont.

Gingles	0.00	0.00	1,420.54	6,585.50
Gordon	0.00	53,322.10	1,010.73	1,894.09
Jacobs	13,659.10	9.75	202.87	5,576.49
LaPointe	0.00	35,956.86	2,502.94	1,663.35
Marengo	0.00	31,499.47	0.00	1,451.04
Mellen	0.00	0.00	0.00	0.00
Morse	5,439.60	11,252.00	4,261.77	25,448.35
Peeksville	5,923.30	0.00	0.00	6,333.28
Sanborn	0.00	241.29	135.95	3,146.31
White River	0.00	0.00	41.59	3,747.36
Shanagolden	0.00	42,888.32	1,082.44	3,372.00
Totals	40,080.40	218,535.33	17,195.35	84,996.49

Source: Ashland County Land Records Office, April 2016

The County Forestry Department completed a County Forest Comprehensive Land Use Plan 2006-2020 that was an update to the 1996 plan noted in the county comprehensive plan. The department also prepares annual reports of their work. The latest available is for 2015. With county budget revenue constraints increasing each year, the revenue from the county forests has taken on additional importance. The 2015 revenue from timber sales exceeded \$800,000.

The Managed Forest Crop law was changing as the 2006 plan was being developed. The acreage enrolled in the program in Ashland County is listed in the table above. The new rates are dependent upon when the land was enrolled and on whether the land is open for hunting/fishing or not. Here are the rates as of May 2016.

- Open, enrolled prior to 2005 \$.79/acre
- Closed, enrolled prior to 2005 \$1.87/acre
- Open, enrolled after 2004 \$2.14/acre
- Closed, enrolled after 2004 \$10.68/acre

Map 7: Watersheds

Ashland County, Wisconsin



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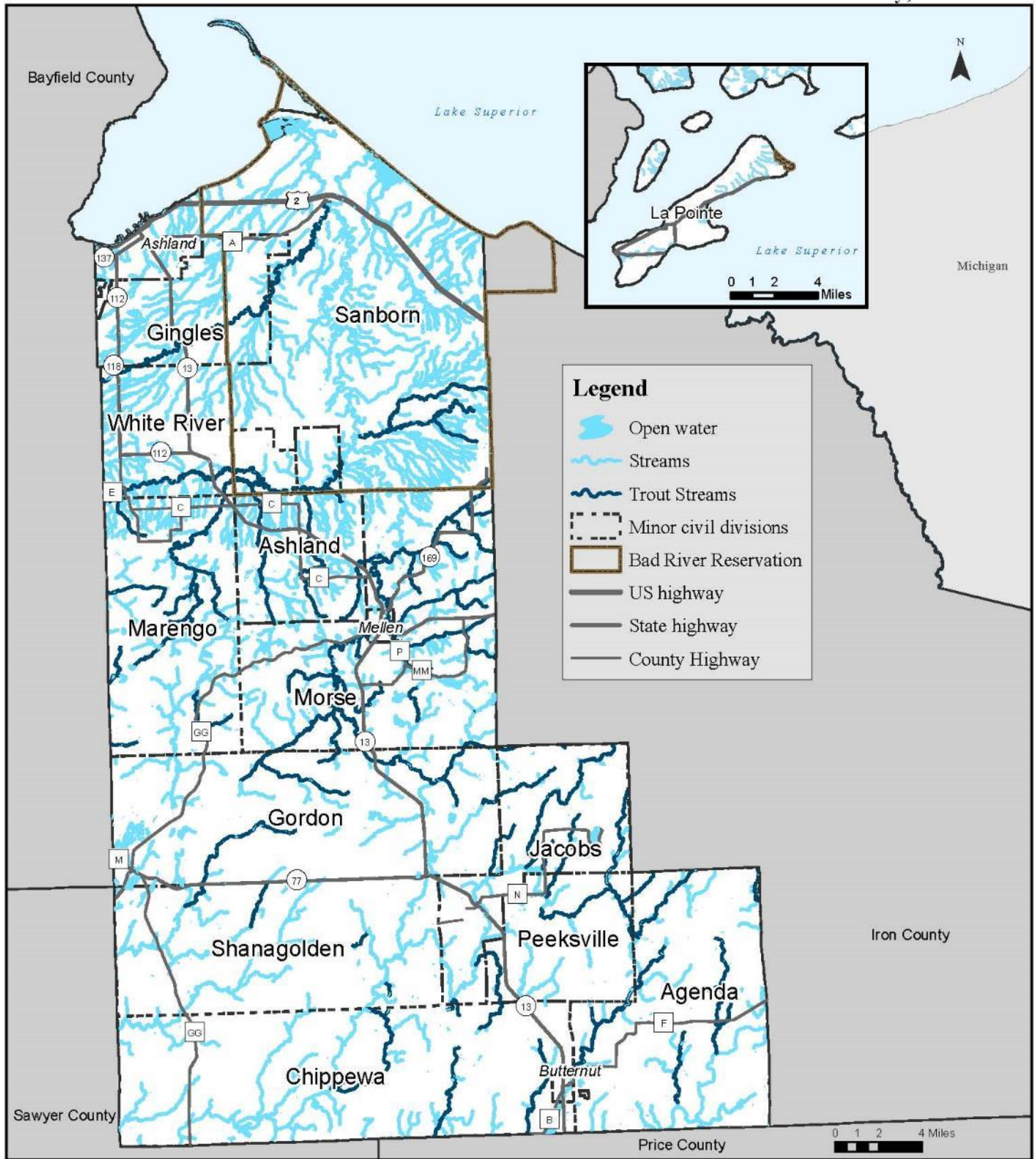


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Map 8: Surface Water

Ashland County, Wisconsin



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Map 9 Wetlands and Floodplains

Ashland County, Wisconsin



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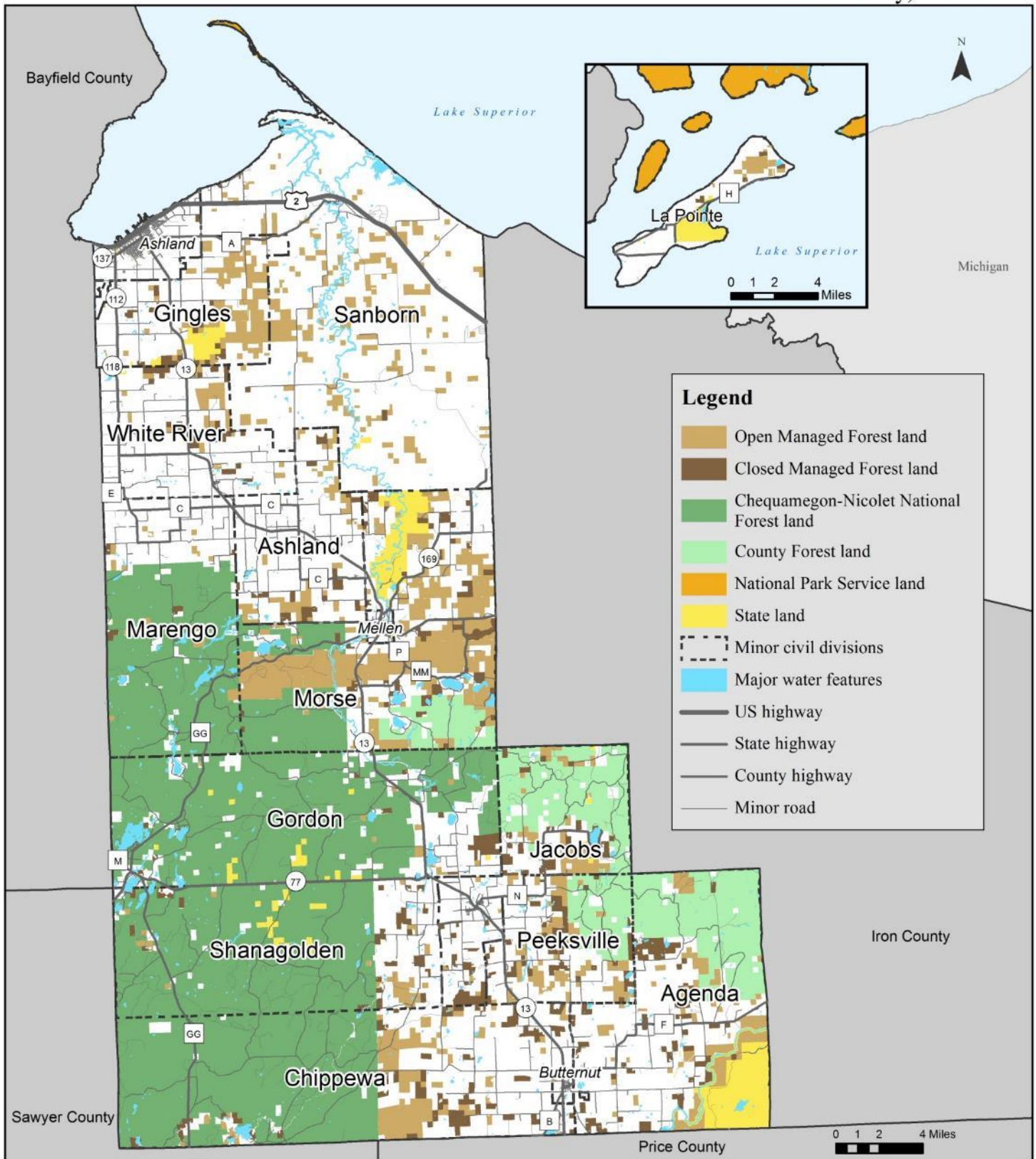


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Map 10: Forests & Parklands

Ashland County, Wisconsin



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Hunting, Fishing, Trapping and Harvesting

Due to Ashland County's location in the Chequamegon Bay region, and its abundant natural resource base, many opportunities exist for hunting, fishing, trapping and harvesting. See the Wisconsin Department of Natural Resources' website (<http://dnr.wi.gov/>) for information on hunting seasons, public access lands, and other regulations relating to hunting, fishing, trapping and harvesting in Ashland County.

Wild Rice

Wild rice has both ecological and cultural significance to the region. Ecologically, wild rice benefits a wide range of species because of the food, cover, or physical structure it adds to the environment. Culturally, wild rice, or *manoommin*, is a food that has long provided both physical and spiritual sustenance to the Ojibwe people.³² The Wisconsin Department of Natural Resources cooperates with Chippewa tribes to determine when rice on navigable lakes is ripe. A Natural Resource Harvesting Permit is required for all off-reservation ricing. See both <http://dnr.wi.gov/> and <http://glifwc.org/> for more information on wild rice harvesting requirements/restrictions.

*The Great Lakes Indian Fish & Wildlife Commission (GLIFWC)*³³

"The GLIFWC is an agency of eleven Ojibwe nations in Minnesota, Wisconsin, and Michigan, with off-reservation treaty rights to hunt, fish and gather in treaty-ceded lands. It exercises powers delegated by its member tribes. GLIFWC assists its member bands in the implementation of off-reservation treaty seasons and in the protection of treaty rights and natural resources. (They also) provide natural resource management expertise, conservation enforcement, legal and policy analysis, and public information services." GLIFWC's member tribes include the Bad River tribe located in Ashland County.

Wildlife Habitat

Update: The Elk herd in the Clam Lake area has grown to over 165 animals compared to around 80 in 2005. See Map 11 for the Environmental Corridors of Ashland County.

Other Conservation Areas

Update: The Big Bay Town Park was upgraded and now includes four campsites equipped with electricity in addition to the 36 tent sites.

Threatened or Endangered Species

There are a variety of threatened or endangered mammals and birds in Ashland County (Table 6). These species have restrictions related to the taking, possession or marketing of species threatened with extinction from the state³⁴. For more information, the Ashland County complete list of threatened, endangered, and "special concern" species and natural features

³² GLIFWC. Wild Rice: Ecology, Harvest, Management. *Great Lakes Indian Fish & Wildlife Commission*. Accessed at: http://www.glifwc.org/publications/pdf/Wildrice_Brochure.pdf

³³ GLIFWC. 2004. Off-Reservation Treaty Resource Management: Seasons of the Ojibwe. *Great Lakes Indian Fish & Wildlife Commission*

³⁴ Wisconsin Department of Natural Resources. 2015. Wisconsin's Endangered and Threatened Species List. *WDNR*. Accessed at: <http://dnr.wi.gov/topic/endangeredresources/etlist.html>



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can be obtained by querying the Natural Heritage Working List³⁵, and the county list as of May 13, 2016 is presented as Appendix 3-G of Volume 3.

Table 6: Threatened or Endangered Mammals and Birds in Ashland County		
Species	Status	Description
<u>Canada lynx</u> <i>Lynx canadensis</i>	Threatened	While no resident populations are known from Wisconsin, the species occasionally occurs in northern forested areas, and counties listed are those with the highest likelihood of occurrence.
<u>Gray wolf</u> <i>Canis lupus</i>	Endangered	Northern forested areas
<u>Northern long-eared bat</u> <i>Myotis septentrionalis</i>	Threatened	Hibernates in caves and mines - swarming in surrounding wooded areas in autumn. During summer, roosts and forages in upland forests.
<u>Piping plover</u> <i>Charadrius melodus</i>	Endangered	Sandy beaches; bare alluvial and dredge spoil islands
<u>Piping plover</u> <i>Charadrius melodus</i>	Critical Habitat Designated	
<u>Rufa red knot</u> <i>(Calidris canutus rufa)</i>	Threatened	Along Lake Superior

Source: US Fish and Wildlife Service, 2016

Invasive Species

Concern about invasive species, both terrestrial and aquatic has increased significantly since the 2006 plan. The Early Detection & Distribution Mapping System lists 256 invasive species in Ashland County.³⁶ The USDA has a website with identification and control information on invasives.³⁷ The Northwoods Cooperative Weed Management Area (NCWMA) is a collective group of state and federal agencies, municipalities, tribes, nonprofits, community organizations, and individuals who have come together to combat invasive species in Douglas, Bayfield, Ashland, and Iron counties in northern Wisconsin.³⁸

Available Funding

Update: The 2015 state budget discontinued the WEEB grant program.

³⁵ <http://dnr.wi.gov/topic/NHI/data.asp?tool=county>

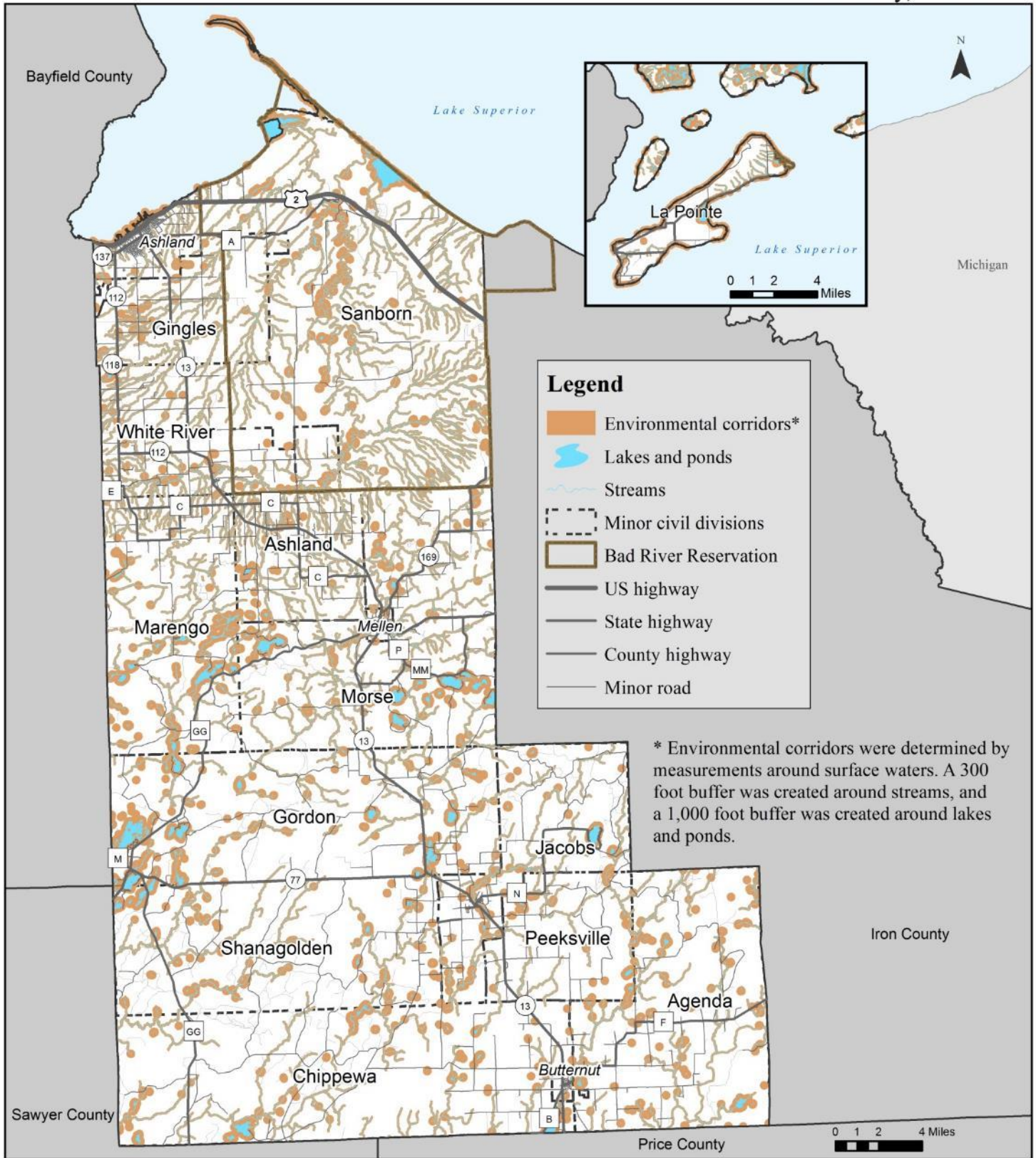
³⁶ <http://www.eddmaps.org/>

³⁷ <http://www.invasivespeciesinfo.gov/unitedstates/wi.shtml>

³⁸ <http://www.northwoodscwma.org/>

Map 11: Environmental Corridors

Ashland County, Wisconsin



Funded in part by:



This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Ashland County is not responsible for any inaccuracies herein contained.

Created by:
Brittany Goudos-Weisbecker
Ashland Co. Land & Water Conservation Department
09/22/2016



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Cultural Resources

This section includes additions, updates and corrections from information in the 2006 background document.

National Register of Historic Places

Ashland County, Wisconsin has 40 listings with the National Register of Historic Places, for more information visit the National Park Service webpage <https://www.nps.gov/nr/research/> National Register listings located in the City of Ashland include the Ashland County Courthouse, Ellis School, Security Savings Bank, Union Depot, Wheeler Hall at Northland College, West Second Street Historic District, Wilmarth School, Old Ashland Post Office, Soo Line Depot, Beaser School, Memorial Hall, Wakefield Hall, Ashland Harbor Breakwater Light, Lewis C. and Caroline Wilmarth House, and the Chapple and MacArthur Avenues Residential Historic District.

Copper Falls State Park and the Mellen City Hall are the two properties listed on the National Register in the Town of Morse. Marion Park Pavilion and the Glidden State Bank are listed in Glidden, in the Town of Jacobs.

Ashland County National Register listings in La Pointe, Wisconsin and in the Apostle Island National Lakeshore include the Hadland Fishing Camp, Bass Island Brownstone Company Quarry (on Basswood Island), Marina Site, LUCERNE (shipwreck), R. G. STEWART (shipwreck), NOQUEBAY (Schooner--Barge) Shipwreck Site, La Pointe Indian Cemetery, T. H. Camp (shipwreck), Winston--Cadotte Site, Rocky Island Historic District, MARQUETTE (shipwreck), MOONLIGHT shipwreck, BIG BAY SLOOP shipwreck (sloop), Coole Park Manor, Manitou Camp, La Pointe Light Station, Apostle Islands Lighthouses, Morty Site, P-Flat Site, Trout Point Logging Camp, and PRETORIA (schooner--barge) Shipwreck Site.³⁹

Ashland Harbor Breakwater Light

The Ashland Harbor Breakwater Lighthouse was built in 1915 and listed on the National Register of Historic Places in 2007. The light was transferred from the U.S. Coast Guard (USCG) to the National Park Service (NPS) as a result of Congressional action in December 2014. This legislation also adds historic light stations to the legislated purpose of Apostle Islands National Lakeshore. Light stations are now officially recognized by Congress as an essential part of the park.⁴⁰

Historic Preservation

The City of Ashland has a Historic Preservation Commission (HPC) that meets quarterly and works with the City of Ashland Planning, Zoning & Development Office. Historic Preservation Commissions are part of local governments and established through local preservation ordinances. More than 170 communities in Wisconsin have local historic

³⁹ <https://www.nps.gov/nr/research/>

⁴⁰ National Park Service. Park news and planner – 2015, Around the Archipelago <https://www.nps.gov/apis/learn/news/upload/Summer15small-2.pdf>

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preservation ordinances. A commission's size, responsibilities, and authority depend on local laws and the needs of its community.

In March 2001, Heritage Research, LTD prepared a Historical Architectural Resource Survey, City of Ashland, Ashland County for the City of Ashland and HPC. An RFP to update this 2001 survey is being sent out May 2016.

Ashland is also a Certified Local Government (CLG). The Wisconsin State Historic Preservation Officer (SHPO) administers the Certified Local Government program for the National Park Service in Wisconsin. The federal law creating the Certified Local Government program can be found in 36 CFR Part 61, Section 61.5 "Approved Local Programs."

The Wisconsin Historical Society has numerous resources including online databases such as the Wisconsin Architecture & History Inventory (AHI) which has more than 140,000 records of historic buildings, structures and objects throughout Wisconsin of which Ashland County has 1,354 records. The Visual Materials Collection, which includes maps, photographs and postcards, has 561 records for Ashland County. The Wisconsin Historic Preservation Database (WHPD), formerly WisARD, is available for purchase as GIS data, for an annual fee online, or no cost for researchers who make an appointment for the access terminal at the Wisconsin Historical Society. WHPD maintains historic buildings, archaeological and burial site inventories and gives users access to the Archaeological Report Inventory (ARI), the Archaeological Sites Inventory (ASI) and the Architecture and History Inventory (AHI).

Public Art⁴¹

Ashland County is home to over 25 murals depicting life in Northern Wisconsin and celebrating the history of the area. From Butternut and Glidden in the south, to Madeline Island and Ashland in the North, these murals emphasize the area's continued commitment to preserving the history of the County for future and current inhabitants. Specifically, area residents and visitors alike have the opportunity to take part in activities such as the Ashland Mural Walk through Ashland's historic downtown, or the Follow the Yellow Brick Road mural tour along Highway 13. This initiative helped make Ashland the Historic Mural Capital of Wisconsin. The mural artists are Susan Prentice Martinsen out of Ashland, Wisconsin and Kelly Meredith out of Butternut, Wisconsin.

Exhibit 6: Mural in the City of Ashland



Source: Milwaukee Journal Sentinel

⁴¹ Historic Murals of Ashland County Wisconsin. *TravelWisconsin.com*. Accessed at: <http://www.muralbrickroad.com/>



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National Marine Sanctuary

A group of area citizens are preparing a nomination for a Wisconsin Lake Superior National Marine Sanctuary (NMS) including the Chequamegon Bay.⁴²

Why is a Wisconsin Lake Superior NMS being considered at this time?

For the first time, the process for adding new Sanctuaries is open for nominations from the public, state and federal agencies, and tribes.⁴³ Lake Superior waters in the area around Chequamegon Bay and the Apostle Islands contain significant natural and cultural marine resources. The area contains a particularly diverse fish community and is an important spawning and feeding area. The only self-sustaining population of lake sturgeon in Lake Superior spawns in the Bad River system. The area is also rich in archaeological resources like shipwrecks and Native American cultural resources. A NMS would provide new opportunities for research, education, and conservation to protect these resources while providing additional economic opportunities. In 2015, the State of Wisconsin successfully nominated a Lake Michigan site. NOAA (National Oceanic and Atmospheric Administration) recently started the designation process for this site.

How is a site added to the national NMS system?

Designation of a NMS is a 2-step process. Nominating a site is the first step. The nomination must meet [federally required criteria](#) and have broad public support. A successful nomination means that a Wisconsin Lake Superior NMS would be added to the list of areas that NOAA can consider for designation. A possible second step is for NOAA to begin the Sanctuary designation process. This involves developing an environmental impact statement (EIS) and management plan for the site. Public involvement and hearings are key in all parts of the designation process. It is important to note that the nomination and designation processes are separate. NOAA notes that typically marine sanctuary designations take 3 to 5 years.

Museums and Historical Societies

Ashland Historical Society Museum

216 Main Street West, Ashland, WI 54806

715-682-4911, museum@ashlandwihistory.com

<http://www.ashlandwihistory.com/>

Online digital collection through Recollection Wisconsin:

<http://content.mpl.org/cdm/landingpage/collection/Ashland>

Butternut Area Historical Society Museum

126 E Main St, Butternut, WI

715-769-3508, 715-769-3722

<http://www.butternutmuseum.org/>

Glidden Area Historical Society, Inc.

⁴² Lake Superior National Marine Sanctuary Initiative. Get the Facts. Accessed at: <http://www.lakesuperiorsanctuary.org/info--faqs.html>

⁴³ Sanctuary Nomination Process. NOAA. Accessed at: <http://www.nominate.noaa.gov/>



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Located in CCC barracks at the Glidden fair grounds at Marion Park, which has always operated under the "Four Towns" umbrella - Gordon, Jacobs, Peeksville and Shanagolden. In 2016, they kicked off a building fund raising campaign with a goal to raise \$115,000, for a new building.

Madeline Island Museum is a museum owned and operated by the Wisconsin Historical Society. Opened on June 15, 1958, the museum is in the town of La Pointe, Wisconsin on Madeline Island, one of the Apostle Islands in Lake Superior.

226 Colonel Woods Ave, La Pointe, WI 54850

(715) 747-2415

<http://madelineislandmuseum.wisconsinhistory.org/>

Mellen Area Historical Society

PO Box 134, Mellen, WI 54546

715-274-2136, studio36@centurytel.net

The Northern Great Lakes Visitor Center has a History Center and Archives on the second floor which is #14 in the statewide network of Area Research Centers (ARCs) operated by the Wisconsin Historical Society (WHS). The Northwoods ARC is the repository for 8 northern Wisconsin counties serving the people of Wisconsin with access to public records and private manuscript collections for Ashland, Bayfield, Forest, Iron, Oneida, Price, Sawyer, and Vilas counties.

29270 County Highway G, Ashland, WI 54806

715-685-9983, 715-685-2647 • info@nglvc.org

Wisconsin Native American Tribes with Formal THPO (Tribal Historic Preservation Officer) Designation include the Bad River Band of Lake Superior Chippewa Indians

Edith Leoso, THPO

Tribal Historic Preservation Office

Chief Blackbird Center, Odanah, WI 54861

(715) 682 - 7103

THPO@badriver-nsn.gov

The Marengo Valley Historical Association has a Community Facebook Page started by Charles Jolma with 540 people who like and view the page in May 2016.

The Old Ashland & Surrounding Area Pictures has a Public Group on Facebook started by Don "Ocky" Jaskowiak with 3,486 members in May 2016.

Another cultural resource, especially for genealogy research, are the 20 cemeteries in Ashland County.



Economic Development

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Introduction

Since the last Comprehensive Plan was developed in 2005-6 there have been major economic changes in the world and in Ashland County. The great recession in 2008-9 had a dramatic effect on the entire country. In Ashland County many businesses scaled back for a while and several closed their doors. As of 2016 overall economic activity seems to be getting back to pre-recession levels. This background document will give updated data, as well as, some data from a longer view – 1970 to 2014. This perspective provides a better overview of changes in the county than if we just updated data to the 2010 census.

Chapter Contents

- ♦ Introduction
- ♦ Economic Development in Ashland County
- ♦ The Big Picture

The data provided here comes primarily from a few sources: the 2010 census; a ‘Profile of Socioeconomic Measures’ 2015 created from the Economic Profile System; and the ‘2013 Ashland County Economic and Workforce Profile’ created by the WI Department of Workforce Development. A few other sources were used for individual charts and the sources are provided with the listing. Many of these source documents will be available on the Ashland County UW-Extension webpage for comprehensive plan review and are available from our office.

Economic Development in Ashland County

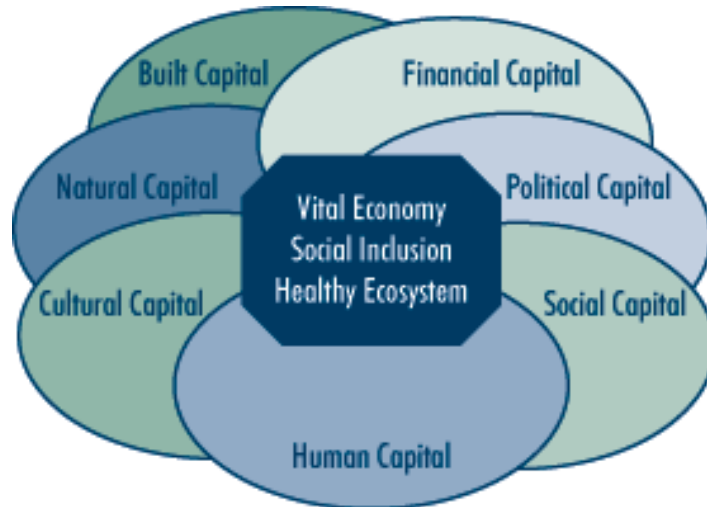
Economic Development is viewed and defined in a variety of ways by different constituents. One definition provided at a Wisconsin Basic Economic Development course is: “The process of retaining, expanding, and attracting jobs, income and wealth in a manner that improves individual economic opportunities and the quality of human life.” Probably the most mentioned component or goal of economic development is good quality jobs. A common perception in the county is that employment opportunities have been stagnant or even going down. As can be seen on Exhibit 2, page 6-5, this perception is not matched by the data. From 1970 to 2014 employment in the county grew from 6,977 to 10,893 jobs, while the total population fell a little. Details that explain this are included in other graphs and charts.



Economic Development

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Exhibit 1: Community Assets



A newer approach to economic development is called Asset Based Development. The approach is to inventory a region's assets and then leverage them to create development. This is in contrast to the approach of working to attract businesses from outside the area to relocate here. Rural researchers Flora and Flora suggest that there are seven categories of community assets that a community can marshal to grow its economy. They call these assets 'capitals' and they are represented in this diagram, Exhibit 1.

Looked at in this way, Ashland County has many assets that can be employed to create a robust regional economy. Some of these assests include:

- A total land area of 673,680 acres.
- 179,452 acres of National Forest.
- 40,003 acres of County Forest.
- Eighteen of the 22 Apostle Islands in Lake Superior are within the County.
- Chequamegon Bay, with 33,000 acres of Lake Superior, is the County's NW boundary.
- Lake Superior, the largest freshwater lake by surface area in the world, encompasses the 18 Apostle Islands and provides 25 miles of mainland shoreline in the County.
- Sixty-four inland lakes covering 11,000 acres.
- Sixty-five trout streams totaling 300 miles.
- An iron ore deposit estimated to contain 20% of the known US reserves.
- A population of 16,157 as determined by the 2010 census.
- The Bad River Native American Reservation that encompasses 120,000 acres and is home to 1,600 tribal members. The 2010 census identified 2,107 Native Americans in the county.
- A diversified economic and employment base that includes:
 - Tourism related businesses.
 - Forestry related businesses.
 - Regional hospital and numerous medical and dental clinics.
 - Manufacturers and industries.



Economic Development

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- Federal and state agency offices.
- A private college, a state technical college, an UWEX office and four school districts.
- A regional retail sector.
- Dairy, beef, small grain and market farmers.
- A county Economic Development Corporation, Chambers of Commerce and regional economic support organizations.
- With 10,893 jobs (2014) the county is a net importer of workers.

The challenge for the region is to determine how best to utilize its assets to create the quality of life desired by its residents.

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 meeting the employee needs of area employers.

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 following tables and graphs give a snapshot of changes in population, employment, unemployment levels and personal income in the county over the last four and a half decades. Together they show a more optimistic picture than the conventional wisdom portrays, and yet it also reveals significant room for growth and improvement. Some indicators have recovered since the recession while others are still lagging behind the prerecession numbers.

Table 1: Population & Labor Force: 2010

	Ashland County	Wisconsin
Total Population	16,157	5,757,564
Population Age 16+	12,947	4,458,387
In labor force	8,607	3,078,465
In Armed Forces	7	4,555
Civilian Employed	7,815	2,869,310
Civilian	785	204,600
Labor Force Participation	66.5%	69%

Source: United States Census



Economic Development

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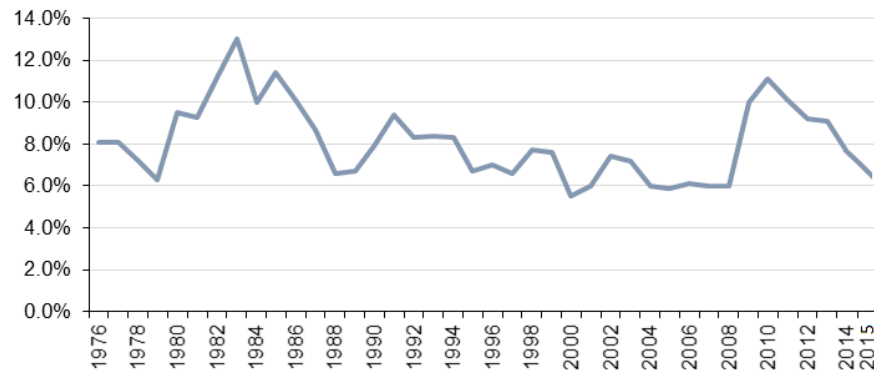
Table 2: Average Annual Unemployment Rate, 1976-2014

	1976	1990	2000	2010	2014	2015	Change 2010- 2015
Unemployment Rate	8.1%	7.9%	5.5%	11.1%	7.6%	6.3%	-4.8%

Source: Economic Profile, 2015 U.S. Department of Labor

Average Annual Unemployment Rate, Ashland County, WI

Since 1976, the annual unemployment rate ranged from a low of 5.5% in 2000 to a high of 13% in 1983. The December 2015 rate had dropped to 6.3%.

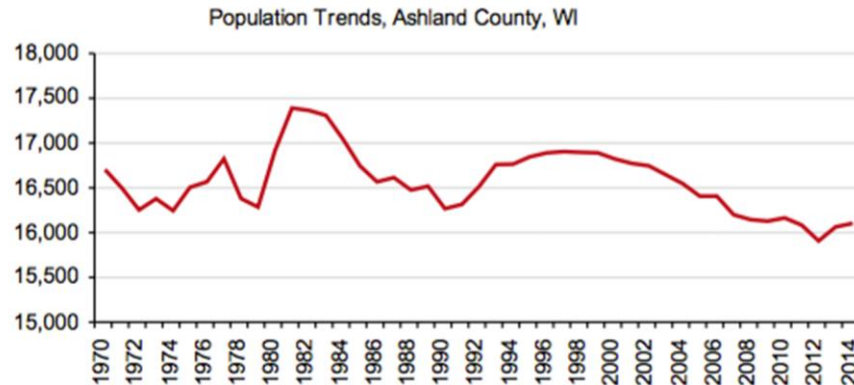




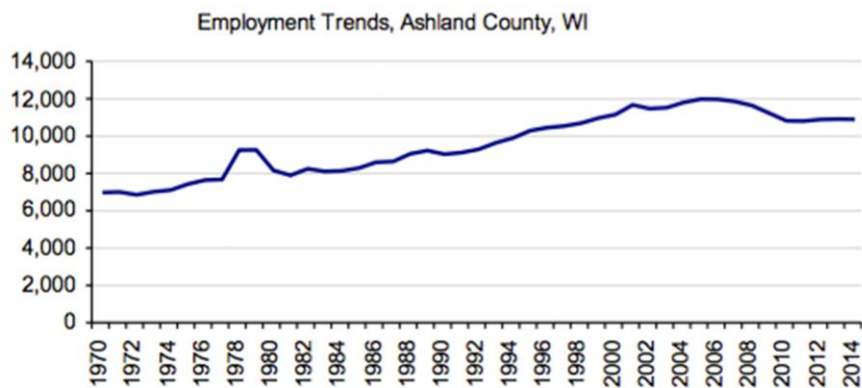
Economic Development

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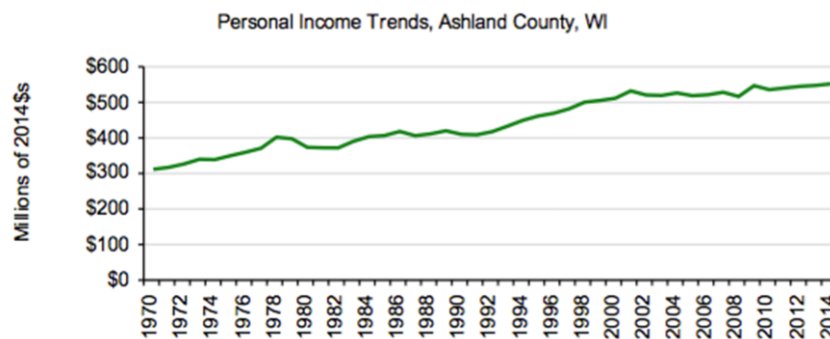
Exhibit 2: Ashland County Trends in Population, Employment, and Personal Income



From 1970 to 2014, population shank from 16,704 to 16,103 people, a 4% decrease.



From 1970 to 2014, employment grew from 6,977 to 10,893, a 56% increase.



From 1970 to 2014, personal income grew from \$311.5 million to \$552.2 million, (in real terms), a 77% increase.

Source: U.S. Department of Commerce. 2015.

Graphs provided by Economic Profile System, Headwaters Economics



Economic Development

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Table 3: Components of Employment Change by Place of Work, 1970-2014⁴⁴						
	1970	1980	1990	2000	2014	Change 2000-2014
Total Employment	6,977	8,160	9,027	11,146	10,893	-253
Wage and salary jobs	5,749	6,765	7,577	9,171	8,544	-627
Number of proprietors	1,228	1,395	1,450	1,975	2,349	374
Total Employment (%)						-2.3%
Wage and salary jobs	82.4%	82.9%	83.9%	82.3%	78.4%	-6.8%
Number of proprietors	17.6%	17.1%	16.1%	17.7%	21.6%	18.9%

Source: Bureau of Labor Statistics

Of particular note here is the trend of greater growth of proprietors or those who are self-employed.

Table 4: Components of Labor Earnings Change, 1970-2014 (Thousands of 2014 \$s)						
	1970	1980	1990	2000	2014	Change 2000-2014
Earnings by place of work	256,197	287,767	335,059	431,239	452,359	21,120
Wage & salary disbursements	188,563	213,034	240,439	308,176	306,252	-1,924
Supplements to wages & salaries	23,262	39,391	59,818	80,973	99,212	18,239
Proprietors' income	44,373	35,341	34,802	42,090	46,895	4,805
Percent of Total						% Change 2000-2014
Earnings by place of work						4.9%
Wage & salary disbursements	73.6%	74.0%	71.8%	71.5%	67.7%	-0.6%
Supplements to wages & salaries	9.1%	13.7%	17.9%	18.8%	21.9%	22.5%
Proprietors' income	17.3%	12.3%	10.4%	9.8%	10.4%	11.4%
All income data in the table above are reported by <i>place of work</i> , which is different than earnings by <i>place of residence</i> shown on the following page of this report.						

⁴⁴ A Profile of Socioeconomic Measures of Ashland County, WI produced by Economic Profile System, December 2015. U.S. Department of Commerce. 2015. Bureau of Economic Analysis, Regional Economic Accounts, Washington, D.C. Table CA30.



Economic Development

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Household Income

Ashland County's median household income was \$39,172 in 2014. This was significantly lower than that of the state which had a median household income of \$52,738. The table to the right shows incomes in Ashland County compared to Wisconsin overall (Table 5).

Table 5: Household Incomes: 2014		
	Ashland County	Wisconsin
Total Households	6,741	2,293,250
Less than \$10,000	7.6%	5.9%
\$10,000 to \$14,999	7.5%	5.3%
\$15,000 to \$24,999	18.3%	10.9%
\$25,000 to \$34,999	11.6%	10.8%
\$35,000 to \$49,999	19.7%	14.6%
\$50,000 to \$74,999	15.9%	19.6%
\$75,000 to \$99,999	9.4%	13.4%
\$100,000 to \$149,999	7.5%	12.8%
\$150,000 to \$199,999	1.50%	3.8%
\$200,000 or more	1.0%	3.1%
Income \$50,000 and over	35%	52.7%
Median Household Income	\$ 39,172	\$52, 738
Per Capita Income	\$21,159	\$27,907
% of Families Below Poverty Level	12.9%	8.9%

Source: U.S. Census Bureau, Fact Finder

Table 6: Components of Personal Income Change, 1970-2014 (Thousands of 2014 \$s)						
	1970	1980	1990	2000	2014	Change 2000-2014
Total Personal Income	311,545	373,564	410,220	511,706	552,197	40,491
Labor Earnings	221,709	223,864	238,040	306,963	298,928	-8,035
Non-Labor Income	89,836	149,701	172,180	204,743	253,269	48,526
Dividends, Interest, and Rent	39,024	58,401	76,458	97,771	93,846	-3,925
Age-Related Transfer Payments	28,684	48,575	54,822	60,530	90,710	30,180
Hardship-Related Transfer Payments	9,705	26,880	27,836	34,659	54,598	19,939
Other Transfer Payments	12,232	15,738	13,064	11,783	14,115	2,332
Percent of Total						% Change 2000-2014
Total Personal Income						7.9%
Labor Earnings	71.2%	59.9%	58.0%	60.0%	54.1%	-2.6%
Non-Labor Income	28.8%	40.1%	42.0%	40.0%	45.9%	23.7%
Dividends, Interest, and Rent	12.5%	15.6%	18.6%	19.1%	17.0%	-4.0%
Age-Related Transfer Payments	9.2%	13.0%	13.4%	11.8%	16.4%	49.9%
Hardship-Related Transfer Payments	3.1%	7.2%	6.8%	6.8%	9.9%	57.5%
Other Transfer Payments	3.9%	4.2%	3.2%	2.3%	2.6%	19.8%
All income data in the table above are reported by <i>place of residence</i> . Labor earnings and non-labor income may not add to total personal income due to adjustments made by the Bureau of Economic Analysis.						

Source: U.S. Department of Commerce, taken from "A Profile of Socioeconomic Measures of Ashland County, WI, 2015"



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Table 7: Educational Attainment, 2014

	Ashland County	Wisconsin
Population Age 25+	10,785	3,850,995
Less than 9th grade	2.4%	3.2%
9th to 12th grade, no diploma	7.0%	6.0%
High school graduate (includes equivalency)	35.0%	32.4%
Some college, no degree	21.7%	21.1%
Associate's degree	11.5%	9.9%
Bachelor's degree	14.50%	18.1%
Graduate or professional degree	7.8%	9.3%
Total with Some Post High School Education	55.5%	58.4%

Source: U.S. Census

Educational Attainment
County residents have a comparable rate of educational attainment to the state except in bachelor and graduate degrees where county residents lag behind the state levels. (Table 7)

Occupations

In comparison to state and county averages, a smaller 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 8. Note that the table is not by the industry they are employed in but what type of position they have with the company.

Table 8: Ashland County Occupations in 2010

Occupation	Ashland County		Wisconsin	
	Number	Percent	Number	Percent
Management, professional, and related	2,043	26.2	383,619	14.0
Service occupations	1,624	20.8	690,360	25.2
Sales and office occupations	1,710	21.9	540,930	19.8
Farming, fishing, and forestry occupations	211	2.7	857,205	31.3
Construction, extraction, and maintenance	691	8.8	25,725	0.9
Production, transportation, and material moving occupations	1,531	19.6	237,086	8.7
Total	7,810	100.0	2,734,92	100.0

Source: U.S. Census

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 9 is an estimate of the spending habits of households in Ashland County compared to statewide numbers. The numbers were estimated based on population, annual incomes, and spending preferences (based on demographics). The table also shows how much less spending power Ashland County households have than the state average for the different categories of spending.



Economic Development

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Table 9: 2015 Household Spending Habit Estimates for Ashland County

Expenditure Category	Ashland County	Wisconsin
Apparel & Services: Total \$	\$10,203,214	\$4,849,913,849
Average Spent	\$1,516	\$2,088
Computers & Accessories: Total \$	\$1,142,604	\$548,125,897
Average Spent	\$170	\$236
Education: Total \$	\$5,899,071	\$3,135,821,077
Average Spent	\$877	\$1,350
Entertainment/Recreation: Total \$	\$15,654,746	\$7,071,758,860
Average Spent	\$2,326	\$3,044
Food at Home: Total \$	\$25,374,105	\$11,238,025,227
Average Spent	\$3,770	\$4,837
Food Away from Home: Total \$	\$14,665,151	\$6,927,712,914
Average Spent	\$2,179	\$2,982
Health Care: Total \$	\$24,370,504	\$10,414,168,502
Average Spent	\$3,621	\$4,482
HH Furnishings & Equipment: Total \$	\$8,527,249	\$3,928,306,295
Average Spent	\$1,267	\$1,691
Investments: Total \$	\$13,282,128	\$5,236,807,348
Average Spent	\$1,974	\$2,254
Retail Goods: Total \$	\$124,659,838	\$55,015,216,774
Average Spent	\$18,523	\$23,680
Shelter: Total \$	\$68,894,040	\$34,048,126,119
Average Spent	\$10,237	\$14,655
TV/Video/Audio: Total \$	\$6,277,196	\$2,820,546,466
Average Spent	\$933	\$1,214
Travel: Total \$	\$8,334,780	\$4,052,719,317
Average Spent	\$1,238	\$1,744
Vehicle Maintenance & Repairs: Total \$	\$5,183,012	\$2,378,893,611
Average Spent	\$770	\$1,024

Source: ESRI

Data Note: Consumer spending shows the amount spent on a variety of goods and services by households that reside in the area. Expenditures are shown by broad budget categories that are not mutually exclusive. Consumer spending does not equal business revenue. Total and Average Amount Spent per Household represent annual figures.



Economic Development

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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 provides a profile of Ashland County's employers and economic activity.⁴⁵

Table 10: Employment by Industry, 2001-2014

	2001	2005	2010	2014	Change 2010- 2014
Total Employment (number of jobs)	11,668	11,979	10,816	10,893	77
Non-services related	2,766	2,736	2,122	2,255	133
Farm	250	219	209	212	3
Forestry, fishing, & ag. services	296	318	226	230	4
Mining (including fossil fuels)	10	5	5	5	0
Construction	611	785	630	680	50
Manufacturing	1,599	1,409	1,052	1,128	76
Services related	4,777	4,897	4,537	4,560	23
Utilities	na	na	na	na	na
Wholesale trade	287	297	241	263	22
Retail trade	1,220	1,201	1,130	1,075	-55
Transportation and warehousing	316	309	381	299	-82
Information	172	162	179	144	-35
Finance and insurance	355	322	297	365	68
Real estate and rental and leasing	184	264	194	224	30
Professional and technical services	299	332	313	356	43
Management of companies and enterprises	na	na	na	na	na
Administrative and waste services	330	385	344	371	27
Educational services	na	na	na	na	na
Health care and social assistance	na	na	na	na	na
Arts, entertainment, and recreation	124	132	148	159	11
Accommodation and food services	975	951	857	853	-4
Other services, except public administration	515	542	453	451	-2
Government	2,170	2,207	2,199	2,137	-62

Source: County Business Patterns, U.S. Census Bureau

⁴⁵ Note that these data reflect the employment provided by Ashland County firms, not the employment of Ashland County residents.

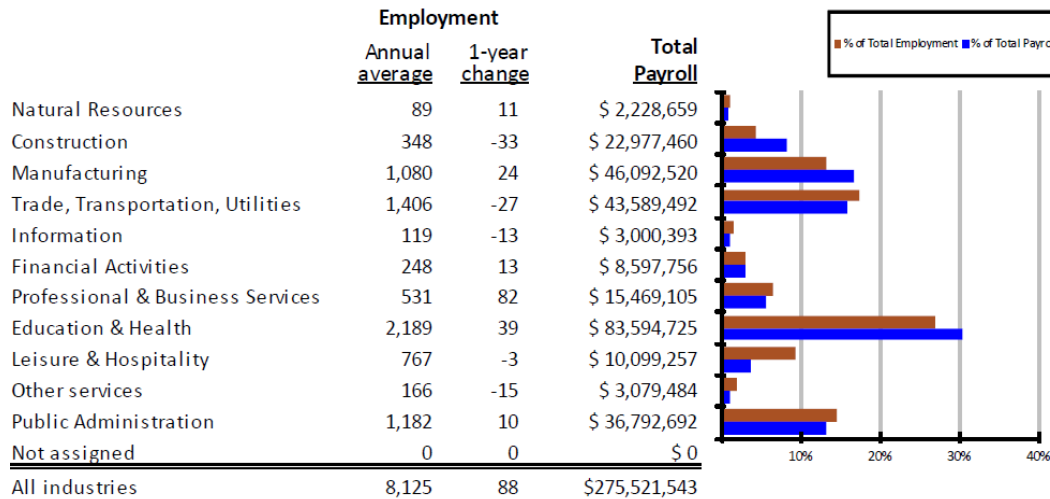


Economic Development

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Exhibit 3: Industry Employment and Wages

2012 Employment and Wage Distribution by Industry in Ashland County



Source: WI DWD, Bureau of Workforce Training, Quarterly Census Employment and Wages, June 2013

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 11). Comparing this table to the corresponding table in the 2006 Comprehensive Plan background document shows a few changes, both new additions to the list and a few that dropped off.

Table 11: Largest Employers - Ashland County 2013			
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
Walmart	Discount Department Stores	City of Ashland	250-499
Northland College	Colleges, Universities & Professional Schools	City of Ashland	100-249
Lori Knapp Inc	Services for the Elderly & Disabled	City of Ashland	100-249
Columbia Forest Products	Hardwood Veneer and Plywood Manufacturing	City of Mellen	100-249
School District of Ashland	Elementary and Secondary Schools	City of Ashland	100-249
Bay Area Health LLC	Managing Offices	City of Ashland	100-249

Source: WI DWD, Bureau of Workforce Information, Sept. 2013



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Table 12: Earnings by Industry, 2001-2014 (Thousands of 2014 \$s)					
	2001	2005	2010	2014	Change 2010-2014
Labor Earnings	\$443,498	\$483,149	\$450,693	\$452,359	\$1,666
Non-services related	\$114,091	\$122,615	\$98,420	\$111,259	\$12,839
Farm	\$805	\$2,921	\$1,861	\$5,800	\$3,939
Forestry, fishing, & ag. services	\$12,214	\$9,986	\$8,165	\$7,640	-\$525
Mining (including fossil fuels)	\$33	\$88	\$27	\$25	-\$2
Construction	\$25,137	\$37,594	\$31,282	\$37,331	\$6,049
Manufacturing	\$75,901	\$72,026	\$57,085	\$60,463	\$3,378
Services related	\$95,515	\$114,584	\$120,427	\$133,092	\$12,665
Utilities	na	na	na	na	na
Wholesale trade	\$9,139	\$12,379	\$11,141	\$12,763	\$1,622
Retail trade	\$32,737	\$34,415	\$34,400	\$33,024	-\$1,376
Transportation and warehousing	\$13,951	\$14,278	\$13,564	\$12,715	-\$849
Information	\$5,383	\$5,686	\$4,438	\$4,763	\$325
Finance and insurance	\$12,500	\$11,682	\$10,731	\$11,342	\$611
Real estate and rental and leasing	\$2,199	\$4,225	\$1,819	\$1,648	-\$171
Professional and technical services	\$6,157	\$9,388	\$11,052	\$12,580	\$1,528
Management of companies and enterprises	na	na	na	na	na
Administrative and waste services	\$12,292	\$14,810	\$11,303	\$12,351	\$1,048
Educational services	na	na	na	na	na
Health care and social assistance	na	na	na	na	na
Arts, entertainment, and recreation	\$1,422	\$1,508	\$1,381	\$1,447	\$66
Accommodation and food services	\$15,895	\$15,923	\$14,952	\$14,172	-\$780
Other services, except public administration	\$16,221	\$15,499	\$16,001	\$16,287	\$286
Government	\$101,911	\$114,236	\$121,368	\$115,035	-\$6,333

Source: A Profile of Socioeconomic Measures of Ashland County, WI produced by Economic Profile System, December 2015. U.S. Department of Commerce. 2015. Bureau of Economic Analysis, Regional Economic Accounts, Washington, D.C. Table CA05N



Economic Development

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Table 13: Employment & Wages by Industry, 2014 (2014 \$s)				
	Employment	% of Total Employment	Avg. Annual Wages	% Above or Below Avg.
Total	7,960		\$34,269	
Private	5,998	75.4%	\$34,621	1.0%
Non-Services Related	1,481	18.6%	\$46,047	34.4%
Natural Resources and Mining	85	1.1%	\$25,499	-25.6%
Agriculture, forestry, fishing & hunting	85	1.1%	\$25,499	-25.6%
Mining (incl. fossil fuels)	0	0.0%	na	na
Construction	368	4.6%	\$57,256	67.1%
Manufacturing (Incl. forest products)	1,028	12.9%	\$43,734	27.6%
Services Related	4,517	56.7%	\$30,875	-9.9%
Trade, Transportation, and Utilities	1,307	16.4%	\$30,349	-11.4%
Information	116	1.5%	\$23,353	-31.9%
Financial Activities	223	2.8%	\$35,589	3.9%
Professional and Business Services	477	6.0%	\$29,537	-13.8%
Education and Health Services	1,483	18.6%	\$41,787	21.9%
Leisure and Hospitality	751	9.4%	\$13,029	-62.0%
Other Services	161	2.0%	\$20,543	-40.1%
Unclassified	0	0.0%	na	na
Government	1,962	24.6%	\$33,192	-3.1%
Federal Government	153	1.9%	\$55,566	62.1%
State Government	62	0.8%	\$45,161	31.8%
Local Government	1,747	21.9%	\$30,807	-10.1%

Source: A Profile of Socioeconomic Measures of Ashland County, WI produced by Economic Profile System, December 2015. U.S. Department of Labor. 2015. Bureau of Labor Statistics, Quarterly Census of Employment and Wages, Washington, D.C.



Economic Development

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State of Wisconsin Trends

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

Table 14: 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 15: 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



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Table 16: 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

Tourism

Tourism continues to be a significant contributor to the Ashland County economy as shown in the following table.

Table 17: Total Tourism Impacts in Wisconsin and Ashland County

	Direct Visitor Spending (millions)			Total Business Sales (millions)			State and Local Taxes (millions)		
Location	2013	2014	% Change	2013	2014	% Change	2013	2014	% Change
Wisconsin	10,840.15	11,419.09	5.34%	17,517.77	18,475.59	5.47%	1,356.34	1,412.32	4.13%
Ashland County	31.42	33.91	7.93%	47.42	50.82	7.17%	4.17	4.43	6.19%

Total Tourism Impacts in Wisconsin and Ashland County Cont.

	Employment (total)			Total Labor Income (millions)		
Location	2013	2014	% Change	2013	2014	% Change
Wisconsin	185,495	187,643	1.16%	4,657.63	4,829.85	3.70%
Ashland County	558	570	2.15%	11.65	12.30	5.53%

Source: WI State Department of Tourism Economic Impact Research



Economic Development

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Recreational Trails

Trails for recreational use are an important component of local recreation opportunities and tourism. The trails in the county are shown in the transportation section of this document.

Forestry⁴⁶

Forests are one of the key assets of Ashland County and account for significant jobs and recreational opportunities in the county. Here are a few of the economic impacts.

Table 18: 2012 Forest Economy, Ashland County

Direct Economic Effects	Employment	Output	Value Added
Forestry and Logging	110 jobs	\$9.0 million	\$4.3 million
Pulp and Paper	12 jobs	\$9.5 million	\$3.0 million
Sawmills and Wood Products	330 jobs	\$73.0 million	\$23.3 million
Total	452 jobs	\$91.4 million	\$30.5 million

Employment	
Jobs	452 jobs
Payroll	\$18.5 million
Total Labor Income	\$22.3 million
Indirect Employment	483 jobs

Taxes	
Direct	\$1.5 million
Indirect	\$2.2 million

Output	
Total Output	\$91.4 million
Output per Worker	\$202,129
Indirect Output	\$49.5 million

Forest Land	
Total Forest Land	445,256 acres
Public Land	243,601 acres
Private Land	198,673 acres
Forest Area	29.9% forested

Source: Wisconsin Department of Natural Resources

Output is the total value of the industry in the local economy. Value added is a measure of the industry's contribution to the local community; it includes wages, rents, interest, and profits. Direct impacts are jobs, revenue, and taxes for normal business operations. Indirect includes indirect and induced impacts. It refers to the dollars industry and households spend at other area businesses and the local jobs supported by the forest industry.

Highlights

- Forestry is one of the top 10 employers in the county.
- Forestry is number 2 in total output for the county.
- Forestry provides 4.1% of the jobs in the county.
- Forestry provides 7.1% of total output.
- Every job in forestry supports 1.1 additional jobs in the county.
- Every million dollars of output in forestry created \$540,000 output in other sectors.

⁴⁶ Ballweg, Julie. 2012. Forest Economy, Ashland County. Wisconsin Department of Natural Resources



Economic Development

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Commuting Patterns

Commute Type

As noted earlier in this section, Ashland County is a net importer of employees. The table below shows where the employees in the county reside. It also shows where the 1,000+ Ashland County residents who work outside the county are employed.

Table 19: Commuting Patterns for Ashland County, WI – 2013 Workforce Profile

People who work in Ashland Co., WI, live in:		People who live in Ashland Co., WI, work in:	
Residence	Estimated # of Workers	Workplace	Estimated # of Workers
Ashland Co., WI	6,334	Ashland Co., WI	6,334
Bayfield Co., WI	2,004	Price Co., WI	564
Gogebic Co., WI	193	Bayfield Co., WI	322
Iron Co., WI	140	St. Louis Co., MN	81
Price Co., WI	88	Sawyer Co., WI	57
Chippewa Co., WI	66	North Slope Borough, AK	35
Eau Claire Co., WI	65	Iron Co., WI	30
Douglas Co., WI	63	Douglas Co., WI	13
Sawyer Co., WI	42	Milwaukee Co., WI	13
Vilas Co., WI	32	Oneida Co., WI	13

Source: U.S. Dept. of Commerce, Census Bureau, American Community Survey 2007-2011, Table S0801

Table 20: Cross-County Earnings, 1990-2014 (Thousands of 2014 \$s)

	1990	2000	2010	2014	Change 2010-2014
Total Personal Income	410,220	511,706	535,761	552,197	16,436
Cross-County Commuting Flows					
Inflow of Earnings	26,901	39,721	44,010	45,564	1,554
Outflow of Earnings	84,670	113,866	153,004	145,718	-7,286
Net Residential Adjustment (Inflow - Outflow)	-57,769	-74,144	-108,994	-100,154	8,840
Percent of Total					% Change 2010-2014
Net Residential Adjustment Share of Total Personal Income	-14.1%	-14.5%	-20.3%	-18.1%	2.2%
<i>Total personal income is reported by place of residence.</i>					

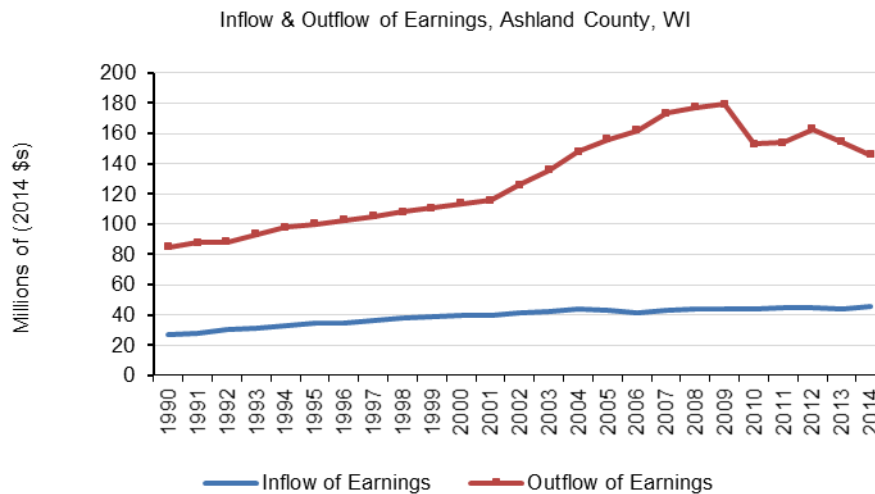
Source: A Profile of Socioeconomic Measures of Ashland County, WI produced by Economic Profile System. U.S. Department of Commerce. 2015. Bureau of Economic Analysis, regional Economic Accounts, Washington, D.C. Tables CA30 & CA91



Economic Development

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Exhibit 4: Inflow & Outflow of Earnings, Ashland County, WI



- From 1990 to 2014 inflow of earnings grew from \$26.9 million to \$45.6 million (in real terms), a 69% increase.
- From 1990 to 2014 outflow of earnings grew from \$84.7 million to \$145.7 million (in real terms), a 72% increase.

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.

The Wisconsin Department of Revenue maintains a database of assessed property values for every taxing jurisdiction in the state. Table 21 below shows how the different municipalities in Ashland County compare in seven categories of assessed value. Exhibits 5 and 6 show comparisons of assessed values by category in the county and then compares all the municipalities in the county based on data in Table 21.



Economic Development

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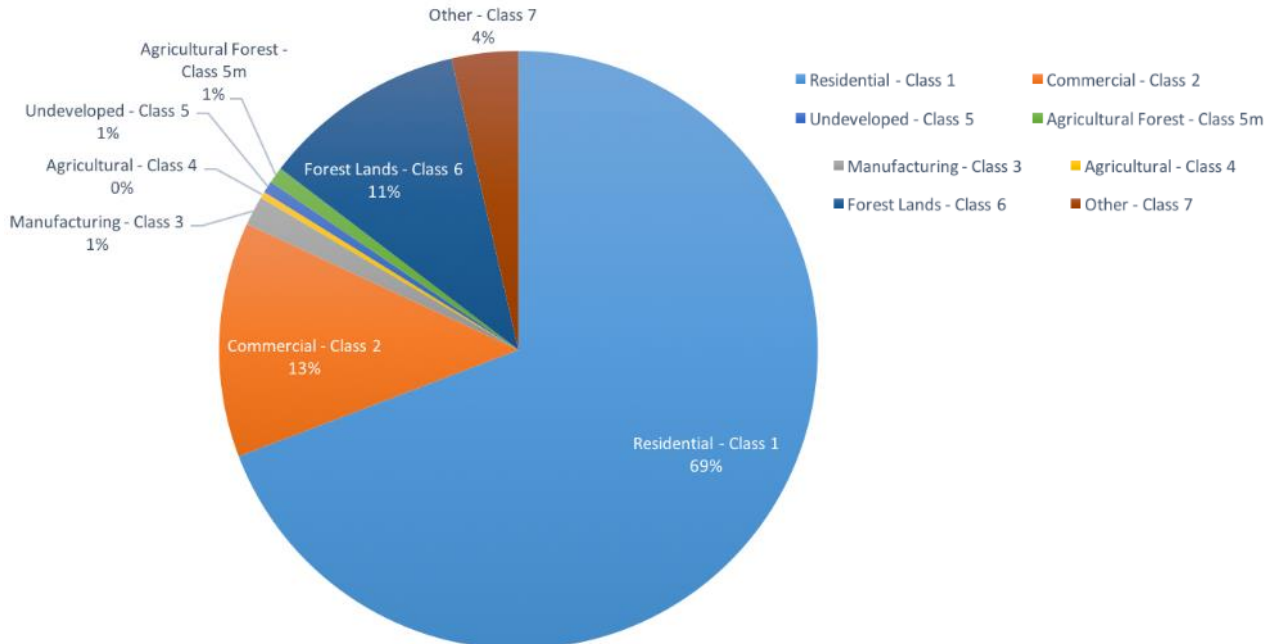
Table 21: Equated Statement of Assessment for 2014

Real Estate	Residential Class 1	Commercial Class 2	Manufacturing Class 3	Agricultural Class 4	Undeveloped Class 5	Ag Forest Class 5m	Forest Lands Class 6	Other Class 7	Totals
Agenda (T)	\$23,384,400	\$550,500	\$0	\$318,800	\$1,861,000	\$1,434,300	\$13,763,100	\$1,121,800	\$42,433,900
Ashland (T)	\$19,265,300	\$1,042,600	\$151,900	\$646,200	\$375,000	\$1,615,000	\$12,722,500	\$1,488,700	\$37,307,200
Chippewa (T)	\$29,455,200	\$920,500	\$0	\$365,800	\$1,262,900	\$1,944,700	\$15,421,600	\$1,529,600	\$50,900,300
Gingles (T)	\$39,444,100	\$3,279,800	\$141,400	\$348,300	\$971,100	\$410,200	\$7,863,400	\$2,045,400	\$54,503,700
Gordon (T)	\$43,966,500	\$2,146,000	\$0	\$0	\$566,200	\$0	\$9,140,700	\$0	\$55,819,400
Jacobs (T)	\$25,986,500	\$3,083,200	\$720,900	\$105,800	\$572,900	\$64,900	\$10,512,700	\$594,600	\$41,641,500
La Pointe (T)	\$288,527,400	\$14,278,100	\$0	\$6,600	\$44,400	\$0	\$7,792,000	\$0	\$310,648,500
Marengo (T)	\$20,325,500	\$187,100	\$0	\$614,500	\$297,700	\$1,380,000	\$7,348,100	\$30,889,700	\$61,042,600
Morse (T)	\$31,888,100	\$1,086,500	\$0	\$339,700	\$748,500	\$889,300	\$14,914,600	\$1,301,600	\$51,168,300
Peeksville (T)	\$7,811,300	\$355,400	\$0	\$155,100	\$384,500	\$537,000	\$8,854,100	\$738,700	\$18,836,100
Sanborn (T)	\$11,468,690	\$127,000	\$0	\$0	\$107,100	\$0	\$7,737,800	\$0	\$19,440,590
Shanagolden (T)	\$12,553,400	\$537,400	\$0	\$64,300	\$369,000	\$357,200	\$9,102,400	\$0	\$22,983,700
White River (T)	\$27,316,100	\$2,467,600	\$337,600	\$1,250,100	\$153,300	\$2,062,100	\$9,426,800	\$3,785,000	\$46,798,600
Butternut (V)	\$7,532,800	\$2,465,100	\$0	\$5,600	\$53,000	\$102,900	\$193,600	\$39,900	\$10,392,900
Ashland (C)	\$251,615,800	\$120,021,200	\$14,546,200	\$101,300	\$59,800	\$4,500	\$1,298,000	\$745,000	\$388,391,800
Mellen (C)	\$13,292,400	\$4,377,100	\$3,616,100	\$8,000	\$107,600	\$0	\$51,400	\$44,800	\$21,497,400
Ashland County	\$853,833,490	\$156,925,100	\$19,514,100	\$4,330,100	\$7,934,000	\$10,802,100	\$136,142,800	\$44,324,800	\$1,233,806,490

Source: Wisconsin Department of Revenue, Database of Assessed Value.

Ashland County Total Equated Value, 2014

Exhibit 5:

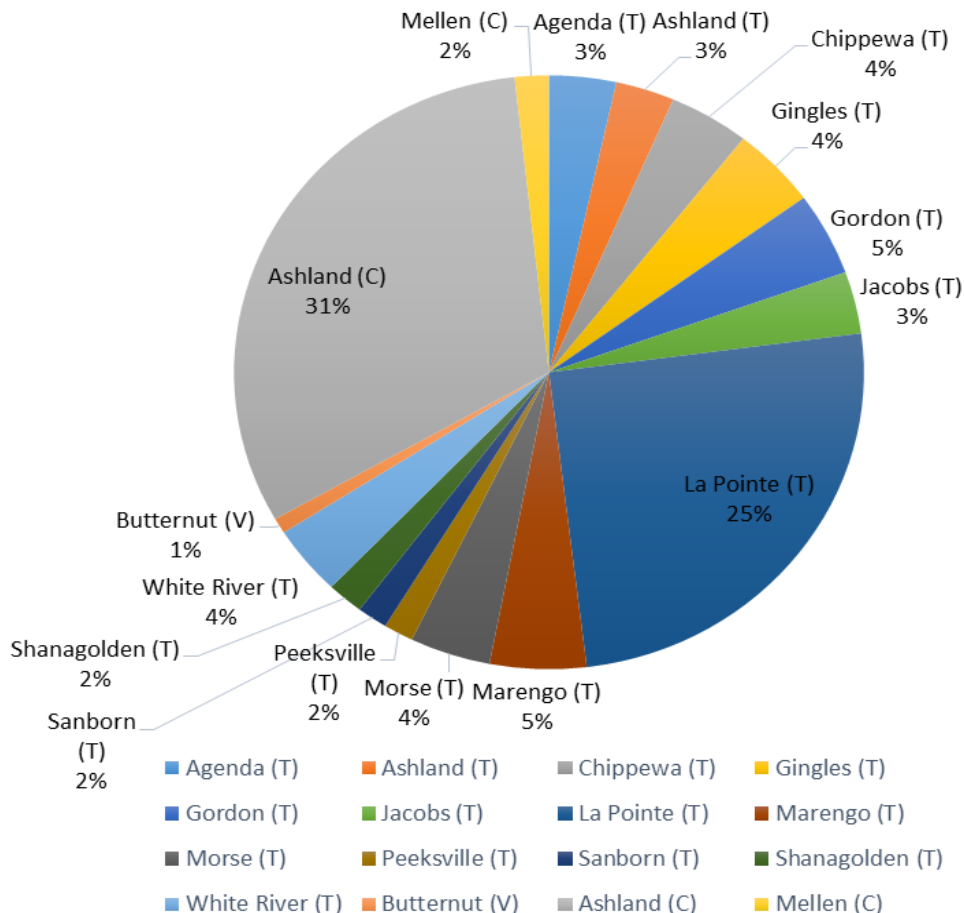




Economic Development

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Exhibit: 6 Municipality % of Total Equated Value - Ashland County



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



Economic Development

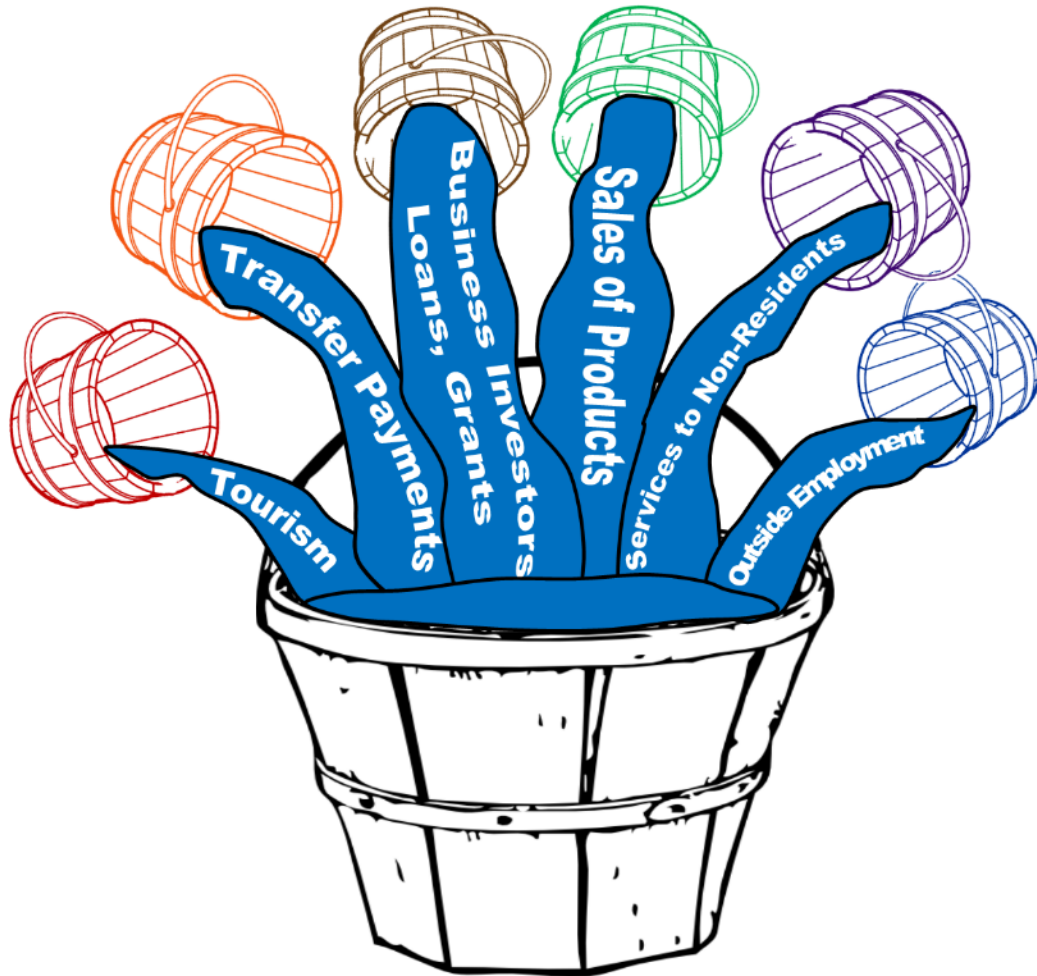
Comprehensive Plan Volume 1: Background

The Big Picture

How do we bring in more \$ and stop the leak of \$ from the county?

Exhibit 7:

How does money enter your local economy?



- **Tourism:** Dollars spent on lodging, food, fuel, entertainment, etc.
- **Transfer payments:** Include social security payments, pensions, investment returns, etc.
- **Business Investments:** Loans, grants, equity investments, etc.
- **Sale of natural resources and products:** Forestry products, manufactured products, ag products, etc.
- **Services to non-residents:** Health, legal, professional, etc.
- **Employment funded by outside entities:** companies, government agencies, etc.

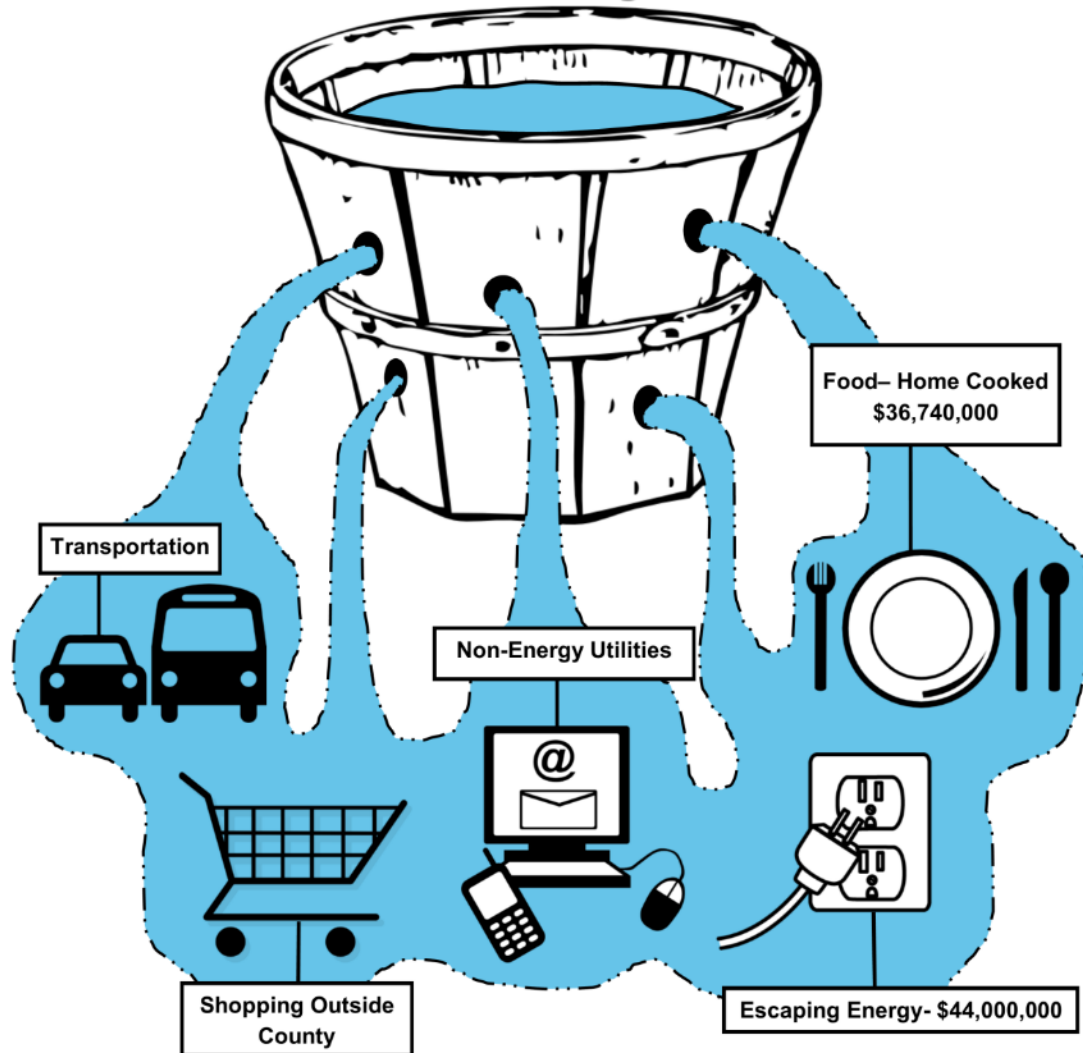


Economic Development

Comprehensive Plan Volume 1: Background

Exhibit 8:

How does money leak out?



These are very rough estimates intended to provide a general sense of lost dollars.

Food: Calculated by using the US Bureau of Labor statistics average 'at home' food expenditures multiplied by our population. It does not include food consumed in restaurants. It also does not subtract food produced locally.

Energy: Calculated based on data from the Wisconsin Energy Statistics for 2012. Used state averages for petroleum products, natural gas, coal and electric use and multiplied by our population. Multiplied this by 68% which is provided as the estimated amount of dollars expended that leave the state.



Intergovernmental Cooperation

Comprehensive Plan Volume 1: Background

Introduction

Most of the background information in the 2006 Intergovernmental Cooperation section is still accurate, so we are not reprinting it here. This section will just include information on changes and updates that have occurred since 2006.

Chapter Contents

- ◆ Introduction
- ◆ Governmental Structure
- ◆ Existing Intergovernmental Cooperation

Governmental Structure

Wisconsin Act 10

The **2011 Wisconsin Act 10**, also known as the **Wisconsin Budget Repair Bill**, was legislation passed by the Wisconsin Legislature to address a projected \$3.6 billion budget deficit.⁴⁷ The legislation primarily impacted the following areas: collective bargaining, compensation, retirement, health insurance, and sick leave of public sector employees. The bill was passed into law and became effective as of June 29, 2011. The law had a significant impact on county employees and county budgets.

Restructuring/Outsourcing of Health and Human Services

Due to WI mandated changes in long-term care, Ashland County implemented local changes in May of 2009. The Aging and Disability Resource Center (ADRC) - North Ashland Branch opened its doors for business, based at the Ashland County Health & Human Services Department. In August of the same year, what was known in the past as the Long Term Care Waivers changed to Family Care/IRIS. This was a huge change as it took the Waivers out of Ashland County's hands and converted the Waivers to Family Care which was overseen by a Managed Care Organization (MCO) contracted with by the State of Wisconsin. Also available was the IRIS program (Include, Respect, I Self Direct). This was a completely self-directed option for those eligible for long term care.

The ADRC was responsible for enrolling everyone on the Waivers through the county, into either the MCO or IRIS. Once this was done, they took everyone who had been on the waiting list for services and re-determined eligibility and then did options counseling and enrollment counseling. This happened over a space of 3 years. During that time the ADRC was responsible for enrolling those who came into their sphere via the phone or physically stopping into the ADRC at the same time. They usually enrolled 6 people from the wait list plus whoever else came in for services per month. Currently the ADRC enrolls an average of 4 people per month. More people currently are coming to the ADRC for options counseling and Information and Referral. The focus is now much more on that than just in the enrollment piece.

Social Workers who had been case managers now found themselves as Information and Referral Specialists. The county lost a lot of money when this change happened, but learned

⁴⁷ https://en.wikipedia.org/wiki/2011_Wisconsin_Act_10



Intergovernmental Cooperation

Comprehensive Plan Volume 1: Background

to bill Medical Assistance through 100% time reporting. Adapting to these changes was huge but adapt they did. In the process, quite a few people lost jobs or certainly were re-assigned or were employed by the Family Care agency at the time.

Income Maintenance Program Changes

The Income Maintenance (IM) program moved from a county-level service to a regional service approximately four years ago. Those services to enroll persons into Badgercare, Foodshare, and income assistance were traditionally provided by the county to those county residents. Residents could come into the Ashland County Health & Human Services Department and meet with staff to discuss needs and benefits, and enroll in those services. This face-to-face interaction allowed the staff to gain a better understanding of needs, changes in eligibility, and connections to other local resources available to assist families. The state, though, felt that a regional approach would be more cost-savings and provide improved coverage to all counties and residents.

The Northern IM Consortium is made up of twelve northern counties. The staff consists of IM staff from all 12 counties which comprise a call center. Clients initially call an 800-number or apply for services electronically, providing information regarding their situation/concern. Those applications are then assigned to call center staff based on availability rather than location. It proved to be a long process for clients. Most recently though, the Consortium has moved to an on-demand response. This allows clients to request immediate assistance from staff, or schedule appointments. While the client still may be assisted by staff from a different county, they are receiving assistance in a timelier manner.

Regional Governmental Bodies

Land Conservation Department

Prior to 2006 the Land Conservation Departments of Ashland, Bayfield, Douglas and Iron Counties were joined as a single entity - the ABDI Land Conservation Department. A transition began in 2006 to move toward autonomy, and by the end of 2007 a County Conservationist was in place at each of the counties. In 2008, the Ashland County Land & Water Conservation Department (LWCD) was formalized and the transition completed. Although some services are still shared among the ABDI counties, the Ashland County LWCD maintains a separate budget and oversight by the Land Conservation Committee of the Ashland County Board.

Special Purpose Districts

Chequamegon School District

The School District of Glidden merged/ consolidated with the Park Falls District to form the Chequamegon School District in July 2009.

CESA 12 (omitted in 2006)

Located in Northern Wisconsin, CESA #12 is a nonprofit government agency serving 17 public school districts. Its mission is to offer cooperative educational services that help school districts meet the needs of their local communities.⁴⁸

⁴⁸ Cooperative Education Service Agency #12. Accessed at: <http://www.cesa12.org/>



Intergovernmental Cooperation

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*Ashland Charter Schools – Project Based Learning*⁴⁹

The School District of Ashland offers a project based, multi-age learning option for students in 3rd through 12th grade. The Ashland Elementary Charter School (AECS) serving grades 3-5 opened in 2013. The Oredocker Project School for grades 6-8 opened in the fall of 2014 and a 9-12 school opened in fall of 2015. The Ashland Charter Schools Guiding Principles are: foster passionate learners, emphasize the learning process, do real things, encourage innovation, engage everyone and learn everywhere, value diversity, and rethink everything.

State Agencies

Department of Commerce

On July 1, 2011, functions once performed by the Wisconsin Department of Commerce were assigned to other state agencies and the Wisconsin Economic Development Corporation.⁵⁰

Tribal Governments

Bad River Band of Lake Superior Tribe of Chippewa Indians

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 (2006) of the land within the 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.

⁴⁹ The School District of Ashland, Ashland Charter Schools. Accessed at: <http://www.ashlandcharterschools.com/>

⁵⁰ Wisconsin Economic Development Corporation. Accessed at: <http://inwisconsin.com/>



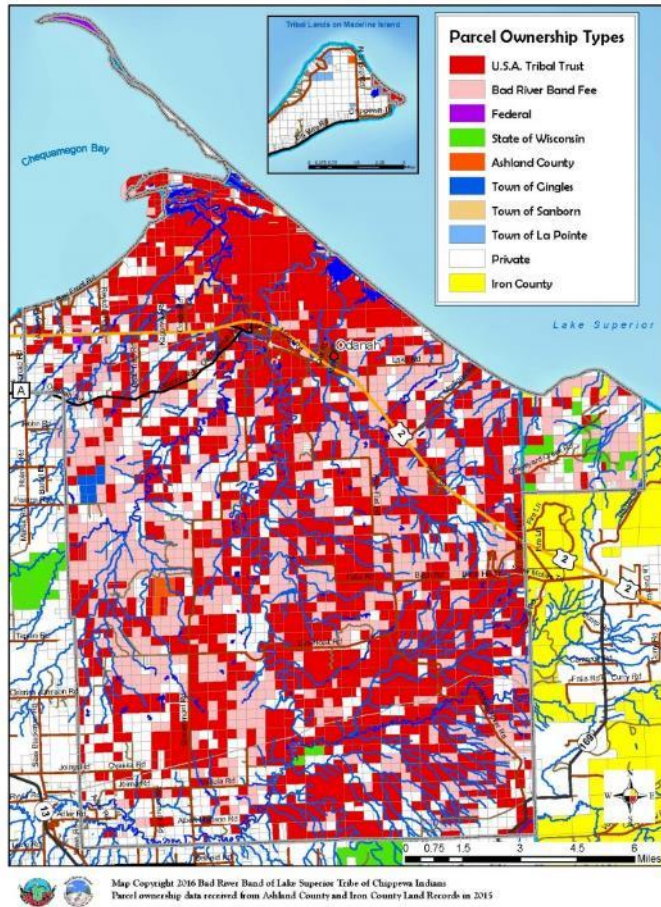
Intergovernmental Cooperation

Comprehensive Plan Volume 1: Background

Since 2006 the Bad River Tribe was able to purchase approximately 20,000 acres of land within the reservation boundaries from a single owner. This repatriated land significantly increased the holdings of the tribe (Exhibit 1).

Exhibit 1:

Land Ownership on the Bad River Indian Reservation



Source: Bad River Band of Lake Superior Chippewa Indians

Nongovernmental Organizations

International Trade, Business and Economic Development Councils (ITBEC)

ITBEC is still active, but has changed its focus. Since Visions Northwest was created, it did not make sense to have two entities doing the same Economic Development work, so ITBEC focused more on tourism. In Ashland County ITBEC's work is only on tourism promotion.

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. Ashland County was located in the Pri-Ru-Ta RC&D, however the organization went dormant after federal budget cuts.



Intergovernmental Cooperation

Comprehensive Plan Volume 1: Background

*Visions Northwest*⁵¹

New since 2006 - Visions Northwest is one of nine regional economic development groups in the State of Wisconsin. It receives funding from the Wisconsin Economic Development Corporation (WEDC) to address the development needs of regional projects and support regional economic development in Northwest Wisconsin. Visions Northwest members represent county economic development, tribes, education, chambers of commerce, workforce development, as well as, the private and public sector.

*NorthWERD*⁵²

New since 2006 - The Northwest Wisconsin Educators for Regional Development (NorthWERD) promotes innovation and takes action to provide more seamless opportunities for educational attainment and career preparation. By creating connections and eliminating barriers amongst the NorthWERD partners, it will build educational bridges to the future for the citizens, communities and regional economy of greater northwest Wisconsin.

Existing Intergovernmental Cooperation

Bad River Gaming Compact/Ashland County

A provision in the Tribes Gaming Compact allows for: “the first one hundred thousand dollars of the annual amount required to be paid by the section entitled ‘Payments to the State’ shall be retained by the Tribe and paid directly to Ashland County if the Tribe and County have entered into a written memorandum of agreement regarding the use of said funds.” This option became available in 2007 and the Tribe and County have negotiated annual Memorandums of Agreement detailing terms and conditions of the funding. The agreements are renewed each year and the allocation of funds have benefited different programs such as: Boys and Girls Club; County Sheriff’s Department – Domestic Violence Program Coordinator; and Bad River Elderly Program.

Bad River Tribal Government/Ashland County Law Enforcement Cooperation

The Bad River Tribe and Ashland County have cooperated in various ways over the past decade around issues of law enforcement. For a number of years, Tribal officers were deputized by the county and served on the reservation. In June of 2015, the Tribal Government and County Board approved a ‘**Contractual Law Enforcement Services Agreement**’ that among other conditions placed the deputies under county employment.

Multi County Cooperative Agreement for Housing

In August 2015, Ashland County entered into a cooperative agreement with nine northern counties to work together in the Northwest Regional Housing Program. The program will seek funding for housing improvement through the Wisconsin Division of Housing which administers the Community Development Block Grants (CDBG) program.

⁵¹ Visions Northwest, Regional Economic Development Group. Accessed at: <http://www.visionsnorthwest.org/>

⁵² Northwest Wisconsin Educators for Regional Development. About NorthWERD. Accessed at: <http://www.northwerd.org/about-us/>



Intergovernmental Cooperation

Comprehensive Plan Volume 1: Background

Northwoods Rail Transit Commission

The mission of the Northwoods Rail Transit Commission is: To sustain and enhance safe, reliable and efficient rail service to the businesses, communities and economics in northern Wisconsin and the Upper Peninsula of Michigan. There are thirteen counties in Wisconsin that make up the commission and they are Ashland, Florence, Forest, Iron, Langlade, Lincoln, Marathon, Marinette, Oconto, Oneida, Price, Rusk, and Vilas. The seven counties in the Upper Peninsula of Michigan are Dickinson, Gogebic, Houghton, Iron, Marquette, Menominee, and Ontonagon.

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 sites⁵³. 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.

Chapter Contents

- ◆ Overview
- ◆ Existing Land Use in Ashland County

Existing Land Use

Existing land use (Table 1) was summarized in the 2006 plan and a map of the land use throughout the county was displayed. The summary indicated that a majority of space is taken up by woodlands or open space (94%). The next two largest land uses in the County (aside from water) are infrastructure (1.61%), parks and recreation (1.15%), and residential (2.46%). Commercial uses in the County account for a very small portion of uses. The residential areas can be found scattered throughout the County. Based on residential development numbers since 2006 it is likely the pattern has not changed much since 2006. This section of the revised background document will update a few pieces of information and add a piece on wetlands that illustrates one of the challenges to development in the County. The updated land use map (Map 12) is displayed at the end of this chapter.

Of the 673,680 acres of land in the County about 32% is Federal Forest land in the Chequamegon Nicolet National Forest, another approximately 15% is within the Bad River Indian Reservation and 40,000 acres are county forest land. The two state parks in the county comprise approximately 4,000 acres. These four entities control over half of the land in the County. Forest crop law is an option for owners of private woodlands to enroll their property in the program and thereby reduce their property taxes. There are approximately 84,000 acres in the forest crop program in the County. (See the Natural Resources section of the background documents for a chart detailing forest lands in each of the municipalities.)

Table 1: Ashland County Existing Land Use		
Class	2006 (Acres)	2013 (Acres)
Residential	-	16,572
Commercial	-	1,714
Manufacturing	-	454
Agricultural	-	45,815
Infrastructure	10,754	-
Parks and Recreation	7,682	-
Woodlands and Open Space (including agriculture)	627,920	-

Source: (2006) Ashland County Comprehensive Plan, (2013) NWRPC Comprehensive Plan, 2012 Census of Ag

⁵³ A brownfield is a site consisting of one or more properties that are abandoned or underutilized because of concerns about environmental contamination.

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. Recent sales data was included in the housing section.

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 (<http://dnr.wi.gov/topic/brownfields/botw.html>) has identified 325 Brownfield sites in Ashland County. Twenty of those sites, specifically the Leaking Underground Storage Tanks (LUST) and the Environmental Repairs (ERP), are listed as open (not yet remediated). This compare to 31 open sites found in the 2006 comprehensive plan background document. After years of study the NSP –Coal gas waste site in Ashland is in the process of being cleaned up. This is a very visible and well know site in the County and the subject of many public meetings.

Many of the brownfield 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. As of August, 2016, the city has just received notice of grand funding to cleanup two large brownfield sites in the city. Table 2 lists EPA Superfund sites.

Table 2: Ashland County EPA Superfund Sites

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

Source: EPA CERCLIS Database.

Opportunities for Redevelopment

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

Development Factors

There are a number of physical conditions that limit or restrict land development within and around the County. Other physical factors include conditions that favour 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.

Wetlands

Future growth in 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). The WDNR estimates that 25% of the land in Ashland is considered ‘wetlands’. This is based on aerial photography, and on the ground wetland delineation often will increase the size of wetland designations. An example of the challenge is the city of Ashland industrial park. It has wetlands scattered throughout the park that preclude development in some areas and limit access or increase the cost to access non-wetland areas of the park. The issue is also particularly important for the Bad River community as much of the land around Odanah is wetland and/or floodplain.

Table 3: Ashland County Wetlands

County	Total Surface area of County (acres)	Acres of wetland*	% of county mapped as wetland	Wetlands as % of statewide total
Ashland	668,103	168,388	25.2%	3.1%

*Acreage is based on 1978-79 aerial photography, unless otherwise noted.

Source: WDNR Website

Bad River Integrated Resource Management Plan

Information on natural resources within the Bad River Reservation is contained in the tribe's Integrated Resource Management Plan (IRMP) currently undergoing revision. Some data are currently available through a series of interactive tribal planning maps. According to the USDI Bureau of Indian Affairs, the "Tribal IRMP is a long range, strategic level, comprehensive plan which integrates the management actions applied to a tribe's natural resources and other resources of value." It is a tribal policy document, based on the vision the tribe has for its resources. The IRMP describes the types of management activities which are to be undertaken by tribal and BIA resource management personnel, and serves as the umbrella plan under which all resource planning and management activities are conducted. (<http://www.badriver-nsn.gov/tribal-operations/natural-resources/gis-maps/webmaps>)

Exhibit 1:

**Bad River Reservation
Conservation Area**



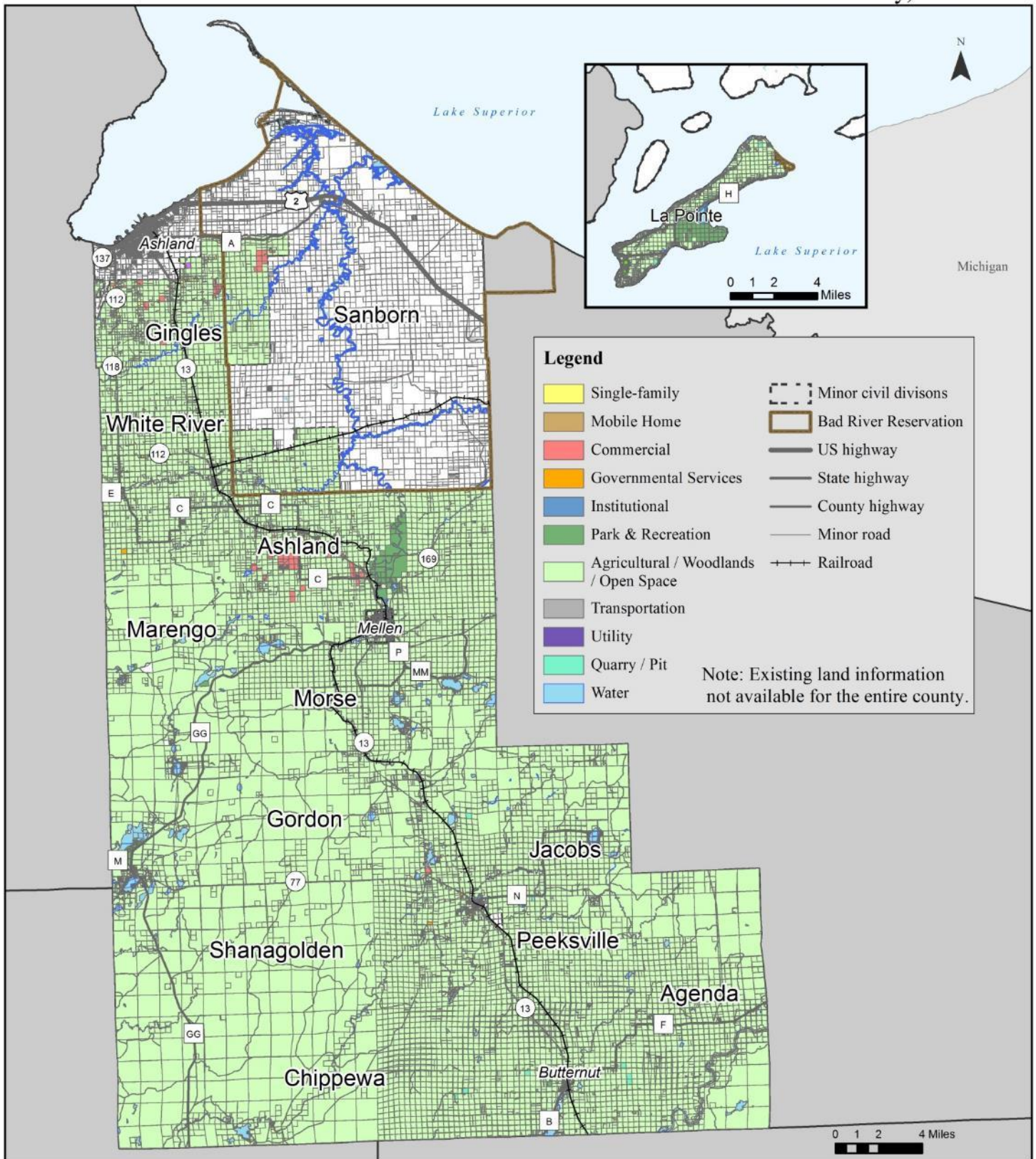
Figure 1: Bad River Band of Lake Superior Chippewa Indians

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 to be located in appropriate places that will minimize conflict with adjacent uses.

Map 12: Existing Land Use

Ashland County, Wisconsin



Funded in part by:



This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Ashland County is not responsible for any inaccuracies herein contained.

Created by:
Brittany Goudos-Weisbecker
Ashland Co. Land & Water Conservation Department
09/15/2016

Demographics

Overview

The population of Ashland County has been stagnant or slowly shrinking over the past five decades. This does not hold true for each municipality however. Several municipalities have seen significant growth while others have seen heavy losses. A related factor is that several municipalities are seeing their populations' age while a couple seem to be attracting and/or retaining higher numbers of young people. Details on these and other trends are provided below. This section includes information from the 2006 document with data updates where ever possible, and some additional relevant demographic data and/or trends.

Chapter Contents

- ◆ Ashland County Demographics

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 in the last century. During the last decade + (2000-2014), 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, if ever approved, will have an impact one way or the other on this trend. Exhibit 3 depicts how the make-up of the U.S. population is projected to change from 2014 to 2060.

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 may 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 2010⁵⁴

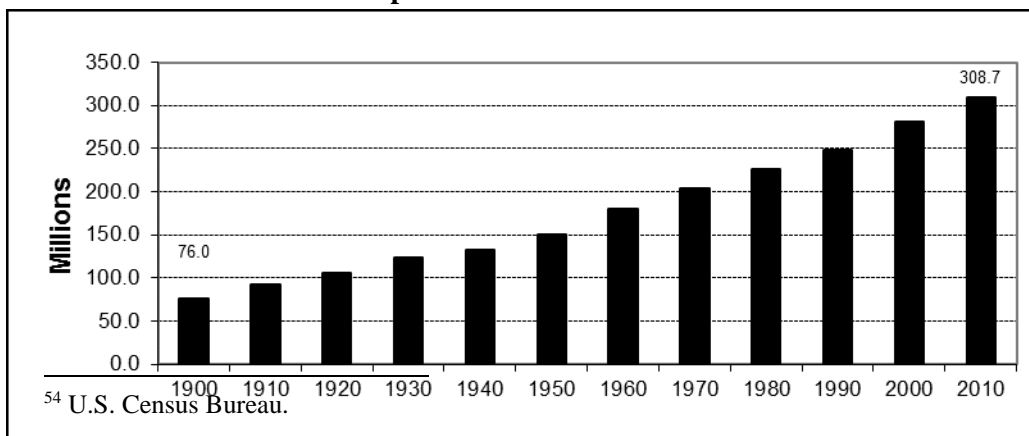
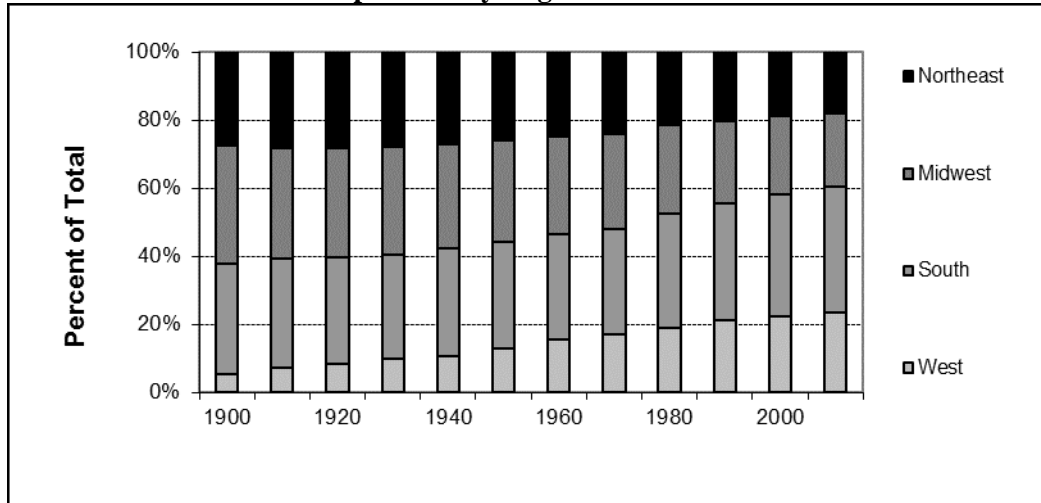
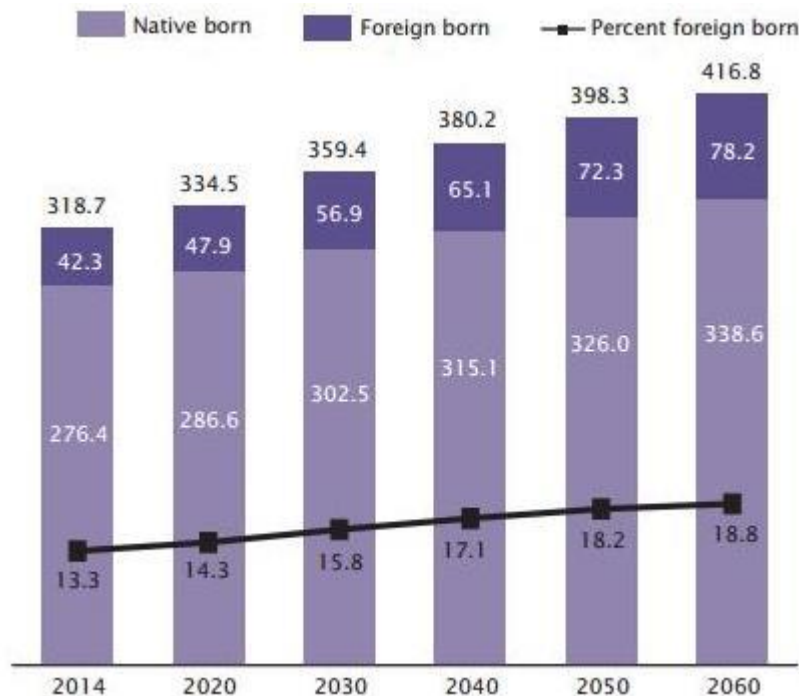


Exhibit 2: United States Population by Region: 1900 to 2010



Source: U.S. Census Bureau

Exhibit 3: Projected U.S. Population by Nativity: 2014 to 2060 (population in millions)

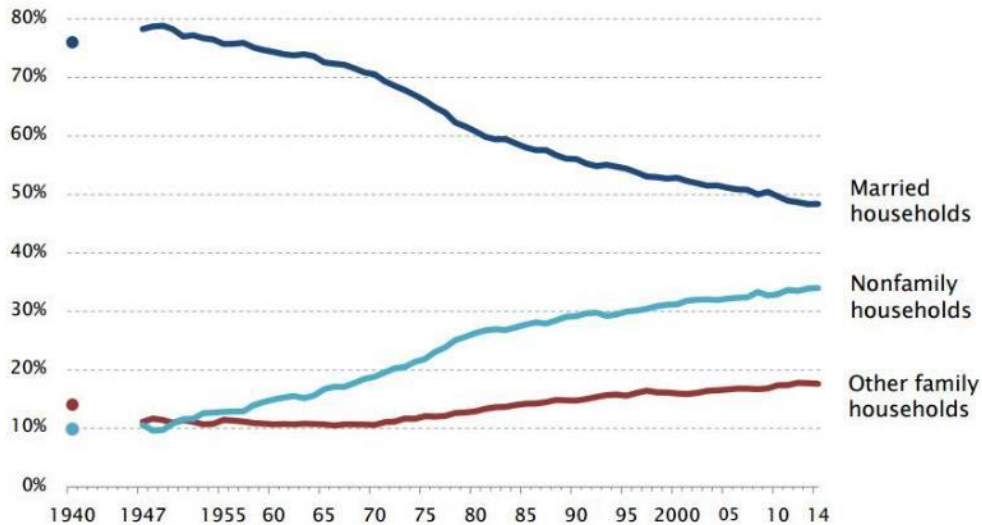


Source: U.S. Census Bureau, 2014 National Projections

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 4). As the proportion of married-couple households declines, we see a significant growth in non-family 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 in assessing the types of housing units that may be needed in the coming years in the region⁵⁵.

Exhibit 4: Trends in the prevalence of U.S. Households, 1940 to 2014



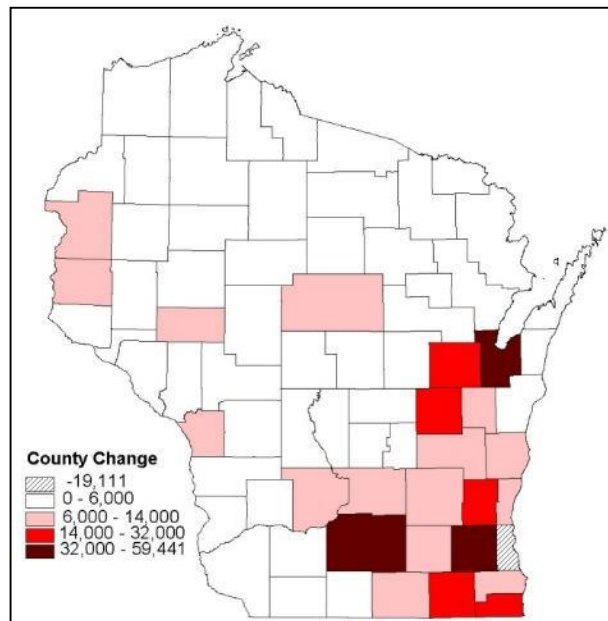
Source: United States Census Bureau

Exhibit 5: Numeric Population Change; Wisconsin: 1990 to 2000

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 was centered in and around the Madison and Milwaukee metropolitan areas, along the Fox River Valley, and in St. Croix County (Exhibit 5).

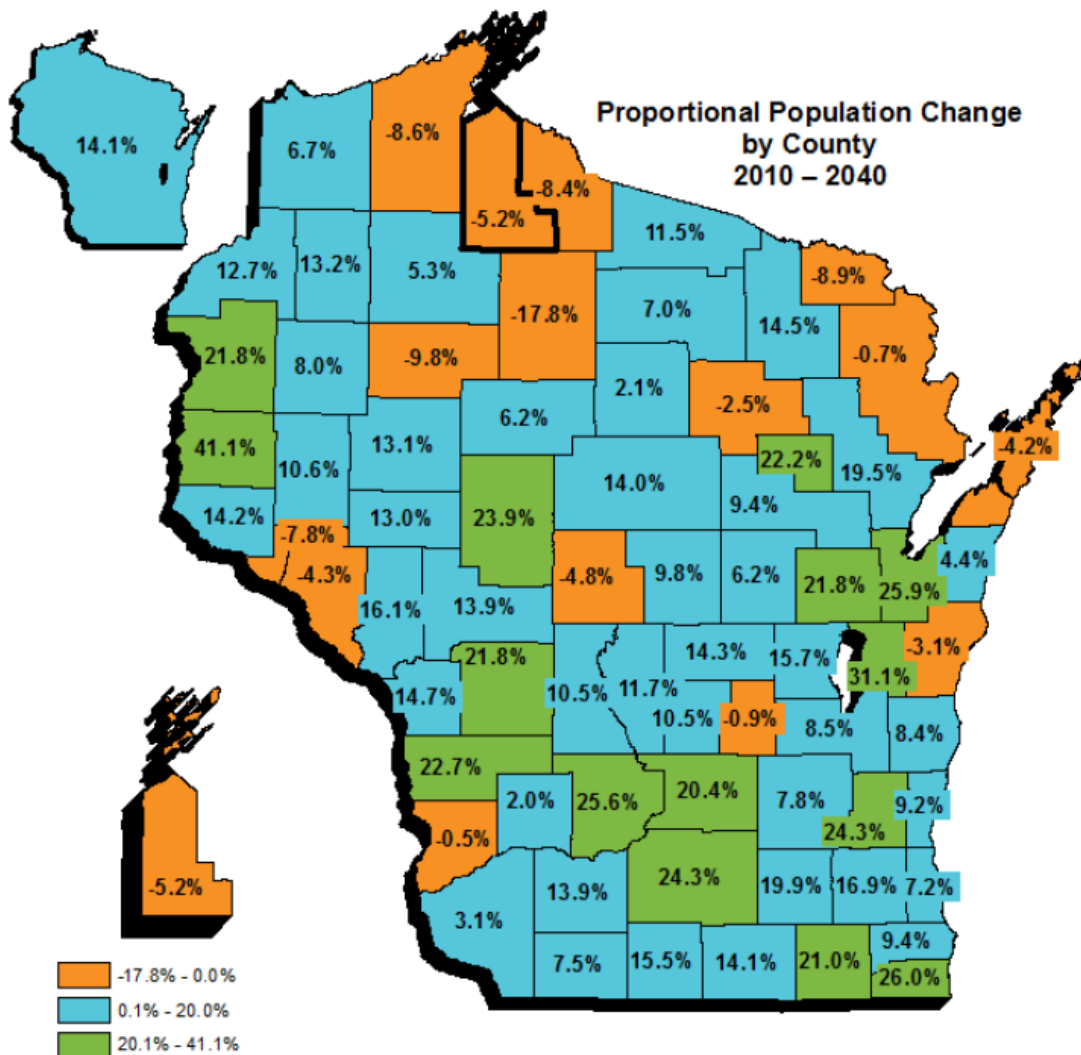
The Wisconsin Department of Administration creates population projections for the state that look ahead 20 or 30 years. When looking at projections for growth in each county, you see trends similar to the 1990 to 2000 data (Exhibit 6). Most of growth is once again expected to happen in the



⁵⁵ U.S. Census Bureau. Decennial Census, 1960, and Current Population Survey, Annual Social and Economic Supplements, 1968 to 2014. <https://www.census.gov/hhes/families/files/graphics/HH-1.pdf>

Madison and Milwaukee metropolitan areas, along the Fox River Valley, and in St. Croix County. Ashland and neighboring counties are projected to lose population.

Exhibit 6: Projected Population Change in Percentages in Wisconsin Counties



Source: WI Dept. of Administration Demographic Services, December 2013

County Demographic Trends

Ashland County's population decreased approximately 0.92 percent or by about 150 people from 1990 to 2010 (Table 1). The largest numeric increase within the county was in the Town of Sanborn, followed by the Town of Gingles.

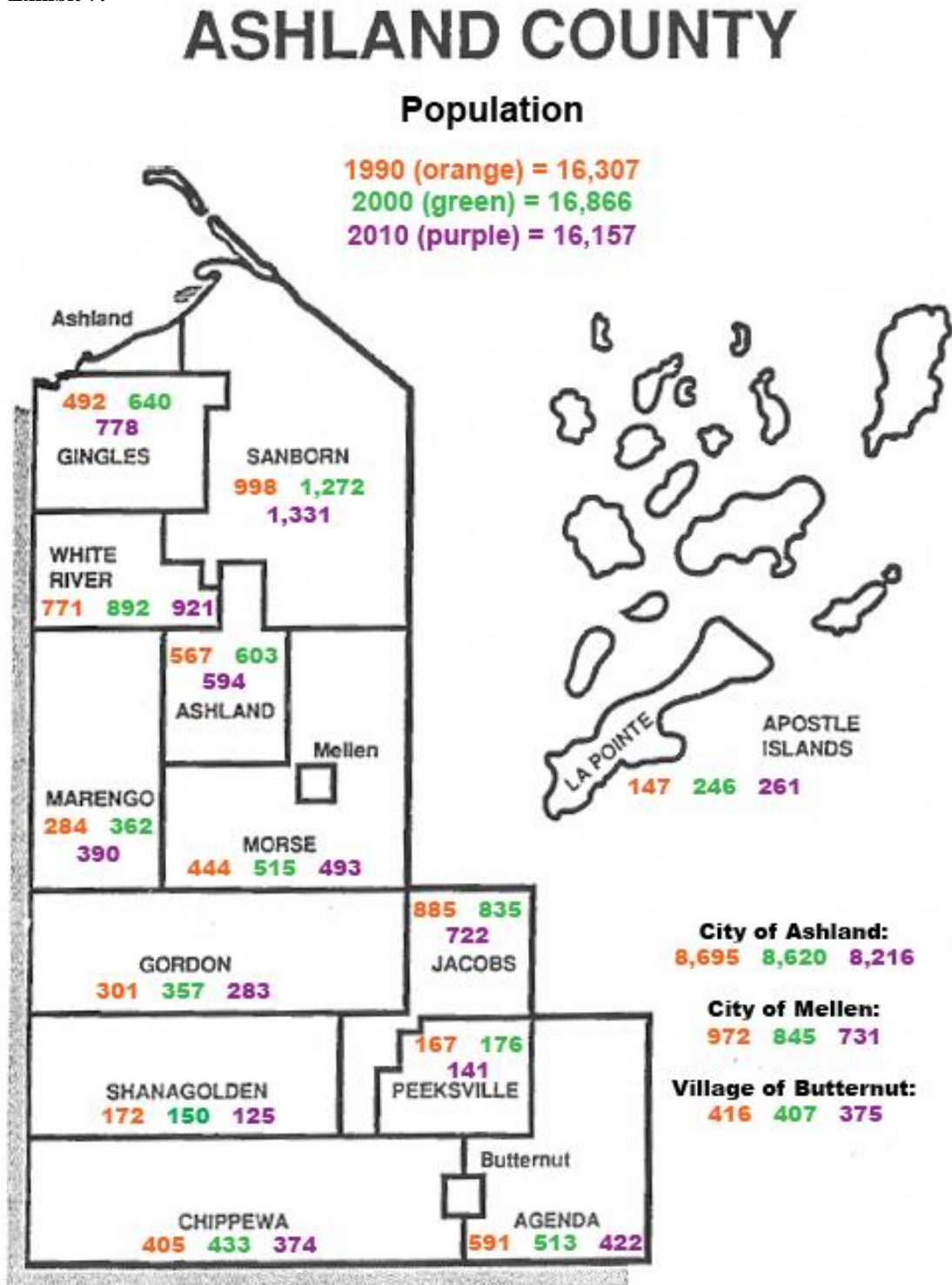
In percentage points, the Town of La Pointe experienced the highest growth rate during the 1990 to 2010 period at 77.55%, followed by the Town of Gingles (58.13%), the Town of Marengo (37.32%), Town of Sanborn (33.37%), Town of White River (19.46%), Town of Morse (11.03%), and Town of Ashland (4.76%). The following municipalities experienced population losses from 1990 to 2010: City of Ashland (-5.50%), Town of Gordon (-5.98%), Town of Chippewa (-7.65%), Village of Butternut (-9.86%), Town of Jacobs (-18.42%), City of Mellen (-24.79%), Town of Shanagolden (-27.33%), and Town of Agenda (-28.60%). Ashland County had a -0.92% change, while the State of Wisconsin experienced a 17.70% increase from 1990 to 2010.

Table 1: Population Change 1990 - 2010					
	1990	2000	2010	Difference 1990-2010	Percent Change 1990-2010
State of Wisconsin	4,891,769	5,363,675	5,757,564	865,795	+17.70%
Ashland County	16,307	16,866	16,157	-150	-0.92%
Ashland, City	8,695	8,620	8,216	-479	-5.50%
Agenda, Town	591	513	422	-169	-28.60%
Ashland, Town	567	603	594	27	+4.76%
Butternut, Village	416	407	375	-41	-9.86%
Chippewa, Town	405	433	374	-31	-7.65%
Gingles, Town	492	640	778	286	+58.13%
Gordon, Town	301	357	283	-18	-5.98%
Jacobs, Town	885	835	722	-163	-18.42%
La Pointe, Town	147	246	261	114	+77.55%
Marengo, Town	284	362	390	106	+37.32%
Mellen, City	972	845	731	-241	-24.79%
Morse, Town	444	515	493	49	+11.03%
Peeksville, Town	167	176	141	-26	-15.57%
Sanborn, Town	998	1,272	1,331	333	+33.37%
Shanagolden, Town	172	150	125	-47	-27.33%
White River, Town	771	892	921	150	+19.46%

Source: Time Series of The Final Official Population Estimates and Census Counts for Wisconsin
Minor Civil Divisions Prepared by Demographic Services Center, Wisconsin Department of
Administration

Exhibit 7 shows the municipality populations from Table 1 in 1990, 2000, and 2010.

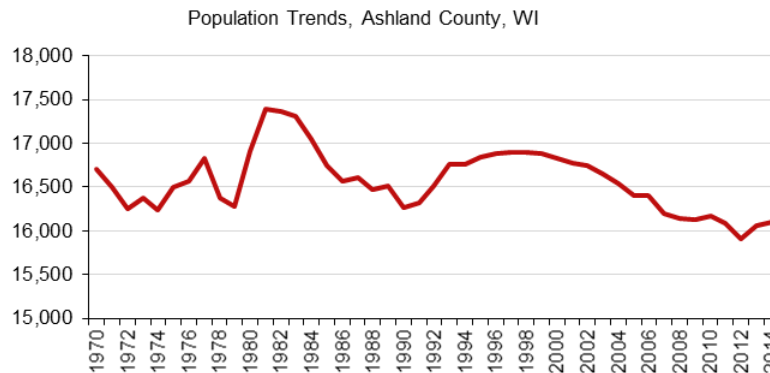
Exhibit 7:



Taking a longer view of the county population shows fluctuating numbers, however the overall change from 1970 to 2014 is a modest loss of 4% over the 44 years.

Exhibit 8: Total Population Trends, 1970-2014

1970	1980	1990	2000	2014	Change 2000-2014
16,704	16,913	16,268	16,823	16,103	-720



U.S. Department of Commerce, Graphs by Economic Profile System, Headwaters Economics

Age

The median age in the county is 40.3. Table 2 shows the breakdown by various age categories. In 2010, approximately 16% of the county population was of retirement age. If the proportions in the table stay consistent, by 2040, over one-quarter of the county's population could be retired or approaching retirement.

A team of UW-Extension faculty have been studying factors that keep young adults in communities. It has noted that several municipalities in the county have retained or attracted a greater proportion of young adults (age 20-39) than state averages. These are: Gingles, Sanborn and La Pointe. The researchers are planning to explore the reasons for this retention / attraction in about a dozen locations around the state. We are hoping they will select one of these three for their research.

In-migration of new residents and out-migration of existing residents will also be a factor. 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

Table 2: 2010 Ashland County Age Distribution

Subject	Number	Percent
Total population	16,157	100.0
Under 5 years	1,001	6.2
5 to 9 years	1,014	6.3
10 to 14 years	1,084	6.7
15 to 19 years	1,136	7.0
20 to 24 years	1,121	6.9
25 to 29 years	948	5.9
30 to 34 years	908	5.6
35 to 39 years	806	5.0
40 to 44 years	944	5.8
45 to 49 years	1,236	7.6
50 to 54 years	1,254	7.8
55 to 59 years	1,167	7.2
60 to 64 years	971	6.0
65 to 69 years	753	4.7
70 to 74 years	554	3.4
75 to 79 years	444	2.7
80 to 84 years	407	2.5
85 years and over	409	2.5
Median age (years)	40.3	(x)

Source: U.S. Census Bureau

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. Table 3 shows the components of population change in Ashland County from 2000-2014.

Table 3: Components of Population Decline, 2000-2014	
Population Decline, change from 2000-2014	-751
Avg. Annual Population Change (Natural Change & Net Migration)	-57
Avg. Annual Natural Change (Births & Deaths)	9
Avg. Annual Births	198
Avg. Annual Deaths	189
Avg. Annual Net Migration (International & Domestic)	-58
Avg. Annual International Migration	2
Avg. Annual Domestic Migration	-60
Avg. Annual Residual	-7

Source: U.S. Census Bureau

Employment and Education Levels

County residents have a comparable rate of educational attainment to the state except in bachelor and graduate degrees where county residents lag behind the state levels (Table 4).

Table 4: Educational Attainment, 2014		
	Ashland County	Wisconsin
Population Age 25+	10,785	3,850,995
Less than 9th grade	2.4%	3.2%
9th to 12th grade, no diploma	7.0%	6.0%
High school graduate (includes equivalency)	35.0%	32.4%
Some college, no degree	21.7%	21.1%
Associate's degree	11.5%	9.9%
Bachelor's degree	14.50%	18.1%
Graduate or professional degree	7.8%	9.3%
Total with Some Post High School Education	55.5%	58.4%

Source: U.S. Census Bureau

Key Demographic Characteristics

Table 5 provides key characteristics for the county population from the 2010 Census.

Table 5: Profile of General Demographic Characteristics, 2010, Ashland County, WI

Subject	Number	Percent	Subject	Number	Percent
Total population.....	16,157	100.0	SEX AND AGE (continued)		
AGE			16 years and over.....	12,845	79.5
Under 5 years.....	1,001	6.2	Male.....	6,360	39.4
5 to 9 years.....	1,014	6.3	Female.....	6,485	40.1
10 to 14 years.....	1,084	6.7	18 years and over.....	12,413	76.8
15 to 19 years.....	1,136	7.0	Male.....	6,115	37.8
20 to 24 years.....	1,121	6.9	Female.....	6,298	39.0
25 to 29 years.....	948	5.9	21 years and over.....	11,667	72.2
30 to 34 years.....	908	5.6	Male.....	5,732	35.5
35 to 39 years.....	806	5.0	Female.....	5,935	36.7
40 to 44 years.....	944	5.8	62 years and over.....	3,111	19.3
45 to 49 years.....	1,236	7.6	Male.....	1,429	8.8
50 to 54 years.....	1,254	7.8	Female.....	1,682	10.4
55 to 59 years.....	1,167	7.2	65 years and over.....	2,567	15.9
60 to 64 years.....	971	6.0	Male.....	1,155	7.1
65 to 69 years.....	753	4.7	Female.....	1,412	8.7
70 to 74 years.....	554	3.4			
75 to 79 years.....	444	2.7	RACE		
80 to 84 years.....	407	2.5	Total population.....	16,157	100.0
85 years and over.....	409	2.5	One race.....	15,620	96.7
SEX AND AGE			White.....	13,662	84.6
Male.....	8,082	50.0	Black or African American.....	48	0.3
Under 5 years.....	501	3.1	American Indian and Alaska Native.....	1,791	11.1
5 to 9 years.....	520	3.2	Asian.....	59	0.4
10 to 14 years.....	579	3.6	Asian Indian.....	8	0.0
15 to 19 years.....	615	3.8	Chinese.....	11	0.1
20 to 24 years.....	570	3.5	Filipino.....	10	0.1
25 to 29 years.....	473	2.9	Japanese.....	4	0.0
30 to 34 years.....	465	2.9	Korean.....	6	0.0
35 to 39 years.....	414	2.6	Vietnamese.....	6	0.0
40 to 44 years.....	486	3.0	Other Asian ¹	14	0.1
45 to 49 years.....	598	3.7	Native Hawaiian and Other Pacific Islander.....	4	0.0
50 to 54 years.....	628	3.9	Native Hawaiian.....	1	0.0
55 to 59 years.....	588	3.6	Guamanian or Chamorro.....	1	0.0
60 to 64 years.....	490	3.0	Samoa.....	0	0.0
65 to 69 years.....	376	2.3	Other Pacific Islander ²	2	0.0
70 to 74 years.....	287	1.8	Some other race.....	56	0.3
75 to 79 years.....	196	1.2	Two or more races.....	537	3.3
80 to 84 years.....	154	1.0	White; American Indian and Alaska Native.....	402	2.5
85 years and over.....	142	0.9	White; Asian.....	29	0.2
Female.....	8,075	50.0	White; Black or African American.....	25	0.2
Under 5 years.....	500	3.1	White; Some other race.....	15	0.1
5 to 9 years.....	494	3.1	Race alone or in combination with one or more other races: ³		
10 to 14 years.....	505	3.1	White.....	14,145	87.5
15 to 19 years.....	521	3.2	Black or African American.....	114	0.7
20 to 24 years.....	551	3.4	American Indian and Alaska Native.....	2,249	13.9
25 to 29 years.....	475	2.9	Asian.....	100	0.6
30 to 34 years.....	443	2.7	Native Hawaiian and Other Pacific Islander.....	8	0.0
35 to 39 years.....	392	2.4	Some other race.....	91	0.6
40 to 44 years.....	458	2.8	HISPANIC OR LATINO BY ORIGIN		
45 to 49 years.....	638	3.9	Total population.....	16,157	100.0
50 to 54 years.....	626	3.9	Hispanic or Latino (of any race).....	302	1.9
55 to 59 years.....	579	3.6	Mexican.....	164	1.0
60 to 64 years.....	481	3.0	Puerto Rican.....	69	0.4
65 to 69 years.....	377	2.3	Cuban.....	3	0.0
70 to 74 years.....	267	1.7	Other Hispanic or Latino.....	66	0.4
75 to 79 years.....	248	1.5	Not Hispanic or Latino.....	15,855	98.1
80 to 84 years.....	253	1.6			
85 years and over.....	267	1.7			
Median age (years).....	40.3	(X)			
Male.....	39.0	(X)			
Female.....	41.6	(X)			

Table 5: continued

Subject	Number	Percent	Subject	Number	Percent
HISPANIC OR LATINO AND RACE			HOUSEHOLDS BY TYPE ⁴ (continued)		
Total population.....	16,157	100.0	Nonfamily households.....	2,645	39.3
Hispanic or Latino.....	302	1.9	Householder living alone.....	2,184	32.4
White alone.....	128	0.8	Male.....	1,077	16.0
Black or African American alone.....	1	0.0	65 years and over.....	316	4.7
American Indian and Alaska Native alone.....	78	0.5	Female.....	1,107	16.4
Asian alone.....	1	0.0	65 years and over.....	567	8.4
Native Hawaiian and Other Pacific Islander alone.....	0	0.0			
Some other race alone.....	49	0.3	Households with individuals under 18 years.....	1,904	28.3
Two or more races alone.....	45	0.3	Households with individuals 65 years and over.....	1,860	27.6
Not Hispanic or Latino.....	15,855	98.1			
White alone.....	13,534	83.8	Average household size.....	2.31	(X)
Black or African American alone.....	47	0.3	Average family size.....	2.90	(X)
American Indian and Alaska Native alone.....	1,713	10.6			
Asian alone.....	58	0.4	HOUSING OCCUPANCY		
Native Hawaiian and Other Pacific Islander alone.....	4	0.0	Total housing units.....	9,656	100.0
Some other race alone.....	7	0.0	Occupied housing units.....	6,736	69.8
Two or more races alone.....	492	3.0	Vacant housing units.....	2,920	30.2
RELATIONSHIP ⁴			For rent.....	192	2.0
Total population.....	16,157	100.0	Rented, not occupied.....	29	0.3
In households.....	15,534	96.1	For sale only.....	119	1.2
Householder.....	6,736	41.7	Sold, not occupied.....	23	0.2
Spouse.....	2,944	18.2	For seasonal, recreational, or occasional use.....	2,284	23.7
Child.....	4,275	26.5	All other vacants.....	273	2.8
Own child under 18 years.....	3,391	21.0			
Other relatives.....	570	3.5	Homeowner vacancy rate (percent).....	2.5	(X)
Under 18 years.....	219	1.4	Rental vacancy rate (percent).....	8.5	(X)
65 years and over.....	93	0.6			
Nonrelatives.....	1,009	6.2	HOUSING TENURE		
Under 18 years.....	109	0.7	Occupied housing units.....	6,736	100.0
65 years and over.....	45	0.3	Owner-occupied housing units.....	4,697	69.7
Unmarried partner.....	556	3.4	Renter-occupied housing units.....	11,297	167.7
In group quarters.....	623	3.9			
Institutionalized population.....	239	1.5	Total Population in Households.....	15,534	100.0
Male.....	103	0.6	In owner-occupied housing units.....	2	0.0
Female.....	136	0.8	In renter-occupied housing units.....	2,039	13.1
Noninstitutionalized population.....	384	2.4			
Male.....	183	1.1	Average household size of owner-occupied units.....	4,237	(X)
Female.....	201	1.2	Average household size of renter-occupied units.....	2.08	(X)
HOUSEHOLDS BY TYPE ⁴					
Total households.....	6,736	100.0			
Family households (families).....	4,091	60.7			
With own children under 18 years.....	1,739	25.8			
Husband-Wife families.....	2,944	43.7			
With own children under 18 years.....	1,025	15.2			
Male householder, no wife present.....	366	5.4			
With own children under 18 years.....	219	3.3			
Female householder, no husband present.....	781	11.6			
With own children under 18 years.....	495	7.3			

(X) Not applicable.

¹ Other Asian alone, or two or more Asian categories.

² Other Pacific Islander alone, or two or more Native Hawaiian and Other Pacific Islander categories.

³ In combination with one or more of the other races listed. The identified race categories may add to more than the total population and their percentages may add to more than 100 percent because individuals may report more than one race.

⁴ The U.S. Census Bureau edited same-sex spouse responses during processing to "unmarried partner." Family households consist of a householder and one or more people related by birth, marriage, or adoption. They do not include same-sex married couples even if legally recognized. Same-sex households are only included in the family households category if there is at least one additional person related to the householder by birth or adoption.

Source: U.S. Census Bureau, 2010 Census Demographic Profile Summary File.
Prepared by: Applied Population Laboratory, UW-Madison/Extension



Issues and Opportunities

Comprehensive Plan Volume I: Background Document

Introduction

This part of the plan documents the issues that were considered in the preparation of this policy document. 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. Many of the issues listed are considered challenges or problems, however many of them are also opportunities and/or assets. Some of them can be viewed as both challenges and opportunities.

Chapter Contents

- ◆ Introduction
- ◆ Identification of Issues and Opportunities

Identification of Issues and Opportunities

The 2005 issues and opportunities were taken from the 2006 *Ashland County Comprehensive Plan Policy Document* Exhibit 3-1. The Issues and Opportunities additions were developed from Comprehensive Plan Committee meetings in 2015/2016. Table 1 illustrates the combined issues and opportunities within the themes of governance/citizen involvement, tax base, demographics, housing, community character, transportation, utilities and community facilities, agriculture, natural resources, economic development, intergovernmental cooperation and land use.

Table 1: Issues and Opportunities

2005	2015/2016 Additions
<u>Governance / Citizen Involvement</u> <ul style="list-style-type: none"> ◆ 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 	<u>Governance / Citizen Involvement</u> <ul style="list-style-type: none"> ◆ Youth involvement, development and retention ◆ Attempt to reach 100% of county youth with educational efforts ◆ County web site improvement with youth help
<u>Tax Base</u> <ul style="list-style-type: none"> ◆ 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 	<u>Tax Base</u> No Additions
<u>Demographics</u> <ul style="list-style-type: none"> ◆ Aging of population ◆ Changing nature of households (more single member households, etc.) ◆ Declining household size 	<u>Demographics</u> <ul style="list-style-type: none"> ◆ Decreasing birthrate ◆ Increasing poverty ◆ Labor Force ◆ Aging and Disability Resource Center ◆ SOARs (Strategies to Optimize Ashland's Resources, a workshop held on 9/11/2015)



Issues and Opportunities

Comprehensive Plan Volume I: Background Document

<p><u>Housing</u></p> <ul style="list-style-type: none"> ◆ Affordability ◆ Availability ◆ Housing age/maintenance <ul style="list-style-type: none"> ○ Aging state of housing stock ○ Ashland Housing Authority – What can they do? ◆ Few options for housing other than single-family units ◆ Few housing options for certain groups (elderly, handicapped) in the Town <ul style="list-style-type: none"> ○ Keep elders in homes ◆ Absentee landowners ◆ Predominance of increasing seasonal housing 	<p><u>Housing</u></p> <ul style="list-style-type: none"> ◆ Availability (renting and buying) ◆ CDBG (Community Development Block Grants) ◆ Energy Efficiency and Renewable Energy ◆ Blight - Impact, enforcement <ul style="list-style-type: none"> ○ Public Health ○ <u>What can county or municipalities do?</u> ◆ Coop Housing ◆ Half-way houses ◆ Homelessness ◆ Population Numbers, Growth ◆ Renters/Landlords ◆ Encourage developers ◆ Incentives for making improvements ◆ P.A.C.E. (Property Assessed Clean Energy Financing)
<p><u>Community Character</u></p> <ul style="list-style-type: none"> ◆ Unsightly or blighted properties ◆ Lack of community identity ◆ Community gathering place/recreation facility ◆ Crime ◆ Maintenance of quality of life ◆ Historic preservation 	<p><u>Community Character</u> No Additions</p>
<p><u>Transportation</u></p> <ul style="list-style-type: none"> ◆ 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 / Public Transportation - Southern Parts of county ◆ Proximity to major airport ◆ Recreation trails – motorized/non-motorized 	<p><u>Transportation</u></p> <ul style="list-style-type: none"> ◆ Highway department input ◆ State mandates ◆ Recreational Usage? On town roads <ul style="list-style-type: none"> ○ ATVs, UTVs, Snowmobiles ○ Enforcement? ○ Policy ◆ Trails ◆ Highway 13 – Rebuilt, Passing Lanes, Scenic Highway ◆ Carpool / Rideshare ◆ Elderly Transport ◆ Scenic Highway 13 ◆ Ashland County Highway Safety Com WISDOT ◆ Laurie Zack Center – transport ◆ Ag Transport network
<p><u>Utilities and Community Facilities</u></p> <ul style="list-style-type: none"> ◆ 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) 	<p><u>Utilities and Community Facilities</u></p> <ul style="list-style-type: none"> ◆ Health care services - availability not in close proximity to City of Ashland ◆ More public facilities/services – Very improved ◆ Solar and Renewable Energy ◆ Broadband access and adoption ◆ Mobile Home Recycling Facility ◆ Trails – Forestry committee ◆ Waste Management ◆ County Facilities Upgraded Matrix ◆ Bretting Center



Issues and Opportunities

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<ul style="list-style-type: none"> ◆ Energy supply ◆ Electrical distribution ◆ Lack of high-speed Internet access ◆ Need for improved cellular reception 	
<p style="text-align: center;"><u>Agriculture</u></p> <ul style="list-style-type: none"> ◆ 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 	<p style="text-align: center;"><u>Agriculture</u></p> <ul style="list-style-type: none"> ◆ Consistent with Farmland Preservation ◆ Support for small & ‘niche’ farmers ◆ Increase enrollment in conservation practices ◆ Identify funding support opportunity and promote ◆ Ag education and support: UWEX & Conservation Dept. ◆ Tie zoning to farmland preservation ◆ CAFO (Confined Animal Feeding Operations)
<p style="text-align: center;"><u>Natural Resources</u></p> <ul style="list-style-type: none"> ◆ Cumulative environmental impacts ◆ Air quality ◆ Surface water quality ◆ Ground water quality ◆ Flooding ◆ Storm water ◆ 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 	<p style="text-align: center;"><u>Natural Resources</u></p> <ul style="list-style-type: none"> ◆ National Marine Sanctuary nomination ◆ WI Wetlands Association – resource ◆ EMS (Emergency Management System) – “readiness” & cooperation ◆ State taking away local control ◆ Corp of Engineers 404 program less visible ◆ Increased recognition of Int. Resources ◆ Air quality (testing for both indoor and outdoor air) (lead and radon testing) ◆ Surface water quality (baseline data, clearing house for data, BRWA (Bad River Watershed Assoc.) & Northland College Center for Water Studies) ◆ Lack of, or improper, forest management on private lands (forestry department) outreach and education, DNR, Conservation Department ◆ Protections for wetlands, water, and air
<p style="text-align: center;"><u>Economic Development</u></p> <ul style="list-style-type: none"> ◆ Lack of jobs in the County ◆ 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 	<p style="text-align: center;"><u>Economic Development</u></p> <ul style="list-style-type: none"> ◆ More efforts in the southern part of the county and areas outside Ashland ◆ NWRPC (Northwest Regional Planning Commission)- \$13,000 annual dues ◆ Living wage jobs ◆ Quality employment opportunities ◆ Healthcare ◆ Education and training: WITC (Wisconsin Indianhead Technical College) & Northland College, Workforce Investment Board ◆ Youth retention efforts ◆ AADC (Ashland Area Development Corporation) – explore relationship with ◆ Linking Energy, Local Food, Broadband and Cell service ◆ How/ What can county do to support local food ◆ Mobile Farmer Market



Issues and Opportunities

Comprehensive Plan Volume I: Background Document

	<ul style="list-style-type: none">◆ New Markets in area outside Ashland◆ Tax credits for local farm economy
<u>Intergovernmental Cooperation</u> <ul style="list-style-type: none">◆ 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	<u>Intergovernmental Cooperation</u> <ul style="list-style-type: none">◆ Flooding
<u>Land Use</u> <ul style="list-style-type: none">◆ 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	<u>Land Use</u> <ul style="list-style-type: none">◆ Management and use of agriculture land◆ Encouragement of alternative food growth methods



Plan-Based Forecasts

Comprehensive Plan Volume 1 - Background

Introduction

The 2006 Comprehensive Plan contained the following paragraph.

“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. 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 forecasts. 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”.

As we reviewed the 2006 plan and updated background information and data, it became apparent that the projections in the 2006 plan were way off the mark. Each municipality projected increased population and resulting jobs, and the need for significantly more housing. It appears that most of the projections were based on the wishes of the citizens engaged in the process rather than on data or state projections. It is laudable that the citizens wished to see their communities grow, however for most communities these wishes did not come to fruition.

Data from 2006 to the present shows that overall the county lost population, had stagnant job creation, and very modest growth in housing starts. Projections from the state and other sources suggest this trend will continue, with most municipalities in the county slowly losing population over the next several decades. The next few sections will take a closer look at forecasts by category for population, jobs, housing and land use. The forecasts look at past data, state projections and incorporate input from those involved in the review process.

Population Forecasts

As a whole, Ashland County’s population base has been quite static for the past 50 years. In 1970 the population was 16,700, in 2000 it had grown to 16,866, but the 2010 census indicated it had dropped back to 16,157. Generally there has been slow growth in the northern part of the county and slow shrinkage in the southern half of the county. Specific numbers by municipality are shown in the Demographics section.

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



Plan-Based Forecasts

Comprehensive Plan Volume 1 - Background

The 2006 plan noted that all of the jurisdictions would like to experience a positive and sustainable growth rate. It was also noted that while some jurisdictions would need to do very little to meet their population goals, most communities would 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. Whatever efforts were undertaken along these lines, the great recession likely hindered or canceled out the progress. Recovery from the recession has been uneven across the county and efforts to again engage in collaborative economic development work is slowly getting underway. Even if successful, it is likely that the 2020 population will not reach the 2000 level. If we look at projections done by state demographers it shows a slow or no growth pattern for the next couple decades in most of the municipalities and the county as a whole. Perhaps the data from the past decade along with these projections will stir a sense of urgency in county leaders for the need for more coordinated and collaborative efforts in economic development. See Table 1.

“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.”

Table 1: Population Projections Ashland County Jurisdictions

Place Name	2010 Census	2013 Estimate	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	Projected Annual Growth Rate (%)	Projected Growth, 2010-2035
Agenda	422	423	415	395	375	355	330	-0.87%	-21.8%
Town of Ashland	594	586	585	585	590	585	580	-0.09%	-2.4%
Butternut	375	367	360	350	345	330	315	-0.64%	-16.0%
Chippewa	374	376	375	365	365	360	350	-0.26%	-6.4%
Gingles	778	782	800	845	905	950	990	1.09%	27.2%
Gordon	283	288	285	280	280	275	265	-0.25%	-6.4%
Jacobs	722	713	700	670	650	620	580	-0.79%	-19.7%
La Pointe	261	268	275	290	310	325	340	1.21%	30.3%
Marengo	390	394	400	420	445	460	475	0.87%	21.8%
Mellen	731	720	705	665	635	600	555	-0.96%	-24.1%
Morse	493	495	500	505	515	520	525	0.26%	6.5%
Peeksville	141	141	140	135	130	125	115	-0.74%	-18.4%
Sanborn	1331	1326	1350	1380	1440	1475	1510	0.54%	13.4%
Shanagolden	125	127	125	120	120	115	110	-0.48%	-12.0%
White River	921	935	950	985	1030	1065	1090	0.73%	18.3%
City of Ashland	8216	8156	8135	8050	8065	7980	7835	-0.19%	-4.6%
County Total:	16157	16097	16100	16040	16200	16140	15965	-	-1.2%

Source: Applied Population Laboratory (APL) UW-Madison. Prepared by David Egan-Robertson



Plan-Based Forecasts

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Housing Forecasts

Population loss from 2006 to 2016 alongside effects of the recession, contribute to the very slow growth of housing in the county. Data in the Housing section indicates that prior to the recession of 2007/8 the county was having around 70 housing starts per year. During and post-recession that number dropped to 10 to 15 housing starts per year. A couple municipalities were seeing negative housing growth. This plan review has identified quality housing as an issue in the county, and diversity and affordability are more of a concern than quantity. The impact of housing development to county land use over the next decade will be minimal. See Table 2 and Exhibit 1.

Table 2: Number of Households, Ashland County Jurisdiction Projections						
MCD Name	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection
Agenda	186	190	184	179	173	164
Town of Ashland	242	248	252	260	263	267
Butternut	180	180	178	179	175	171
Chippewa	152	158	157	161	162	161
Gingles	297	317	342	374	401	427
Gordon	143	150	150	153	154	151
Jacobs	330	332	324	322	313	299
La Pointe	138	151	162	178	190	203
Marengo	134	143	153	166	175	184
Mellen	337	339	326	318	305	287
Morse	204	215	222	231	238	245
Peeksville	66	68	67	66	65	61
Sanborn	467	492	513	547	572	598
Shanagolden	55	57	56	57	56	55
White River	289	310	327	350	369	386
City of Ashland	3516	3636	3669	3748	3763	3751

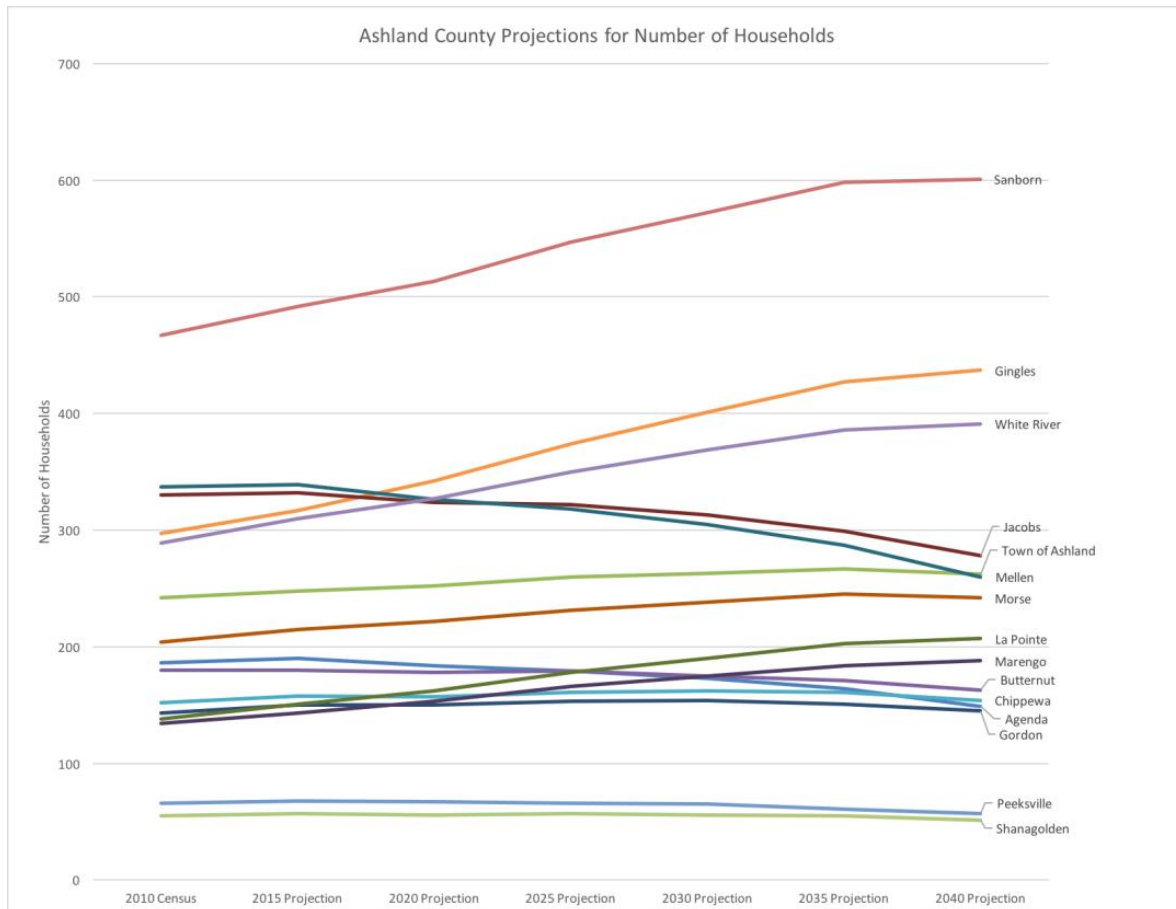
Source: State of Wisconsin Department of Administration, 2014



Plan-Based Forecasts

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Exhibit 1:



Employment Forecasts

The county has not recovered yet from job losses from the 2007/8 recession. Projections from Woods and Poole (Exhibit 2 and Table 3) suggest that the county may not fully recover until 2025. For the industrial and/or commercial development that will occur over the next decade there are several options. There are four existing business parks in the county with an additional one just west of Ashland in Bayfield County. All of these sites have vacancies. In addition, the city of Ashland is rehabilitating a couple of large brownfield sites. One will be available for housing and the other for business development.

Local food and increased small farm agriculture production was an objective identified in this plan review. The latest census of agriculture for the county indicates that about 2000 acres of



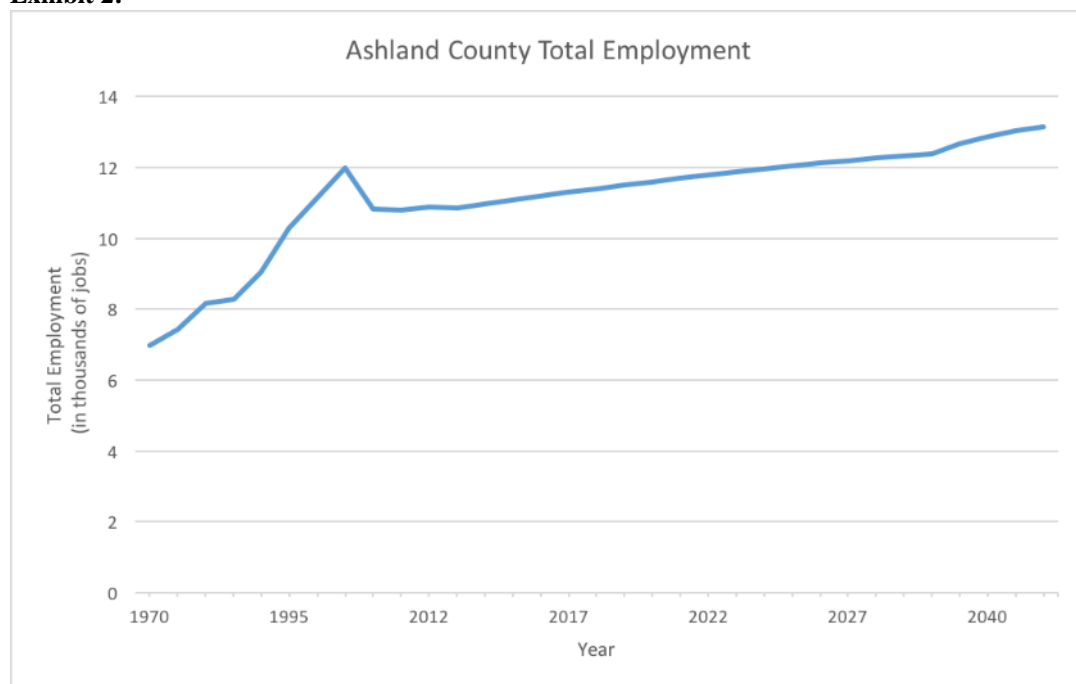
Plan-Based Forecasts

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farmland has been taken out of agricultural production over the last five years. This will likely be more than enough available farmland to meet needs of new and growing producers.

The economic development and jobs picture in Ashland County mirrors the housing picture described above. The long-term trends suggest very low growth. To reverse this trend, county and perhaps state leaders need to become actively involved in economic development, and workforce development.

Exhibit 2:



Source (data): Woods & Poole Economics, Inc. Washington, D.C. Copyright 2016

Table 3: Ashland County Total Employment Projections					
Total Employment (Thousands of Jobs)	2015	2020	2025	2030	2035
	11.086	11.595	12.034	12.388	12.656

Source: Woods & Poole Economics, Inc. Washington, D.C. 2016



Land-Use Forecasts

Given the above discussions of population, housing and economic development forecasts, it appears that development impacts on the county land base will be minimal over the next couple decades, unless a concerted strategy is undertaken to counter the prevailing trends. The Northwest Regional Planning Commission 2015 Comprehensive plan corroborates this projection as displayed the Table 4. Overall it appears that Ashland County has the resources and land base to easily support growth, however it needs significant changes in economic development before any of these resources will be utilized.

Table 4: Forecasted Land Demand Ashland County					
Class	2013 (Acres)	2015- 2020 (Acres)	2020- 2025 (Acres)	2025- 2030 (Acres)	2030- 2035 (Acres)
Residential	16,572	-60	52	52	-425
Commercial	1,714	-6	6	1	-45
Manufacturing	454	-2	1	1	-12
Agricultural	36,049	-131	112	112	-925

Source: NWRPC Comprehensive Plan, 2015