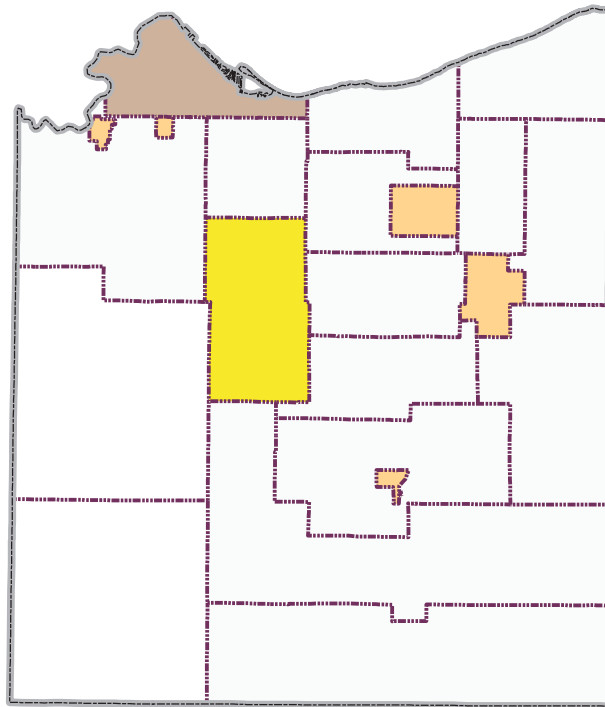


# Town of Oakland Comprehensive Plan 2010-2030

Town of Oakland  
Douglas County, Wisconsin





## **Acknowledgements**

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AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN OF THE TOWN OF OAKLAND  
DOUGLAS COUNTY, WISCONSIN

The Town Board of the Town of Oakland, Douglas County, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) for towns exercising village powers under 60.22(3) of the Wisconsin Statutes, the Town of Oakland is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes

SECTION 2. The Town Board of the Town of Oakland, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.100(4)(a) of the Wisconsin Statutes.

SECTION 3. The Plan Commission of the Town of Oakland, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "Comprehensive Plan of the Town of Oakland, Douglas County, Wisconsin," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Town has held at least one public hearing on this ordinance in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 5. The Town Board of the Town of Oakland, Douglas County, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled "Town of Oakland Comprehensive Plan," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board of Oakland and publication/posting as required by law.

ADOPTED this 13<sup>th</sup> day of July, 2010

Posted: on July 13<sup>th</sup> 2010 by

Mary C Brill  
Angie Vendela Mary C Brill

Jack Byrd  
Jack Byrd

Mary Brill  
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Roy Peterson  
Roy Peterson, Chairperson Town  
Board of Oakland



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Chapter 1

# Demographics





INTRODUCTION

Population is an important contributing factor to both the pattern of settlement and development of a municipal unit. Significant increases or decreases in the number of inhabitants, along with the characteristics of income, education, and age, will impact economic development, land use, transportation, and use of public and private services. Examining past changes and present conditions of the population enhances the ability to prepare for and understand the future.

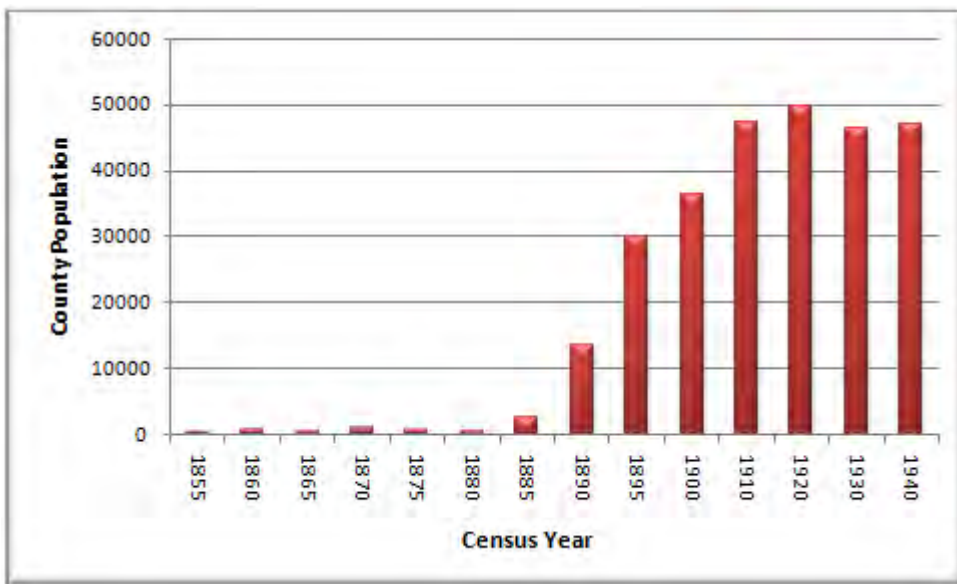
The introduction of railroads into the county in the 1880s, coupled with the development of mining and timber resources in the area, and establishment of the port at Duluth-Superior brought in numerous settlers resulting in a period of growth peaking in 1920. With the exception of an increase in 1940, the county's population has been in a gradual decline since 1920. Figure 1.1 below displays the county's historical population from 1855 to 1940. Between 1950 and 1990, Douglas County's population has declined steadily at an average rate of 2.7 percent per decade. By 2000, the county's population rebounded, growing 3.7 percent since the 1990 census.

HISTORICAL POPULATION

Historical summary (1855-1940)

Since its creation by the state legislature in 1854, Douglas County has experienced periods of population growth and decline. In its first 30 years of existence, the county's total population did not exceed 3,000 inhabitants.

Figure 1.1: Douglas County Historical Population 1855-1940





Population, 1950 to the Present

By the mid 1900's Douglas County's population had stabilized. For a period of 20 years (1930-1950), the county's population fluctuated less than 2 percent. The period between 1950 and 2000 showed a gradual decline to a 100 year low of 43,287. Population change at the local level did not necessarily mirror that occurring at a countywide scale. With some exceptions, Towns in Douglas County generally increased in population between 1950 and 2000. The Town's of Wascott, Oakland and Solon Springs more than doubled during this period, while the Town's of Dairyland, Cloverland, Brule and Parkland lost population.

Population change was also notable in the Villages of Douglas County. Between 1950 and 2000, each of the county's five villages gained population. The population of the Village of Lake Nebagamon grew nearly threefold, far outpacing the growth rates of the other four villages.

In terms of population, the City of Superior is the largest municipality in Douglas County. The City is situated within a metropolitan area (Metropolitan Statistical Area) that includes the 86,918 residents of Duluth, Minnesota. In 2000, the city's population of 27,368 accounted for 63.2 percent of the countywide population. The city's population, relative to that of the county has been declining on average of about 2.5 percent per year over the past 50 years.

Between 1950 and 2000, the City of Superior lost nearly 8,000 residents, or 22 percent of its population. The loss of population can be explained, in part, to an economic downturn from the 60's through the early 80's. It is also likely that population loss in the city is also attributable to out-migration into the surrounding communities and rural areas of Douglas County. At the same time the city was losing population; many adjoining and outlying communities were growing.

Currently, the most influential factors affecting population change in Douglas County are net migration and natural change (births, deaths). Between 2000 and 2004, the county experienced a net migration rate of 0.5 percent, which was lower than the both the overall statewide average and the average for Wisconsin's metropolitan counties. The rate of natural increase during this period was 0.4 percent, which was also significantly lower than the statewide and Wisconsin metropolitan county averages. In 2006, the county's fertility rate<sup>1</sup> of 55.2 was lower than the surrounding counties and the less than the statewide average of 63.4. Over the past 15 years, the countywide fertility rate has generally been declining, meaning fewer residents are having babies. If this trend continues, future growth as a result of natural increase will likely continue to diminish.

Additional factors for the overall decrease in population of Douglas County in the past 40 years may also include the following: abandonment of local agricultural concerns for other work—as is evidenced by the dwindling number of farms in the county—as well as the general decline in employment associated with the Port of Duluth-Superior, railroad transport, and manufacturing since the 1970's.

Historical (1950-2000) population statistics for Douglas County are presented in **Table 1.1**.

<sup>1</sup> Number of live births per 1,000 women (aged 15-44 years)





**Table 1.1: Douglas County, Population: 1950-2000**

Municipality	1950	1960	1970	1980	1990	2000	Percent Change 1950-2000
<b>Towns</b>							
T Amnicon	623	657	898	916	929	1,074	+72%
T Bennett	412	325	333	501	525	622	+51%
T Brule	660	575	497	544	527	591	-10%
T Cloverland	355	343	255	263	246	247	-30%
T Dairyland	368	256	233	258	222	186	-49%
T Gordon	572	389	416	627	553	645	+13%
T Hawthorne	704	578	677	902	1,049	1,045	+48%
T Highland	140	147	156	190	207	245	+75%
T Lakeside	438	480	514	572	569	609	+39%
T Maple	604	575	608	685	667	649	+7%
<i>T Oakland</i>	<i>530</i>	<i>636</i>	<i>624</i>	<i>938</i>	<i>993</i>	<i>1,144</i>	<i>+116%</i>
T Parkland	1,313	1,531	1,523	1,496	1,326	1,240	-6%
T Solon Springs	395	367	471	553	619	807	+104%
T Summit	823	841	905	1,057	1,009	1,042	+27%
T Superior	1,311	1,530	1,743	2,065	1,911	2,058	+57%
T Wascott	284	268	301	511	535	714	+151%
Total unincorporated	9,532	9,498	10,154	12,078	11,887	12,918	+36%
<b>Villages</b>							
V Lake Nebagamon	340	346	523	780	900	1,015	+198%
V Oliver	210	222	210	253	265	358	+70%
V Poplar	489	475	455	569	516	552	+13%
V Solon Springs	480	530	598	590	575	576	+20%
V Superior	339	374	476	580	481	500	+47%
<b>City</b>							
C Superior	35,325	33,563	32,237	29,511	27,134	27,368	-22%
Total incorporated	37,183	35,510	34,499	32,343	29,871	30,369	-18%
<b>County</b>							
<b>Douglas County</b>	46,715	45,008	44,657	44,421	41,758	43,287	-7%

Source: US Census Bureau



**Population Change from 1990 to 2000**

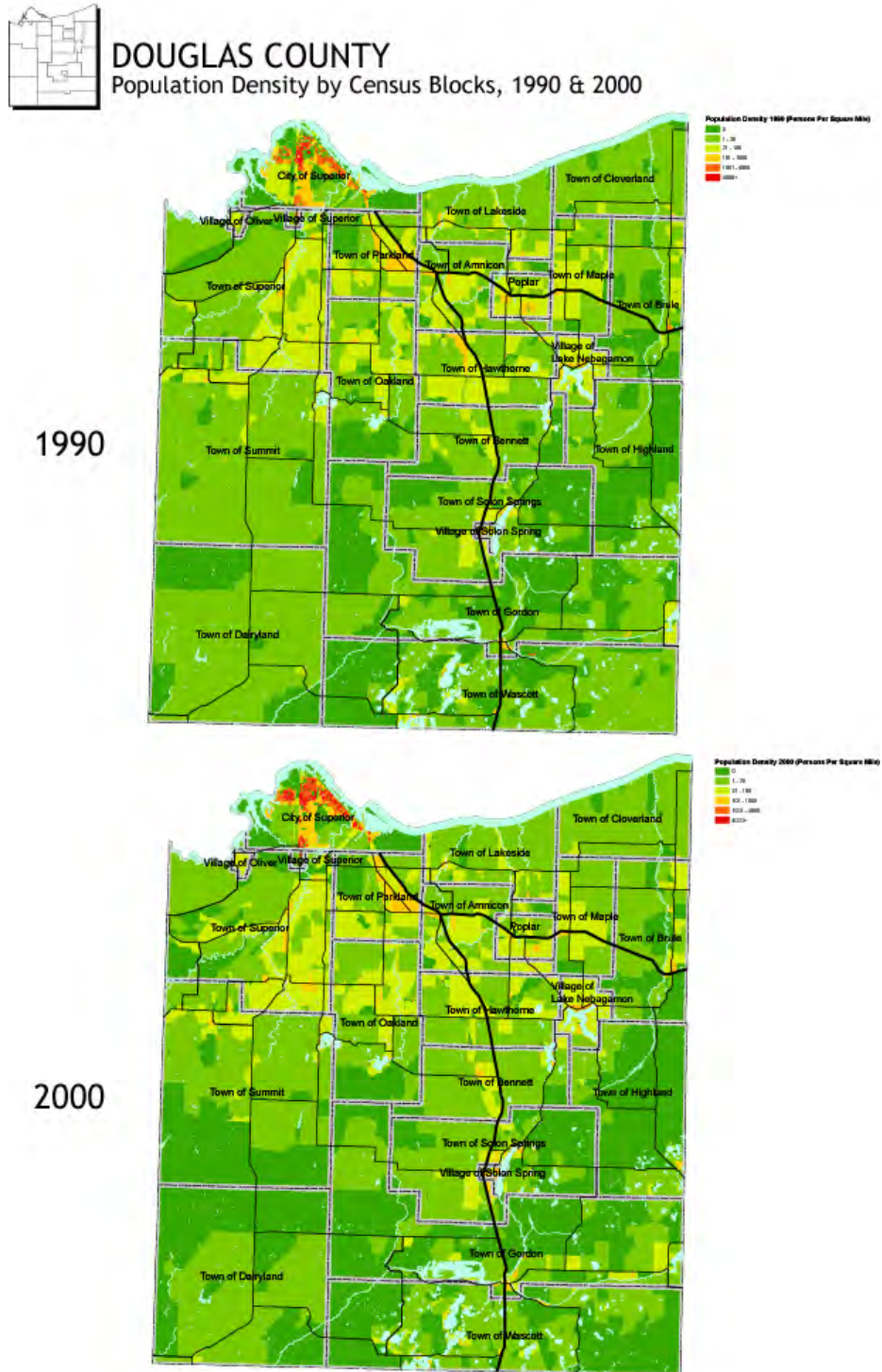
Comparison of the census block data shown in **Figure 1.2** reveals the following generalized population trends: Population growth is occurring in the rural towns along the major road corridors including Parkland, Bennett, Solon Springs, Oakland and the Town of Superior. This growth is due primarily to the increase in rural residents commuting to the Duluth-Superior metropolitan area for work. Other areas of expansion include the lake areas. This trend is as owners convert fueled primarily

by a conversion of seasonal homes to permanent year-round residences. Also notable is the densification occurring within the incorporated units of Oliver, Lake Nebagamon and Poplar as municipal services (primarily sewer) are developed and enhanced.

As is shown, much of Douglas County also has a low population density—at twenty persons per square mile or less—with higher densities found along the inland lakeshore areas, along major roadways, and within the incorporated villages and the City of Superior.



Figure 1.2: Douglas County Population Density by Census Blocks, 1990 & 2000





**AGE DISTRIBUTION & DEMOGRAPHIC TRENDS**

**Summary of Changes in Population & Age Distribution**

In the decade from 1990 to 2000, the US Census reported an increase of 1,529 inhabitants in Douglas County, or 3.7 percent growth in population. This increase, however, was not uniform to all age groups within the county. The greatest changes for specific age groups (in absolute numbers) for the decade were an increase in persons aged 35 to 54 (2,930), a

decrease in persons aged 25 to 34 (-1,056), and a decrease in persons aged 14 and under (-609).

**Table 1.2** details the demographic changes encountered by Douglas County for the decade between 1990 and 2000. **Figure 1.3** makes use of population pyramids to graphically depict the age and male/female distribution of Douglas County in 1980, 1990 and 2000. **Table 1.3** provides an overview of demographic change with key segments of Douglas County's population base.

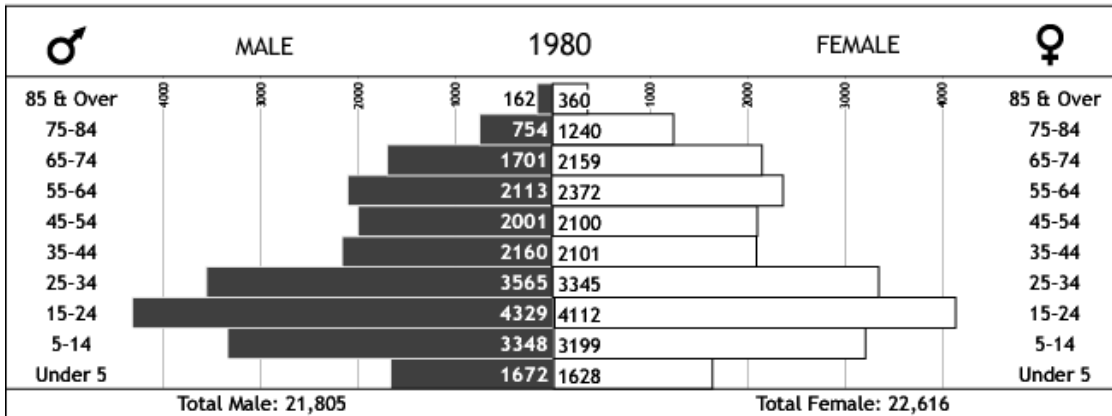


Figure 1.3: Age & Male Female Population Distribution 1980-2000

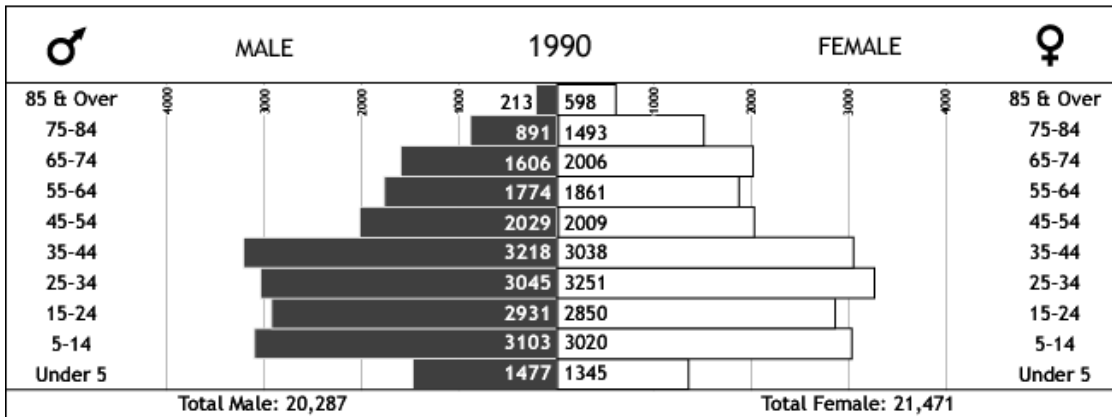


**DOUGLAS COUNTY**

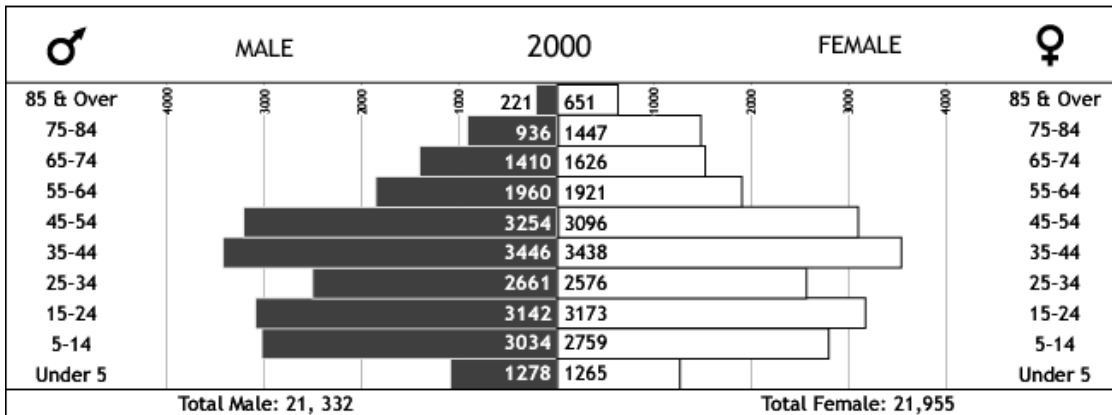
Age & Male/Female Population Distribution, 1980-2000



Source: US Census Bureau



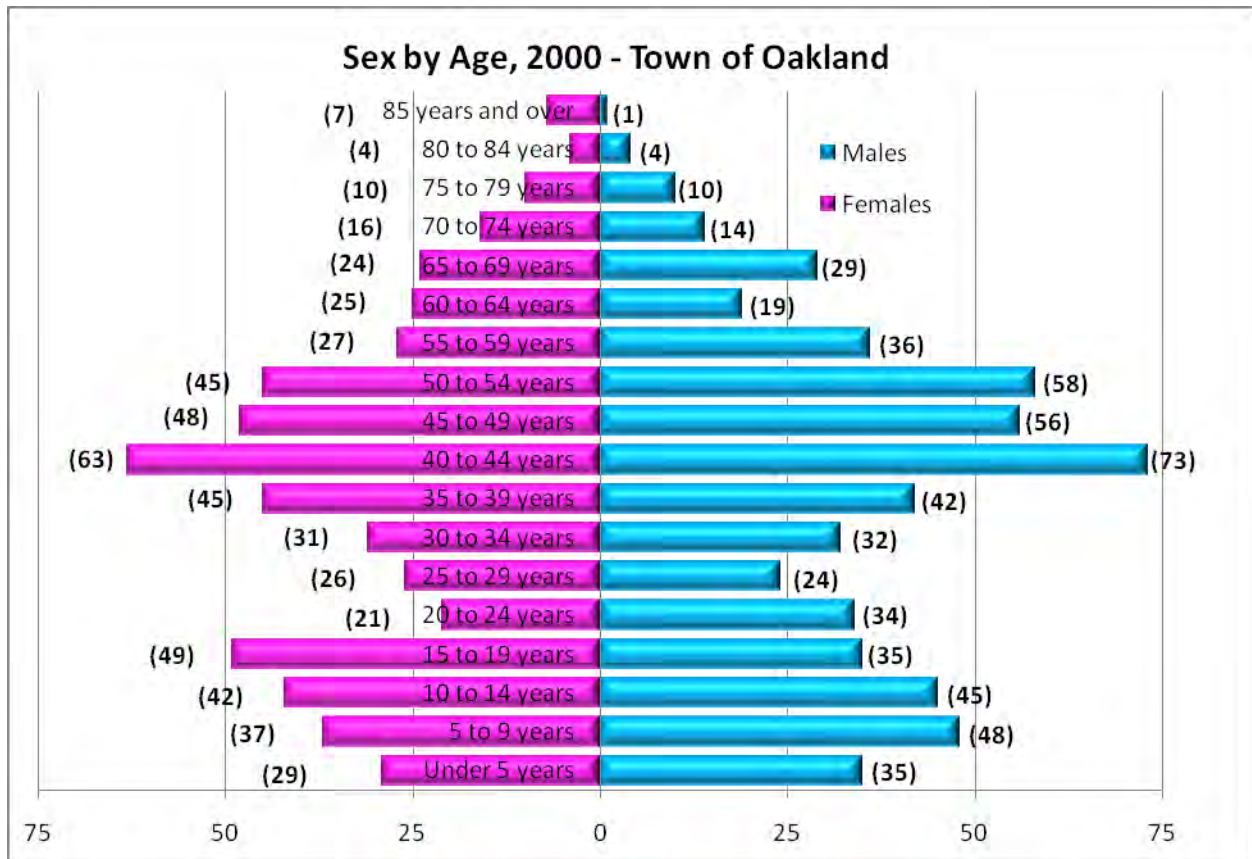
Source: US Census Bureau



Source: US Census Bureau



Figure 1.4: Sex by Age – 2000, Town of Oakland



Source: US Census Bureau

In a “normal” population distribution, the histogram in **Figure 1.4** is shaped like a bell. The narrow bands in the 20 -29 year age classes are likely attributable to young people moving out of the area for work or continuing education opportunities elsewhere. The narrowing base of the bell also indicates that there is a declining birth rate.



**Table 1.2: Douglas County (including the City of Superior) Demographic Change: 1980-1990**

Age category	Change in Absolute Numbers: 1980-1990	Percent Change: 1980-1990
85 and over	+289	+55.4%
75 to 84	+390	+19.6%
65 to 74	-248	-6.4%
55 to 64	-850	-18.9%
45 to 54	-63	-1.5%
35 to 44	+1995	+46.8%
25 to 34	-614	-8.8%
15 to 24	-2660	-31.5%
5 to 14	-424	-6.4%
Under 5	-478	-14.5%
<b>Selected age categories</b>		
All inhabitants over 75	+679	+26.9%
All inhabitants over 65	+431	+6.8%
All inhabitants 45 to 64	-913	-20.4%
All inhabitants under 24	-3562	-19.5%
All inhabitants under 14	-902	-9.2%

Source: Calculated from US Census Bureau data

**Factors affecting Population and Demographic Change**

Douglas County is experiencing trends common to other counties in the northern portion of Wisconsin:

- A stable population of elderly (age 75 and over) inhabitants who remain having family or other ties to the area;
- An influx of 35 to 44 year olds who are generally well educated, without children or with few children and seek a tranquil setting to reside or start businesses;
- An out-migration of retired individuals (aged 55 to 74) who have spent their work careers in the area but seek to retire elsewhere and maintain their residence as a seasonal home;
- An in-migration of retired individuals (aged 55 to 74) who have spent their working career elsewhere and are now establishing a residence in the county or converting their summer home or seasonal dwelling into a permanent residence;
- A decrease in infants born into or moving with families into the county;
- An overall decrease in persons between the ages of 15 and 24 within the rural portions of Douglas County, as this age group is most likely to seek employment and/or educational opportunities elsewhere.

These demographic changes are by no means uniform throughout all municipal units of the county, as several municipal units deviate from countywide trends.



**Table 1.3: Demographic Change in Douglas County, 1990-2000**

MUNICIPALITY	Working Age Population (18 to 62)			School age Population (17 and under)			College Age Population (18 to 24)			Post-Retirement Age Population (62+)		
	1990	2000	Change	1990	2000	Change	1990	2000	Change	1990	2000	Change
<b>Towns</b>												
Amnicon	517	639	23.6%	304	333	9.5%	57	72	26.3%	108	102	-5.6%
Bennett	290	347	19.7%	165	189	14.5%	31	36	16.1%	70	86	22.9%
Brule	291	332	14.1%	130	160	23.1%	26	24	-7.7%	106	99	-6.6%
Cloverland	137	138	0.7%	68	71	4.4%	15	18	20.0%	41	38	-7.3%
Dairyland	126	120	-4.8%	64	25	-60.9%	15	8	-46.7%	32	41	28.1%
Gordon	304	371	22.0%	116	127	9.5%	23	32	39.1%	133	147	10.5%
Hawthorne	518	553	6.8%	315	288	-8.6%	58	55	-5.2%	216	204	-5.6%
Highland	111	131	18.0%	40	37	-7.5%	13	9	-30.8%	56	77	37.5%
Lakeside	286	364	27.3%	182	162	-11.0%	28	37	32.1%	101	83	-17.8%
Maple	383	387	1.0%	180	153	-15.0%	64	31	-51.6%	104	109	4.8%
<i>Oakland</i>	592	706	19.3%	289	288	-0.3%	65	87	33.8%	112	150	33.9%
Parkland	764	751	-1.7%	356	318	-10.7%	116	88	-24.1%	206	171	-17.0%
Solon Springs	328	452	37.8%	151	191	26.5%	25	51	104.0%	140	164	17.1%
Summit	587	649	10.6%	272	257	-5.5%	69	58	-15.9%	150	136	-9.3%
Superior	1167	1273	9.1%	502	536	6.8%	166	128	-22.9%	242	249	2.9%
Wascott	297	399	34.3%	72	99	37.5%	48	30	-37.5%	166	216	30.1%
<b>Villages</b>												
Lake Nebagamon	481	574	19.3%	253	259	2.4%	55	41	-25.5%	166	182	9.6%
Oliver	155	207	33.5%	85	108	27.1%	23	22	-4.3%	25	43	72.0%
Poplar	288	309	7.3%	160	162	1.3%	39	21	-46.2%	68	81	19.1%
Solon Springs	284	324	14.1%	133	123	-7.5%	32	41	28.1%	158	129	-18.4%
Superior	286	297	3.8%	114	105	-7.9%	40	42	5.0%	81	98	21.0%
<b>City</b>												
Superior	14,938	16,457	10.2%	6,730	6,211	-7.7%	3,037	3,518	15.8%	5,466	4,700	-14.0%
<b>County Total</b>												
Douglas County	23,130	25,780	11.5%	10,681	10,202	-4.5%	4045	4449	10.0%	7,947	7,305	-8.1%

Source: Calculated from US Census Bureau data





**Key Population Indicators**

Between 1990 and 2000:

- Eight of the county’s 16 Town’s experienced a decline in school age children (Dairyland, Hawthorne, Highland, Lakeside, Maple, Oakland, Parkland and Summit) The City of Superior saw a decrease 519, or 2.5 percent, in school-age children. Solon Springs is the only village to have lost individuals in this age class.
- With the exceptions of the Town’s of Dairyland and Parkland, all municipalities added individuals to the “working age” age class of 18-62. Several municipalities experienced sizable increases in this age class, including the Town of Solon Springs (+37.8 percent), Town of Wascott (+34.3 percent) and the Village of Oliver (+33.5 percent)
- The post-retirement age population (aged 62+) declined in 9 of the county’s 22 municipalities. The Town’s of Bennett, Dairyland, Gordon, Highland, Oakland, solon Springs and Wascott experienced double-digit increases in this age class. The Villages of Superior, Poplar and Oliver also saw sizable increases in their post-retirement age populations.

**PROJECTED POPULATION**

Population projections represent **estimates** of future population change based on historical population change. Actual future population growth will be based on many social and economic factors. It is important to recognize that unforeseen events may cause dramatic

deviations from the projected future values. Population projections for Douglas County municipalities are shown in **Table 1.4**.

Douglas County population projections for the years 2005-2025 were developed by the Wisconsin Department of Administration (WDOA). These figures were based on past and current population trends and other demographic factors such as natural change (births, deaths) and population migration trends. Projections for the years 2025-2030 Various models were examined during the planning process; however the WDOA model most closely represented current population estimates and trends occurring at the local level.

By 2030, the population of the Town of Oakland is expected to be 1,522 people, an increase of 378 (33 percent) over the 2000 Census figure.



**Table 1.4 : Douglas County Population Projections**

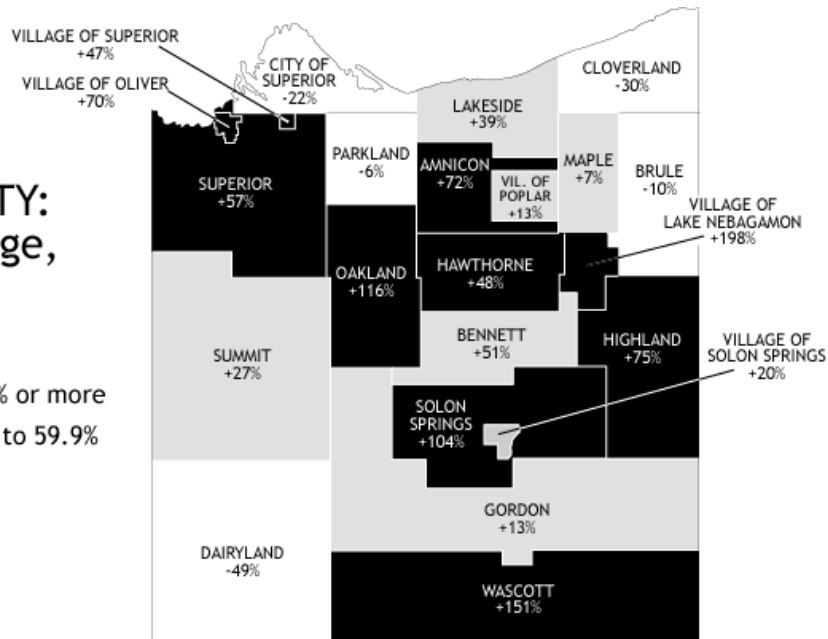
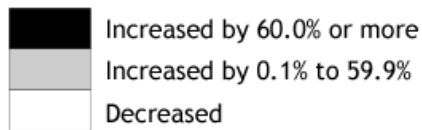
<b>Municipality</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Towns</b>							
Amnicon	1,074	1,134	1,196	1,259	1,322	1,378	1,386
Bennett	622	658	696	734	772	806	811
Brule	591	624	658	693	727	758	762
Cloverland	247	245	244	243	241	239	240
Dairyland	186	181	177	172	167	162	163
Gordon	645	700	756	813	870	922	927
Hawthorne	1,045	1,079	1,115	1,152	1,188	1,218	1,225
Highland	245	272	299	327	354	380	382
Lakeside	609	630	651	673	695	713	717
Maple	649	659	671	683	694	702	706
<i>Oakland</i>	<i>1,144</i>	<i>1,217</i>	<i>1,292</i>	<i>1,369</i>	<i>1,445</i>	<i>1,513</i>	<i>1,522</i>
Parkland	1,240	1,218	1,198	1,178	1,157	1,130	1,137
Solon Springs	807	886	966	1,048	1,129	1,205	1,212
Summit	1,042	1,062	1,084	1,107	1,128	1,144	1,151
Superior	2,058	2,157	2,260	2,366	2,470	2,561	2,576
Wascott	714	786	860	935	1,009	1,079	1,085
<b>Villages</b>							
Lake Nebagamon	1,015	1,061	1,109	1,159	1,207	1,249	1,256
Oliver	358	400	443	486	529	570	573
Poplar	552	561	570	580	590	596	599
Solon Springs	576	578	580	583	585	585	588
Superior	500	528	558	587	617	643	647
<b>City</b>							
Superior	27,368	27,337	27,351	27,385	27,385	27,240	27,397
<b>County Total</b>							
Douglas County	<b>43,287</b>	<b>43,973</b>	<b>44,734</b>	<b>45,532</b>	<b>46,281</b>	<b>46,793</b>	<b>47,062</b>

Source: Wisconsin Department of Administration (2000-2025), NWRPC (2030)

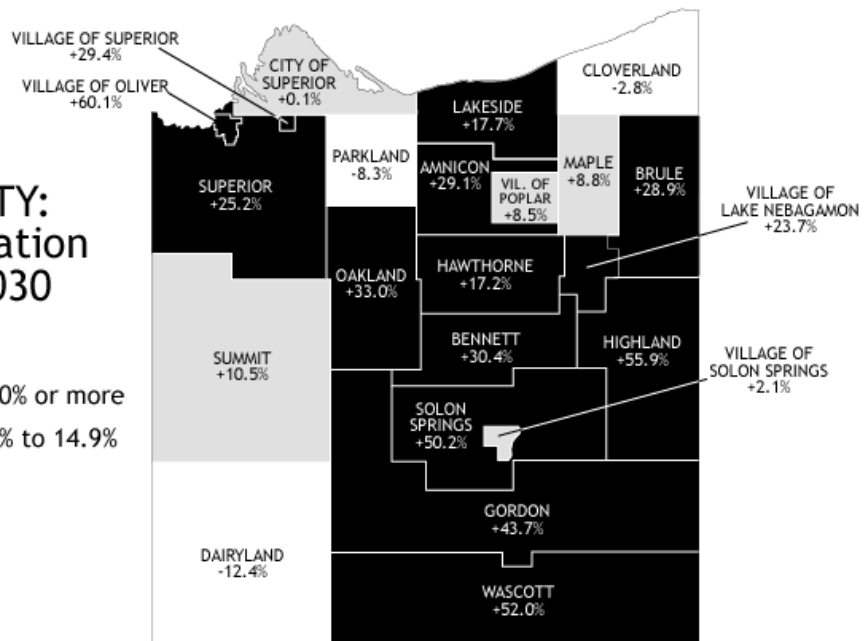
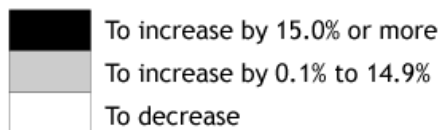


Figure 1.5: Douglas County Population Change 1950-2000 & 2000-2030

### DOUGLAS COUNTY: Population Change, 1950-2000



### DOUGLAS COUNTY: Projected Population Change, 2000-2030





**Figure 1.5** illustrates population changes in the individual municipal divisions of the county for the periods from 1950 to 1990 and projected population change from 2000-2030. The period between 1950 and 2000 saw growth in all but five municipal divisions. The largest increases occurred in the Village of Lake Nebagamon and the Towns of Amnicon, Bennett, Hawthorne, Highland, Solon Springs, Superior, and Wascott. This period saw declines in the City of Superior, and the Towns of Brule, Cloverland, Parkland, and Dairyland.

Population projections to 2030 indicate strong growth in the rural towns of southern and

eastern Douglas County. It is within these communities where most of the desirable lakefront and recreational property is found. The trend of seasonal/recreational home conversion to primary residences will be a driving force in the population increase in these areas. Additionally, it is expected that there will be continued strong population growth in the communities adjoining the City of Superior. With the exception of the Town of Parkland, each adjoining and nearby municipality is expected experience positive population growth.



**HOUSEHOLD, EMPLOYMENT AND INCOME CHARACTERISTICS**

**Households**

An analysis of the households in the county helps to establish a generalized understanding of the lives of the county’s inhabitants and an insight into community life. Understanding household composition and condition is essential in assessing future needs of the county’s inhabitants. Key characteristics of households in the Town of Oakland are presented in **Table 1.5**.

**Table 1.5 : Town of Oakland Household Characteristics, 2000**

	<b>Total</b>	<b>Percent of all households</b>
<b>TOTAL HOUSEHOLDS</b>	<b>425</b>	<b>100.0%</b>
<b>1 PERSON HOUSEHOLDS</b>	<b>70</b>	<b>16.5%</b>
1 person household, male householder	40	9.4%
1 person household, female householder	30	7.1%
1 person household with householder age 65 and over	27	6.4%
1 person household with householder age 64 or younger	43	10.1%
<b>2 OR MORE PERSON HOUSEHOLDS</b>	<b>355</b>	<b>83.5%</b>
Family Households	336	79.1%
Married couple families	287	67.5%
Married couple families with related children	122	28.7%
Female householder, no husband present	33	7.8%
Female householder, no husband present, with related children	18	4.2%
Female householder, no husband present, with no related children	15	3.5%
2 persons in household	165	38.8%
3 persons in household	81	19.1%
4 persons in household	73	17.2%
5 persons in household	23	5.4%
6 persons in household	5	1.2%
7 or more persons in household	8	1.9%
Non-family Households	89	20.9%
Male householder	54	12.7%
Female householder	35	8.2%

Source: U. S. Census Bureau, 2000



According to the Census Bureau, A **household** includes all the persons who occupy a housing unit. A housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements

The 2000 Census identified 17,808 households in Douglas County in an increase of 8.8 percent from 1990. Of the 2000 total, 5,315 (29.8 percent) are identified as one person households, while 12,493 (70.1 percent) are identified as having two or more persons. Of all households, 11,280 (63.3 percent) are reported as family households and 6,528 (36.7 percent) are reported as non-family households. In 2000, 1,293 individuals were housed in group quarters in the county, of which 585 were housed in an institutional setting.

Of all county households, just over 80 percent are composed of three persons or less, and

nearly 12 percent of all households are comprised of one individual age 65 or over, the following table reveals in more detail the composition and characteristics of households in the county from the 2000 Census.

Detailed household characteristics for the Town of Oakland are depicted in **Table 1.5**.



**Household Projections**

**Table 1.6 : Douglas County Household Projections**

Municipality	2000	2005	2010	2015	2020	2025	2030
<b>Towns</b>							
Amnicon	364	393	424	451	478	503	530
Bennett	224	242	262	280	297	313	331
Brule	244	264	284	303	320	337	355
Cloverland	94	95	97	97	97	98	98
Dairyland	87	87	86	85	83	81	80
Gordon	298	331	365	397	429	458	490
Hawthorne	338	357	378	396	413	425	443
Highland	107	122	136	151	165	179	194
Lakeside	226	239	253	264	275	284	295
Maple	277	288	300	308	316	323	331
<i>Oakland</i>	425	464	502	538	573	605	641
Parkland	463	466	468	465	461	454	451
Solon Springs	334	375	418	458	499	537	578
Summit	418	436	455	469	483	495	509
Superior	764	820	877	929	979	1,024	1,075
Wascott	295	332	373	411	448	481	519
<b>Villages</b>							
Lake Nebagamon	428	459	489	517	543	567	594
Oliver	127	145	164	183	200	218	236
Poplar	209	217	225	232	238	243	250
Solon Springs	268	275	282	287	290	294	298
Superior village	209	226	244	260	275	289	304
<b>City</b>							
Superior	11,609	11,881	12,138	12,316	12,439	12,466	12,617
<b>County Total</b>							
Douglas County	<b>17,808</b>	<b>18,514</b>	<b>19,220</b>	<b>19,797</b>	<b>20,301</b>	<b>20,674</b>	<b>21,214</b>

Source: Wisconsin Department of Administration 2000-2025, NWRPC 2030

By 2030, the number of households in Douglas County is projected to increase by 19.1 percent, over the census total of 17,808 in 2000. With the exceptions of the Town’s of Parkland and Dairyland, each municipality is projected to have an increase in households over the planning period. The most notable increases are projected for the Town’s of Highland (+80.8 percent), Gordon (64.4 percent) and the Village of Oliver (+85.8 percent). As a whole, rural Towns are expected to have a greater proportional increase in households over the villages and the City of Superior. This projected rise will be fueled primarily by a decline in the average household size. Household projections for Douglas County municipalities are depicted in **Table 1.6**. By 2030, the number of households in the Town of Oakland is projected to be 641, an increase of 216 (50.8 percent) over the 2000 Census figure.



**Household Size**

**Table 1. 7: Average Household Size 2000-2030**

<b>Municipality</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Towns</b>									
Amnicon	3.16	2.96	3.00	2.89	2.82	2.79	2.77	2.74	2.62
Bennett	2.98	2.84	2.80	2.72	2.66	2.62	2.60	2.58	2.45
Brule	2.52	2.41	2.40	2.36	2.32	2.29	2.27	2.25	2.15
Cloverland	2.92	2.65	2.60	2.58	2.52	2.51	2.48	2.44	2.45
Dairyland	3.19	2.55	2.10	2.08	2.06	2.02	2.01	2.00	2.04
Gordon	2.63	2.29	2.20	2.11	2.07	2.05	2.03	2.01	1.89
Hawthorne	2.96	2.92	2.80	3.02	2.95	2.91	2.88	2.87	2.77
Highland	2.53	2.30	2.30	2.23	2.20	2.17	2.15	2.12	1.97
Lakeside	3.16	2.80	2.70	2.64	2.57	2.55	2.53	2.51	2.43
Maple	2.98	2.66	2.30	2.29	2.24	2.22	2.20	2.17	2.13
<i>Oakland</i>	3.06	2.86	2.70	2.62	2.57	2.54	2.52	2.50	2.37
Parkland	3.07	2.81	2.70	2.61	2.56	2.53	2.51	2.49	2.52
Solon Springs	2.56	2.47	2.40	2.36	2.31	2.29	2.26	2.24	2.10
Summit	2.93	2.67	2.50	2.44	2.38	2.36	2.34	2.31	2.26
Superior	3.15	2.77	2.70	2.63	2.58	2.55	2.52	2.50	2.40
Wascott	2.47	2.21	2.20	2.37	2.31	2.27	2.25	2.24	2.09
<b>Villages</b>									
Lake Nebagamon	2.74	2.65	2.40	2.31	2.27	2.24	2.22	2.20	2.11
Oliver	2.94	2.94	2.80	2.76	2.70	2.66	2.65	2.61	2.43
Poplar	3.21	2.77	2.60	2.59	2.53	2.50	2.48	2.45	2.40
Solon Springs	2.73	2.30	2.20	2.10	2.06	2.03	2.02	1.99	1.97
Superior village	2.97	2.56	2.40	2.34	2.29	2.26	2.24	2.22	2.13
<b>City</b>									
Superior	2.46	2.36	2.30	2.30	2.25	2.22	2.20	2.19	2.17
<b>County Total</b>									
<b>Douglas County</b>	<b>2.60</b>	<b>2.46</b>	<b>2.40</b>	<b>2.38</b>	<b>2.33</b>	<b>2.30</b>	<b>2.28</b>	<b>2.26</b>	<b>2.22</b>

Source: US Census Bureau 1980-2000, NWPRC 2000-2030

Average household size refers to the average number of people living together in a single dwelling unit. Like many Wisconsin Counties, the average household size in Douglas County is declining. Reasons for this decline include lower birth rates and increased divorce rates, along with increased longevity resulting in higher number of one-person senior households. The Wisconsin Department of Administration estimates that the average household size in Wisconsin will decline to around 2.3 persons per household by the year 2030. At the current rate of decline, the average household size in Douglas County would be slightly below 2.3 by 2030. The average household size in the Town of Oakland is also projected to continue to decline throughout the planning period. By 2030, there is forecast to be an average of 2.37 persons per household in Oakland, a decrease of 12.2 percent from the Census 2000 figure. Household projections for all municipalities in Douglas County are depicted in **Table 1.7**.





**EMPLOYMENT PROFILE**

The Wisconsin Department of Workforce Development identifies a total civilian labor force of 23,053 of which 21,898 are employed and 1,155 are unemployed, yielding an unemployment rate of 5.0 percent as of November 2006. The 2008 unemployment rate is nearly double that of the late 1990's.

**Occupations**

The Wisconsin Department of Workforce Development (DWD) identified transportation/material moving, office/administrative support and sales/related as the top three employment categories in the county in 2006. **Table 1.8** illustrates the composition of Douglas County's workforce in 2006.

**Table 1.8: Douglas County Employment & Wage Distribution by Industry, 2006**

Occupational category	Annual Average Employment	Percent Total Employment	Average Annual Wage
Trade, Transportation, Utilities	4,605	30.1%	\$33,231
Education & Health	3,351	21.9%	\$31,852
Leisure & Hospitality	2,242	14.7%	\$10,207
Manufacturing	1,219	8.0%	\$42,471
Public Administration	954	6.2%	\$38,914
Professional & Business Services	797	5.2%	\$27,571
Construction	790	5.2%	\$43,229
Other Services	654	4.3%	\$20,469
Financial Activities	525	3.4%	\$30,229
Information	115	0.8%	\$30,351
Natural Resources	48	0.3%	\$21,817
Total Nonfarm	15,300	100%	\$22,011

Source: Wisconsin Department of Workforce Development, 2007



**Employers**

The Wisconsin Department of Workforce Development identifies the School District of Superior, University of Wisconsin-Superior and Wal-Mart as Douglas County’s top three employers. **Table 1.9** displays the county’s top ten employers in 2006.

**Table 1.9: Prominent Public and Private Sector Employers in Douglas County, 2006**

<b>Employer</b>	<b>Product or Service</b>	<b>Number of Employees</b>
School District of Superior	Elementary & Secondary Schools	500-999
University of Wisconsin Superior	Colleges & Universities	250-499
Wal-Mart	Discount Department Stores	250-499
Halvor Lines	General Freight Trucking	250-499
Douglas County	Executive & Legislative Offices	250-499
City of Superior	Executive & Legislative Offices	250-499
School District of Maple	Elementary & Secondary Schools	250-499
Jeff Foster Trucking	General Freight Trucking	100-249
Super One Foods	Supermarkets & Grocery Stores	100-249
Murphy Oil USA Inc.	Petroleum Refineries	100-249

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Training, June 2007

**Commuting and Worker Flow Data**

**Table 1.10: Methods of Travel to Work, Town of Oakland**

<b>Method of Travel to Work</b>	<b>Total</b>
<b>Car, truck, van</b>	550
<b>Drove alone</b>	453
<b>Carpool</b>	97
<b>Public transportation</b>	0
<b>Bus or trolley bus</b>	0
<b>Subway or elevated</b>	0
<b>Taxicab</b>	0
<b>Bicycle</b>	0
<b>Walked</b>	7
<b>Other means</b>	5
<b>Worked at home</b>	12

Source: US Census Bureau



**Table 1.11: Place of Work, 2000**

Municipality	Worked in minor civil division of residence	Worked outside minor civil division of residence	Worked at Home
<b>Towns</b>			
T Amnicon	56	427	18
T Bennett	29	263	9
T Brule	47	213	12
T Cloverland	21	85	18
T Dairyland	14	75	5
T Gordon	39	175	11
T Hawthorne	42	395	18
T Highland	22	62	9
T Lakeside	11	269	11
T Maple	37	252	11
<i>T Oakland</i>	23	551	12
T Parkland	66	556	24
T Solon Springs	78	285	11
T Summit	43	493	6
T Superior	140	917	9
T Wascott	45	220	13
V Lake Nebagamon	76	403	17
<b>Villages</b>			
V Oliver	17	145	6
V Poplar	95	195	22
V Solon Springs	98	149	16
V Superior	38	211	27
<b>City</b>			
C Superior	7,804	5,141	204
<b>Douglas County</b>	<b>8,841</b>	<b>11,482</b>	<b>489</b>

Source: US Census Bureau

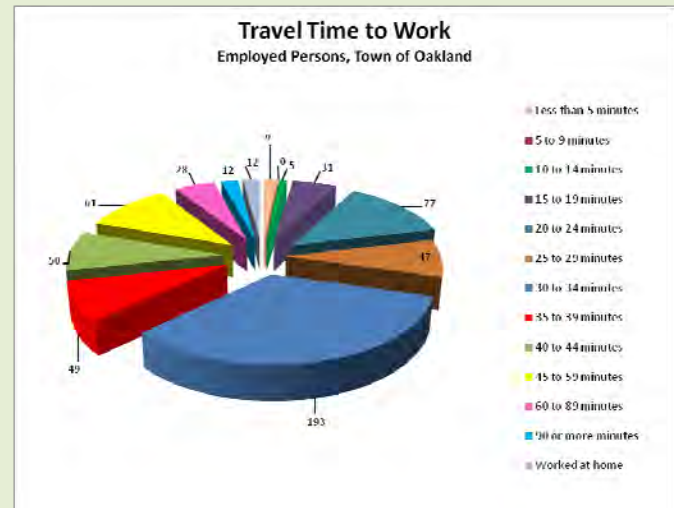
As shown in **Table 1.10**, most employed persons in the Town of Oakland commuted to work via personal automobile. Most employed persons in Oakland worked at locations outside of the town, primarily in the twin port cities of Superior and Duluth. Worker flow data for the Town of Oakland is depicted in **Table 1.12**.



**Table 1.12: Census 2000 Worker Flow Data, Town of Oakland**

Living in Oakland and Traveling to	Count	Traveling to Oakland from	Count
Superior city Douglas Co. WI	297	Hawthorne town Douglas Co. WI	3
Duluth city St. Louis Co. MN	142	Owens Twp. St. Louis Co. MN	2
Superior town Douglas Co. WI	18	Parkland town Douglas Co. WI	2
Hawthorne town Douglas Co. WI	13	Superior town Douglas Co. WI	2
Lake Nebagamon village Douglas Co. WI	8	<b>TOTAL</b>	<b>9</b>
Parkland town Douglas Co. WI	8		
Hermantown city St. Louis Co. MN	5		
Proctor city St. Louis Co. MN	5		
Chisholm city St. Louis Co. MN	4		
Rice Lake Twp. St. Louis Co. MN	4		
Maple town Douglas Co. WI	4		
Poplar village Douglas Co. WI	4		
Superior village Douglas Co. WI	4		
Hibbing city St. Louis Co. MN	3		
Minong village Washburn Co. WI	3		
Barnum city Carlton Co. MN	2		
Cloquet city Carlton Co. MN	2		
Twin Lakes Twp. Carlton Co. MN	2		
Two Harbors city Lake Co. MN	2		
Maplewood city Ramsey Co. MN	2		
St. Paul city Ramsey Co. MN	2		
Cook city St. Louis Co. MN	2		
Barnes town Bayfield Co. WI	2		
Madison city Dane Co. WI	2		
Bennett town Douglas Co. WI	2		
Solon Springs village Douglas Co. WI	2		
Hayward city Sawyer Co. WI	2		
Hayward town Sawyer Co. WI	2		
Shell Lake city Washburn Co. WI	2		
East Cook UT Cook Co. MN	1		
<b>TOTAL</b>	<b>551</b>		

**Figure 1.6: Travel Time to Work – Town of Oakland, 2000**





**INCOME CHARACTERISTICS**

**Median Income and Poverty Level**

The 2000 Census reports a median household income of \$35,226, and a median family income of \$43,813 for Douglas County. These figures are below the state and national figures, as is indicated in **Table 1.13**.

**Table 1.13: Median Income, 2000**

<b>Municipal Unit</b>	<b>Median Household Income</b>	<b>Median Family Income</b>	<b>Per Capita Income</b>	<b>Percent Persons Living at or Below Poverty Level</b>
<b>Towns</b>				
Amnicon	\$ 48,654	\$ 53,235	\$ 16,968	4.8%
Bennett	\$ 40,313	\$ 49,063	\$ 18,335	7.7%
Brule	\$ 35,972	\$ 40,078	\$ 14,620	12.4%
Cloverland	\$ 35,000	\$ 36,250	\$ 16,220	7.5%
Dairyland	\$ 35,313	\$ 48,333	\$ 18,155	9.0%
Gordon	\$ 34,412	\$ 35,972	\$ 18,065	8.0%
Hawthorne	\$ 44,856	\$ 50,313	\$ 16,855	7.0%
Highland	\$ 41,071	\$ 45,417	\$ 20,163	11.2%
Lakeside	\$ 42,125	\$ 45,625	\$ 17,309	8.2%
Maple	\$ 35,781	\$ 39,375	\$ 16,828	4.7%
<i>Oakland</i>	\$ 46,528	\$ 51,563	\$ 18,489	5.4%
Parkland	\$ 40,804	\$ 43,375	\$ 17,090	4.7%
Solon Springs	\$ 42,300	\$ 45,156	\$ 19,561	9.0%
Summit	\$ 42,386	\$ 46,771	\$ 18,275	7.0%
Superior	\$ 48,833	\$ 51,090	\$ 18,775	3.8%
Wascott	\$ 40,714	\$ 48,409	\$ 18,165	8.6%
<b>Villages</b>				
Lake Nebagamon	\$ 48,333	\$ 59,792	\$ 23,665	5.1%
Oliver	\$ 41,750	\$ 45,250	\$ 19,527	8.3%
Poplar	\$ 41,406	\$ 51,406	\$ 18,218	8.7%
Solon Springs	\$ 30,250	\$ 46,875	\$ 16,807	10.6%
Superior village	\$ 42,778	\$ 50,385	\$ 20,328	3.8%
<b>City</b>				
Superior	\$ 31,921	\$ 41,093	\$ 17,253	13.4%
<b>County, State &amp; National</b>				
Douglas County	\$ 35,226	\$ 43,813	\$ 17,638	11.0%
State of Wisconsin	\$ 43,791	\$ 52,911	\$ 21,271	8.7%
United States	\$ 41,994	\$ 50,046	\$ 21,587	12.4%



Source: US Census Bureau

Additionally, Douglas County’s per capita income was identified as below state and national levels, while its percentage of persons at or below poverty level was 26 percent higher than the state rate, but lower than the national rate.

**Household and Family Income**

Of the county’s 16,374 households, just over one-third (33.5 percent) report an annual income of below \$15,000, while just over one-fourth (26.8 percent) reported an annual household income of \$35,000 or greater. **Table 1.14** below offers a detailed breakdown of annual income for both families and households in the Town of Oakland.

**Table 1.14: 2000 Household and Family Income, Town of Oakland**

Annual Income	Number of Families	Percent of all Families	Number of Households	Percent of all Households
Less than \$10,000	9	2.8%	31	7.4%
\$10,000 to \$14,999	8	2.5%	14	3.3%
\$15,000 to \$24,999	22	6.9%	48	11.5%
\$25,000 to \$34,999	40	12.5%	50	12.0%
\$35,000 to \$49,999	71	22.2%	89	21.3%
Over \$50,000	170	53.1%	186	44.5%
<b>Total</b>	320	100.0%	418	100.0%

Source: US Census Bureau



**EDUCATIONAL CHARACTERISTICS**

**School Enrollment and Educational Attainment**

The 2000 Census identifies 11,211 persons aged 3 and over enrolled in an educational facility in Douglas County. Of this total, 7,878 (70.2 percent) are enrolled in elementary or high school (K-12), 2,491 (22.2 percent) are enrolled in college and 614 (5.4 percent) are enrolled in pre-primary programs. The 2000 Census identified 85.8 percent of all county residents over age 25 as having at least a high school diploma, while 18.2 percent of residents possessed a bachelor’s degree or higher. **Table 1.15** details the highest level of education attained by Douglas County residents over age 25 and over.

**Table 1.15: Educational Enrollment, 2000**

	Public school	Private School	Preschool	Kindergarten	Grades 1-4	Grades 5-8	Grades 9-12	College Undergraduate	Graduate School
<b>Towns</b>									
Amnicon	252	15	9	19	76	87	76	36	6
Bennett	121	28	7	9	53	34	46	24	8
Brule	140	2	12	8	64	35	23	21	2
Cloverland	54	6	0	6	13	20	21	3	0
Dairyland	13	0	0	5	6	0	2	2	0
Gordon	64	4	5	13	28	15	7	26	2
Hawthorne	197	23	26	15	50	76	53	24	0
Highland	27	0	2	0	17	8	0	0	0
Lakeside	121	15	0	9	36	40	51	18	9
Maple	126	2	8	6	27	41	46	8	8
<i>Oakland</i>	193	43	7	19	52	64	94	44	2
Parkland	261	33	15	16	79	107	77	37	2
Solon Springs	184	2	21	16	42	33	74	20	0
Summit	222	6	6	13	85	58	66	36	9
Superior	396	58	22	29	142	129	132	73	11
Wascott	114	0	6	4	25	37	42	19	8
<b>Villages</b>									
Lake Nebagamon	219	16	10	21	69	67	68	20	13
Oliver	78	8	6	0	22	31	27	4	0
Poplar	133	6	10	10	30	47	42	18	2
Solon Springs	102	4	7	6	29	32	32	19	0
Superior village	54	8	6	4	13	14	25	8	4
<b>City</b>									
Superior	4,423	719	429	352	1,180	1,461	1,720	2,031	142
<b>County Total</b>									
Douglas County	7,494	998	614	580	2,138	2,436	2,724	2,491	228

Source: US Census Bureau



**Table 1.16: Educational Attainment, Town of Oakland**

<b>Highest level of education attained</b>	<b>Percent of residents over age 18</b>
Less than 9 <sup>th</sup> grade education	2.2%
9 <sup>th</sup> to 12 <sup>th</sup> education, no diploma	8.5%
High school diploma	39.1%
Some college, no degree	19.9%
Associate degree	11.0%
Bachelor's degree	15.1%
Master's degree or professional degree	4.0%
No schooling	0.3%
<b>Total</b>	<b>100.0%</b>





## Chapter 2

# Housing





**INTRODUCTION**

An adequate supply of affordable housing is a cornerstone of every successful community. The ability of a community to address the demand for housing is a key to its economic viability and to the well being of its inhabitants. By identifying changes in the numbers and types of housing units and other housing and economic characteristics, we are able to predict future housing needs.

**HOUSING PROFILE**

**Number of Housing Units**

According to the US Census, Douglas County reported a total of 20,356 housing units in 2000, which represented a 20.6 percent increase from 1970. In the 30-year period from 1970 to 2000, a total of 3,474 housing units were added to the county, 3,259 (93.8 percent) of which were added in the decade between 1970 and 1980.

Countywide, housing growth was stagnant in the 1980's and 1990's, although some communities did experience notable growth. During the 1990's several towns saw double-digit percent decreases in housing units, while the county as a whole lost 254 housing units, or 1 percent of the total number of units. Douglas County was the only county in the Northwest Region<sup>1</sup> of Wisconsin, to experience a decline in housing units during the 1990's.

The period from 1970 to 1980 marked the largest increase in housing units in the past 30 years, with all units of government in the county reporting substantial increases. Unincorporated towns reported an increase of 39.9 percent, while the incorporated villages and the City of Superior reported a more

modest growth rate of 11.3 percent. Growth of total housing units slowed substantially between 1980 and 1990 in the county with four municipalities reporting slight decreases in total units. In the period from 1980 to 1990, the unincorporated units maintained an average increase of 10.2 percent while the incorporated units sustained a slight loss, decreasing by 1.5 percent. The most substantial increases in housing units for the decade between 1980 and 1990 were reported in the Towns of Hawthorne, Solon Springs, Gordon and the Village of Oliver, with decreases reported in the Town of Parkland, the Villages of Poplar and Superior and the City of Superior. During the 1990's, half of the towns in Douglas County experienced sharp declines in numbers of housing units. During this same period, the incorporated units actually grew by 4.6 percent. Total housing units from 1970 through 2000 are illustrated **Table 2.1**.

In 2000, the Town of Oakland recorded a total of 541 total housing units, an increase of 58 percent since 1970. Of the 383 housing units reported in the Town of Oakland in 2000, 408 (75 percent) were identified as owner-occupied housing units. Rental housing accounted for three percent of the town's housing base. Housing occupancy characteristics for all Douglas County municipalities is shown in **Table 2.2**.

<sup>1</sup> NWRPC Planning Region which includes: Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor and Washburn Counties



**Table 2.1: Housing Units by Minor Civil Division**

Municipal Unit	1970	1980	1990	2000	Percent Change 1970-1980	Percent Change 1980-1990	Percent Change 1990-2000
<b>Towns</b>							
Amnicon	239	323	347	383	35	7	10
Bennett	262	297	322	297	14	8	8
Brule	286	365	403	270	28	10	(-33)
Cloverland	100	125	139	111	25	11	(-20)
Dairyland	175	249	269	139	42	8	(-48)
Gordon	373	689	804	471	85	17	(-41)
Hawthorne	221	327	422	399	48	29	(-5)
Highland	167	253	287	169	52	13	(-41)
Lakeside	190	244	255	264	28	5	4
Maple	206	267	269	303	30	1	13
<i>Oakland</i>	343	450	498	541	31	11	9
Parkland	382	496	470	480	30	(-5.2)	2
Solon Springs	404	486	587	477	20	21	(-19)
Summit	432	536	551	561	24	3	2
Superior	513	723	769	794	41	6	3
Wascott	459	816	933	806	78	14	(-14)
Total unincorporated	4,752	6,646	7,325	6,465	40	10	(-12)
<b>Villages</b>							
Lake Nebagamon	454	646	717	746	42	11	4
Oliver	68	88	102	128	29	16	25
Poplar	142	210	203	222	48	(-3.3)	9
Solon Springs	340	361	384	389	6	6	1
Superior village	129	202	195	210	5	(-3.5)	8
<b>City</b>							
Superior	10,997	11,988	11,684	12,196	9	(-2.5)	4
Total incorporated	12,130	13,495	13,285	13,891	11	(-1.5)	5
<b>County Total</b>							
Douglas County	16,882	20,141	20,610	20,356	19	2	(-1)

Source: US Census Bureau, 2000 Census, Summary File SF1, NWRPC



**Occupancy Characteristics**

**Table 2.2: Occupancy Characteristics by MCD, 2000**

Municipal Unit	Total Units	Owner Occupied	Renter Occupied	Vacant
<b>Towns</b>				
Amnicon	383	329	35	19
Bennett	297	211	13	73
Brule	270	205	39	26
Cloverland	111	81	13	17
Dairyland	139	82	5	52
Gordon	471	254	44	173
Hawthorne	399	319	19	61
Highland	169	97	10	62
Lakeside	264	210	16	38
Maple	303	242	35	26
<i>Oakland</i>	541	408	17	116
Parkland	480	430	33	17
Solon Springs	477	294	40	143
Summit	561	390	28	143
Superior	794	707	57	30
Wascott	806	282	13	511
Total unincorp.	6,465	4541	417	1,507
<b>Villages</b>				
Lake Nebagamon	746	347	81	318
Oliver	128	108	19	1
Poplar	222	177	32	13
Solon Springs	389	201	67	121
Superior village	210	171	38	1
<b>City</b>				
Superior	12,196	7,159	4,450	587
Total incorporated	13,891	8,163	4,687	1,041
<b>County Total</b>				
Douglas County	20,356	12,704	5,104	2,548

**Occupied housing units**

The Census identifies 17,808 occupied housing units in Douglas County in 2000. Of these, 12,850 (72.2 percent) are found in the county’s incorporated areas, with 11,609 (65.2 percent of total occupied dwellings) found within the City of Superior.

**Owner occupied units**

Owner occupied housing is the predominate form of housing in Douglas County. Owner occupied housing units are primarily single-family homes. The Census identified 12,704 (62.4 percent of all occupied housing units) as owner occupied in 2000.

**Renter occupied units**

The Census reports 5,104 renter occupied units in the county in 2000. Overall, rental units comprise about ¼ of the housing units countywide. Rental occupied housing unit counts are generally higher in the incorporated communities, where there are more apartments, townhomes and other rental properties.

Source: US Census Bureau, 2000 Census, Summary File SF1



**Table 2.3: Housing Occupancy (Percent of Total Housing Units, 1980-2000)**

Towns	Owner-Occupied Housing			Renter-Occupied Housing		
	1980	1990	2000	1980	1990	2000
Amnicon	83%	81%	86%	7%	11%	9%
Bennett	51%	50%	71%	6%	7%	4%
Brule	51%	44%	76%	8%	11%	14%
Cloverland	68%	56%	73%	4%	5%	12%
Dairyland	31%	31%	59%	2%	1%	4%
Gordon	31%	27%	54%	3%	3%	9%
Hawthorne	69%	62%	80%	12%	13%	5%
Highland	25%	31%	57%	5%	4%	6%
Lakeside	68%	72%	80%	6%	10%	6%
Maple	77%	80%	80%	9%	10%	12%
<i>Oakland</i>	64%	65%	75%	4%	5%	3%
Parkland	84%	84%	90%	7%	10%	7%
Solon Springs	38%	36%	62%	7%	6%	8%
Summit	59%	65%	70%	8%	5%	5%
Superior	82%	82%	89%	8%	8%	7%
Wascott	19%	20%	35%	3%	2%	2%
<b>Villages</b>						
L. Nebagamon	39%	39%	47%	5%	9%	11%
Oliver	91%	62%	84%	7%	20%	15%
Poplar	68%	68%	80%	17%	22%	14%
Solon Springs	48%	46%	52%	12%	17%	17%
Superior V.	76%	76%	81%	20%	23%	18%
<b>City</b>						
Superior	60%	58%	59%	35%	37%	36%
<b>County Total</b>						
Douglas Co.	<b>58%</b>	<b>55%</b>	<b>62%</b>	<b>24%</b>	<b>24%</b>	<b>25%</b>

**Table 2.3** illustrates changes in housing occupancy occurring in Douglas County between 1980 and 2000. Several communities showed a general decline in seasonal housing units between 1980 and 2000. This change was often coupled with an increase in housing occupancy (owner-occupied and renter-occupied). These statistics may be indicative of a trend in the conversion of seasonal and recreational housing the permanent, year-round residences. In the Town of Oakland, the proportion of owner-occupied, renter-occupied remained relatively consistent between 1980 and 2000.



### **Subsidized Housing and Assisted Living**

The Superior Housing Authority currently maintains 464 housing units in the City of Superior and administers the countywide Housing and Urban Development (HUD) Section 8 Voucher program. This program enables county residents to secure a dwelling with fixed rent from private housing stock. In March of 2009, there were 153 HUD Section 8 Vouchers in use throughout Douglas County. To be eligible for the program, a household's gross annual income must be less than 50 percent of the county median income by household size. Voucher recipients pay approximately 30 percent of their adjusted monthly income towards rent and the Section 8 Voucher pays the remaining balance.

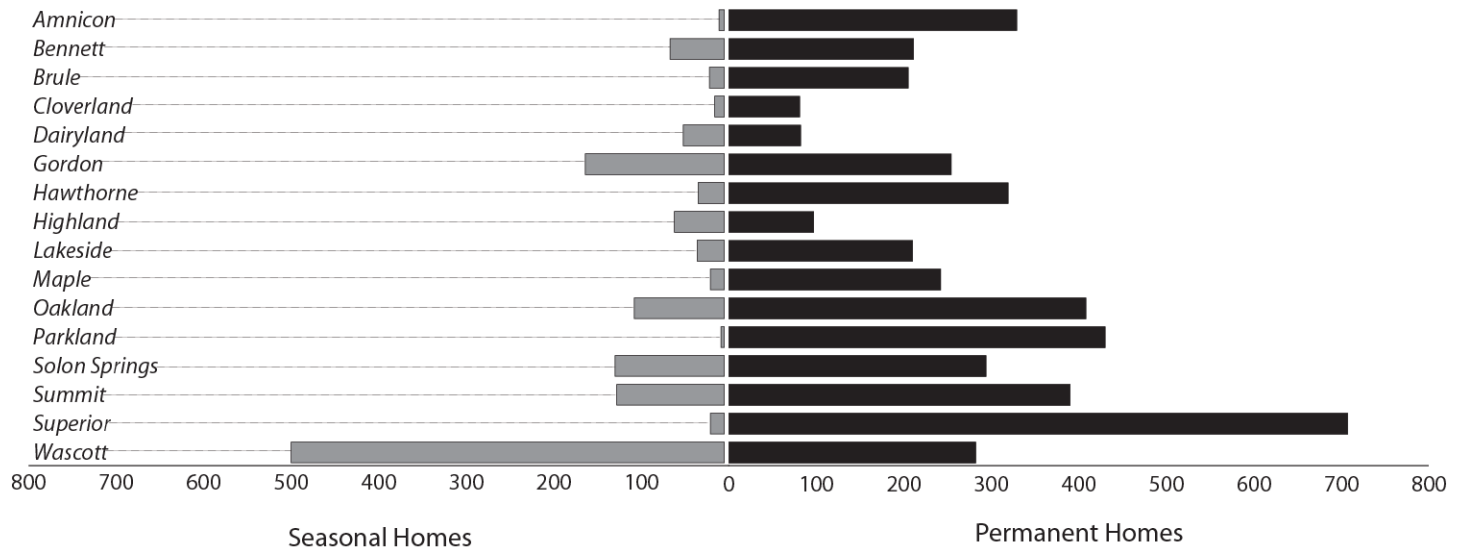
Catholic Charities, Inc., an organization affiliated locally with the Diocese of Superior, offers housing counseling services to residents in 16 counties of north central and northwestern Wisconsin. Housing services provided by the Housing Counseling Program include education and pre-purchase counseling, credit repair counseling, emergency housing counseling and crisis management, post purchase counseling -- delinquency, default and foreclosure prevention, reverse mortgage counseling, tenant/landlord dispute mitigation, down payment assistance counseling and fair housing education and counseling.

### **Seasonal/Recreational Housing**

The 2000 Census identifies 2,548 vacant housing units in Douglas County, with 1,744 (8.6 percent of total housing units) designated for seasonal and/or recreational use. Between 1990 and 2000, the number of seasonal housing units in Douglas County declined by over 40 percent. This statistic may be somewhat misleading, however, since it is likely that a portion of this change can be attributable to the conversion of pre-existing seasonal dwellings to permanent residences. Census data shows that during this same period the number of owner-occupied housing units increased 11.5 percent from 11,390 to 12,704. The distribution of permanent and seasonal homes, as reported in the 2000 Census, is shown in **Figure 2.1**.



Figure 2.1: Permanent vs. Seasonal Home distribution -Census 2000, Douglas County MCD's







**Table 2.4: Seasonal Housing Units by Minor Civil Division**

Municipal Unit	1980	1990	2000	Percent of Total Units 1980	Percent of Total Units 1990	Percent of Total Units 2000
<b>Towns</b>						
Amnicon	8	15	6	2.5%	4.3%	1.6%
Bennett	101	107	62	34.0%	33.2%	20.9%
Brule	124	161	17	34.0%	40.0%	6.3%
Cloverland	4	37	11	3.2%	26.6%	9.9%
Dairyland	125	161	47	50.2%	59.9%	33.8%
Gordon	364	514	159	52.8%	63.9%	33.8%
Hawthorne	9	60	30	2.8%	14.2%	7.5%
Highland	174	186	57	68.8%	64.8%	33.7%
Lakeside	18	42	31	7.4%	16.5%	11.7%
Maple	8	10	16	3.0%	3.7%	5.3%
<i>Oakland</i>	<i>126</i>	<i>127</i>	<i>103</i>	<i>28.0%</i>	<i>25.5%</i>	<i>19.0%</i>
Parkland	16	7	4	3.2%	1.5%	0.8%
Solon Springs	241	320	125	49.6%	54.5%	26.2%
Summit	147	134	123	27.4%	24.3%	21.9%
Superior	25	24	16	3.5%	3.1%	2.0%
Wascott	452	675	495	55.4%	72.3%	61.4%
Total unincorp.	1,942	2,580	1,302	29.2%	35.2%	20.1%
<b>Villages</b>						
Lake Nebagamon	242	345	294	37.5%	48.1%	39.4%
Oliver	1	3	1	1.1%	2.9%	0.8%
Poplar	1	7	3	0.5%	3.4%	1.4%
Solon Springs	120	116	102	33.2%	30.2%	26.2%
Superior village	0	14	1	0.0%	7.2%	0.5%
<b>City</b>						
Superior	6	17	41	0.1%	0.1%	0.3%
<b>Total incorporated</b>	<b>370</b>	<b>502</b>	<b>442</b>	<b>2.7%</b>	<b>3.8%</b>	<b>3.2%</b>
<b>County Total</b>						
<b>Douglas County</b>	<b>2,312</b>	<b>3,082</b>	<b>1,744</b>	<b>11.5%</b>	<b>15.0%</b>	<b>8.6%</b>

Source: US Census Bureau, 2000 Census, Summary File SF1, NWRPC

Seasonal homes in Douglas County are concentrated primarily in areas with access to lakes or in wooded seclusion. In the Towns of Dairyland, Gordon, Highland and Wascott and the Village of Lake Nebagamon, seasonal homes accounted for 30.0 percent or more of all housing units in 2000. In 2000, about 19 percent of the total housing units in the Town of Oakland were seasonal housing units.



**HOUSING SUPPLY**

**Housing Types**

**Table 2.5: Housing Types by Minor Civil Division**

Type (units)	1, Unit Detached	1, Unit Attached	2	3 or 4	5 to 9	10 to 19	20 to 49	50 or more	Mobile home	Boat, RV, van, etc.
<b>Towns</b>										
Amnicon	318	0	2	0	0	0	0	0	55	2
Bennett	321	0	0	0	0	0	0	0	27	0
Brule	200	3	3	5	9	0	0	0	35	0
Cloverland	84	0	0	0	0	0	0	0	25	0
Dairyland	169	0	0	0	0	0	0	0	19	0
Gordon	349	0	6	0	10	0	0	0	38	0
Hawthorne	299	2	0	0	0	0	0	0	46	0
Highland	154	0	0	0	0	0	0	0	27	0
Lakeside	236	0	0	2	0	0	0	0	32	2
Maple	236	2	0	2	0	0	0	0	65	0
<i>Oakland</i>	<i>471</i>	<i>5</i>	<i>2</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>62</i>	<i>0</i>
Parkland	412	5	0	0	0	0	0	0	70	0
Solon Springs	374	9	5	0	0	15	0	0	48	2
Summit	448	2	0	0	0	0	0	0	109	0
Superior	711	5	1	8	0	0	0	0	66	0
Wascott	712	3	0	0	0	1	0	0	58	5
<b>Villages</b>										
L.Nebagamon	722	2	2	11	0	4	18	0	52	0
Oliver	87	0	2	0	8	0	0	0	28	0
Poplar	190	4	2	12	0	0	0	0	14	2
Solon Springs	311	0	12	7	11	16	0	0	40	0
Superior V.	180	4	6	4	9	0	0	0	0	0
<b>City</b>										
Superior	7,643	147	1,037	811	748	460	311	481	534	30

Source: US Census Bureau, 2000 Census, Summary File SF3

Of the 20,356 total housing units identified in the SF3 sample data 14,627 (71.9 percent) are identified as 1-unit detached, 193 (0.9 percent) as 1-unit, attached, 1,942 (9.5 percent) as having 2 to 4 attached units, 795 (3.9 percent) as having 5 to 9 attached units and 1,306 (6.4 percent) as having 10 or more attached units. Additionally, 1,493 units (7.3 percent of total units) are identified as mobile home, trailer, or other housing type. A single unit detached structure is a one-unit structure detached from any other house while an single-unit attached structure has one or more walls extending from ground to roof separating it from adjoining structures. Multi-unit structures include duplexes, triplexes, apartment complexes and other complexes where several housing units are contained within single building.



Housing types are depicted in **Table 2.5**. In the Town of Oakland, the majority of housing units were classified as 1-unit, detached.

**Age of Housing Stock**

The 2000 U.S. Census reports that 11.3 percent of all housing units in Douglas County were constructed between 1990 and 2000, while 44.2 percent were constructed between 1940 and 1980 and 35.4 percent constructed before 1939. **Tables 2.6-2.7** provide detail about the age of the county’s housing stock.

**Table 2.6: Age of Housing Stock, Douglas County**

<b>YEAR STRUCTURE BUILT</b>	<b>Number of Structures</b>	<b>Percentage of All Structures</b>
1990 to 2000	2,296	11.3%
1980 to 1990	1,851	9.1%
1970 to 1979	3,354	16.5%
1960 to 1969	1,886	9.3%
1950 to 1959	1,984	9.7%
1940 to 1949	1,772	8.7%
1939 or earlier	7,213	35.4%

Source: US Census Bureau, 2000 Census, Summary File SF3



**Table 2. 7: Housing Age by Minor Civil Division**

Year Built	Built 1990 to 2000	Built 1980 to 1989	Built 1970 to 1979	Built 1960 to 1969	Built 1950 to 1959	Built 1940 to 1949	Built 1939 or earlier
<b>Towns</b>							
Amnicon	18%	13%	22%	11%	6%	6%	23%
Bennett	17%	9%	19%	14%	12%	5%	24%
Brule	19%	10%	22%	9%	9%	8%	23%
Cloverland	14%	8%	10%	18%	14%	16%	20%
Dairyland	29%	12%	14%	8%	6%	16%	15%
Gordon	21%	12%	23%	13%	8%	5%	18%
Hawthorne	19%	20%	16%	10%	7%	6%	20%
Highland	32%	13%	38%	7%	2%	3%	4%
Lakeside	16%	12%	14%	14%	12%	8%	24%
Maple	12%	10%	23%	10%	12%	9%	24%
<i>Oakland</i>	18%	12%	20%	11%	11%	8%	21%
Parkland	11%	8%	22%	9%	14%	17%	20%
Solon Springs	23%	11%	22%	11%	7%	4%	22%
Summit	14%	11%	23%	14%	9%	9%	19%
Superior	13%	12%	27%	13%	12%	6%	18%
Wascott	27%	18%	18%	6%	14%	1%	17%
<b>Villages</b>							
L.Nebagamon	18%	12%	19%	9%	7%	10%	26%
Oliver	24%	10%	26%	8%	7%	5%	20%
Poplar	13%	9%	25%	10%	15%	3%	25%
Solon Springs	13%	10%	11%	16%	10%	11%	30%
Superior village	14%	7%	27%	15%	5%	9%	22%
<b>City</b>							
Superior	7%	7%	14%	8%	10%	10%	45%

Source: US Census Bureau, 2000 Census, Summary File SF3

As indicated in **Table 2.7**, the age of housing stock varies by jurisdiction. Countywide, the median age of housing stock is 51 years. On a percentage basis, Douglas County has more aged housing stock than any other county in the northwest region of Wisconsin. Older housing units are of concern in a due to the fact that these dwellings generally require more repair and maintenance than newer dwellings. While some older dwellings may be historically significant and may contribute to the unique architecture and character of the area, some have not had the investment in rehabilitation and repair needed to keep these structures viable. Deteriorating housing stock can lead to blighted areas, increased vacancy rates and, ultimately, population loss.

In the Town of Oakland, 29 percent of all housing units were constructed prior to 1940.



**Structural Characteristics**

**Table 2.8: Number of Rooms per Dwelling by Minor Civil Division**

Rooms	Percent of Dwellings with Specified Number of Rooms								
	1	2	3	4	5	6	7	8	9+
<b>Towns</b>									
Amnicon	0.0%	1.1%	3.4%	10.1%	26.3%	31.6%	10.9%	8.8%	8.0%
Bennett	0.0%	3.2%	7.2%	21.8%	21.0%	20.4%	16.1%	6.3%	4.0%
Brule	0.0%	5.5%	7.8%	18.8%	26.7%	17.6%	11.4%	9.4%	2.7%
Cloverland	0.0%	0.0%	11.0%	10.1%	34.9%	19.3%	14.7%	10.1%	0.0%
Dairyland	5.3%	14.4%	11.7%	23.9%	16.0%	12.8%	3.7%	11.2%	1.1%
Gordon	2.0%	6.5%	8.9%	24.1%	25.6%	15.4%	9.7%	6.2%	1.7%
Hawthorne	2.6%	0.0%	4.6%	16.4%	20.5%	21.3%	15.6%	5.8%	13.3%
Highland	2.2%	6.6%	16.0%	18.8%	29.3%	14.4%	4.4%	3.3%	5.0%
Lakeside	4.4%	0.7%	2.2%	15.1%	16.5%	27.6%	18.8%	8.8%	5.9%
Maple	0.7%	3.9%	6.9%	12.8%	37.4%	16.1%	10.2%	6.2%	5.9%
<i>Oakland</i>	0.9%	4.3%	3.0%	18.3%	22.2%	25.9%	12.0%	5.2%	8.1%
Parkland	0.0%	1.2%	1.2%	16.2%	28.3%	23.0%	17.5%	8.2%	4.3%
Solon Springs	1.8%	2.2%	10.4%	24.3%	21.6%	18.1%	11.0%	6.4%	4.2%
Summit	0.0%	3.2%	10.9%	21.3%	24.7%	16.3%	11.6%	5.5%	6.4%
Superior	0.3%	2.0%	2.4%	13.3%	26.7%	21.2%	13.7%	11.6%	8.8%
Wascott	1.7%	5.5%	12.2%	20.8%	17.2%	20.5%	11.0%	5.4%	5.6%
<b>Villages</b>									
Lake Nebagamom	0.7%	3.5%	6.3%	22.2%	20.8%	18.0%	13.4%	7.3%	7.8%
Oliver	0.0%	4.0%	0.0%	20.8%	31.2%	19.2%	8.8%	6.4%	9.6%
Poplar	1.8%	0.0%	3.6%	12.1%	20.5%	23.2%	13.8%	11.2%	13.8%
Solon Springs	1.3%	6.0%	8.1%	19.9%	23.4%	19.1%	15.9%	2.5%	3.8%
Superior village	0.0%	3.0%	1.5%	18.7%	24.1%	23.2%	9.4%	11.8%	8.4%
<b>City</b>									
Superior	1.0%	5.3%	10.2%	15.2%	20.8%	20.9%	14.4%	7.8%	4.4%

Source: US Census Bureau, 2000 Census, Summary File SF3

The Census statistics depicting the percent of dwelling units with specified number of *total rooms* is shown in **Table 2.8**. On average, most homes in Douglas County have between 4 and 6 total rooms. The countywide median number of rooms per dwelling is 5.4.

The 2000 Census identifies about one-half (48 percent) of all housing units have two or fewer bedrooms while the remaining units (52 percent) have three or more bedrooms. The Census statistics depicting the number of *bedrooms* per dwelling is shown in **Table 2.9**.



**Table 2.9: Number of Bedrooms per Dwelling by Minor Civil Division**

<b>Bedrooms</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5 or more</b>
<b>Towns</b>						
Amnicon	0.5%	4.2%	21.2%	60.2%	12.2%	1.6%
Bennett	1.1%	11.5%	35.3%	40.2%	9.5%	2.3%
Brule	0.0%	13.7%	33.7%	40.8%	10.6%	1.2%
Cloverland	0.0%	8.3%	36.7%	37.6%	14.7%	2.8%
Dairyland	6.4%	20.7%	40.4%	27.7%	2.1%	2.7%
Gordon	2.0%	13.6%	45.9%	32.3%	6.2%	0.0%
Hawthorne	2.6%	4.9%	32.6%	46.7%	10.4%	2.9%
Highland	5.0%	18.2%	35.9%	38.7%	2.2%	0.0%
Lakeside	4.4%	5.1%	26.8%	46.3%	14.7%	2.6%
Maple	0.7%	13.4%	27.9%	45.9%	12.1%	0.0%
<i>Oakland</i>	<i>0.9%</i>	<i>9.4%</i>	<i>34.1%</i>	<i>40.7%</i>	<i>13.5%</i>	<i>1.3%</i>
Parkland	0.0%	2.5%	28.3%	56.3%	10.1%	2.9%
Solon Springs	2.6%	16.3%	38.0%	31.6%	8.6%	2.9%
Summit	2.7%	10.9%	39.9%	37.9%	8.2%	0.4%
Superior	1.0%	4.4%	29.0%	47.5%	14.8%	3.3%
Wascott	1.7%	13.5%	40.9%	32.1%	10.7%	1.2%
<b>Villages</b>						
Lake Nebagamon	0.7%	10.1%	37.9%	38.6%	10.0%	2.7%
Oliver	2.4%	1.6%	27.2%	52.8%	13.6%	2.4%
Poplar	1.8%	4.9%	25.4%	37.9%	22.8%	7.1%
Solon Springs	2.3%	13.1%	41.1%	34.5%	9.1%	0.0%
Superior village	0.0%	4.4%	29.6%	49.3%	15.8%	1.0%
<b>City</b>						
Superior	1.9%	16.2%	31.6%	38.0%	11.2%	1.2%

Source: US Census Bureau, 2000 Census, Summary File SF3



**Heating Fuel**

**Table 2.10: Home Heating Fuel, Occupied Housing Units by Minor Civil Division**

Heating Fuel	Utility gas	Bottled, tank, or LP gas	Electricity	Fuel oil, kerosene, etc.	Coal or coke	Wood	Solar energy	Other fuel	No fuel used
<b>Towns</b>									
Amnicon	8%	52%	6%	21%	0%	13%	0%	0%	0%
Bennett	14%	45%	3%	15%	0%	23%	0%	0%	0%
Brule	22%	46%	6%	14%	0%	9%	0%	2%	0%
Cloverland	0%	42%	6%	31%	0%	22%	0%	0%	0%
Dairyland	2%	45%	8%	11%	0%	34%	0%	0%	0%
Gordon	1%	64%	10%	9%	0%	17%	0%	0%	0%
Hawthorne	8%	65%	0%	13%	0%	14%	0%	0%	0%
Highland	2%	72%	0%	13%	0%	13%	0%	0%	0%
Lakeside	1%	59%	0%	21%	0%	18%	0%	1%	0%
Maple	19%	47%	1%	16%	0%	18%	0%	0%	0%
<i>Oakland</i>	3%	57%	7%	17%	0%	16%	0%	0%	0%
Parkland	31%	31%	5%	23%	0%	9%	1%	0%	0%
Solon Springs	15%	51%	8%	14%	0%	13%	0%	0%	1%
Summit	1%	47%	10%	26%	0%	16%	0%	0%	0%
Superior	10%	39%	12%	31%	0%	8%	0%	0%	0%
Wascott	1%	70%	7%	9%	0%	13%	0%	0%	0%
<b>Total unincorp.</b>	<b>10%</b>	<b>50%</b>	<b>7%</b>	<b>19%</b>	<b>0%</b>	<b>14%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>
<b>Villages</b>									
Lake Nebagamou	50%	27%	10%	9%	0%	3%	0%	0%	0%
Oliver	0%	48%	14%	34%	0%	4%	0%	0%	0%
Poplar	17%	53%	4%	17%	0%	9%	0%	0%	0%
Solon Springs	21%	44%	13%	18%	0%	5%	0%	0%	0%
Superior village	64%	6%	8%	20%	0%	2%	0%	0%	0%
<b>City</b>									
Superior	71%	3%	12%	13%	0%	1%	0%	1%	1%
<b>Total incorp.</b>	<b>67%</b>	<b>6%</b>	<b>12%</b>	<b>13%</b>	<b>0%</b>	<b>1%</b>	<b>0%</b>	<b>1%</b>	<b>1%</b>
<b>County Total</b>									
<b>Douglas County</b>	<b>51%</b>	<b>18%</b>	<b>10%</b>	<b>15%</b>	<b>0%</b>	<b>5%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>

Source: US Census Bureau, 2000 Census, Summary File SF3

Of the county’s 17,808 occupied housing units, nearly 70 percent are identified as using utility gas, bottled, tank, or LP gas as their primary source of heat. **Table 2.10** illustrates in detail the type heating fuel in use by Douglas County’s occupied housing units.



**Plumbing Facilities**

**Table 2.11: Plumbing Facilities, Total Housing Units by Minor Civil Division**

Plumbing Facilities	Complete plumbing	Lacking complete plumbing
<b>Towns</b>		
<i>Amnicon</i>	98%	2%
Bennett	89%	11%
Brule	95%	5%
Cloverland	88%	12%
Dairyland	67%	33%
Gordon	94%	6%
Hawthorne	96%	4%
Highland	93%	7%
Lakeside	88%	12%
Maple	92%	8%
Oakland	92%	8%
Parkland	99%	1%
Solon Springs	96%	4%
Summit	90%	10%
Superior	97%	3%
Wascott	87%	13%
<b>Total unincorporated</b>	<b>92%</b>	<b>8%</b>
<b>Villages</b>		
Lake Nebagamon	99%	1%
Oliver	100%	0%
Poplar	95%	5%
Solon Springs	99%	1%
Superior village	100%	0%
<b>City</b>		
Superior	100%	0%
<b>Total incorporated</b>	<b>99%</b>	<b>1%</b>
<b>County Total</b>		
<b>Douglas County</b>	<b>97%</b>	<b>3%</b>

Source: US Census Bureau, 2000 Census, Summary File SF3

Of the 20,356 total housing units in Douglas County, 570 (3 percent) were identified as lacking complete plumbing facilities. Complete plumbing facilities are defined as hot and cold piped water, a bath-tub or shower, and a flush toilet. The vast majority (92 percent) of housing units in the Town of Oakland have complete plumbing facilities.

**Water Access**

Most of Douglas County’s rural areas do not have access to municipal water systems and rely on individual wells for their water supply. The Villages and City of Superior have municipal wells, which supply water for household needs in these communities. According to Wisconsin Department of Natural Resources data, there are currently 2,520 private wells in Douglas County, and 12 municipal wells.

**Sewer Access**

Most rural towns in the county do not have access to sewage and waste water systems and rely on holding tanks, drain fields, and private septic systems for waste disposal. At present, all incorporated municipal units of government in Douglas County have sewer and wastewater systems in place and, in several instances, extend their systems to adjoining, unincorporated units of government. **Table 2.12** summarizes sewer and wastewater treatment systems currently in use in Douglas County. There is currently no municipal sewer access in the Town of Oakland.





**Table 2.12: Douglas County Municipal Sewer and Wastewater Systems**

<b>MUNICIPAL SYSTEMS</b>		
<b>Location</b>	<b>Type of system</b>	<b>Present Status</b>
(C ) Superior	Collection & treatment	Combined sewage treatment and stormwater utility, planned expansion to annexed area and Town of Parkland (there is no connection with WLSSD)
(V) Superior	Collection & treatment	Serves entire Village of Superior. Expanded ponds in 2005
(V) Oliver	Collection only	Wastewater is pumped through force main under St. Louis River for treatment in Duluth through the Western Lake Superior Sanitary District facilities.
(V) Poplar	Collection & treatment	Most incorporated areas are served. The system presently serves residential, commercial and industrial concerns. Also serves high school.
(V) Lake Nebagamon	Collection & treatment	System does not cover all of the incorporated area, south shore of lake not on system at present time, completed westward expansion in Summer 2000
(V) Solon Springs	Collection & treatment	System covers all incorporated area and adjoining areas of the Town of Solon Springs; north end and eastern shore of Lake St. Croix on the system through the Upper St. Croix Sanitary District
(T) Gordon	Collection only	Gordon, jct. Of US 53 and CTH "Y" connected to Solon Springs system
(T) Brule	Collection & treatment	System presently covers the node of Brule at the junction of STH 27 and USH 2; system is in use for residential and commercial collection and has additional capacity available.
<b>PRIVATE SYSTEMS</b>		
<b>Location</b>	<b>Type of system</b>	<b>Present Status</b>
(T) Superior	Treatment plant	Duluth, Winnipeg, and Pacific Railroad maintains a facility at the end of Pokegema Rd. that collects oil, industrial and sanitary wastes for treatment
(T) Lakeside	Collection & treatment	Camp Amnicon maintains a private system for its facility
(T) Maple	Collection & treatment	The School District of Maple maintains collection and treatment system for its elementary and middle school. High school facilities currently connected to Poplar. The potential exists to link the system with the Poplar municipal system.
(T) Amnicon	Collection & treatment	The Middle River Health Facility has its own collection and treatment system
(C) Superior (Murphy Oil)	Collection & treatment	Murphy Oil maintains a system for their physical plant and grounds; focus is on industrial collection and treatment.

Source: Department of Natural Resources, Wastewater Management Division



**Housing Costs**

**Table 2.13: Housing Costs, 2000 Census**

Municipal Unit	Median Housing Value	Homes with a Mortgage	Median Monthly Owner Costs <sup>2</sup>	Median Monthly Owner Costs <sup>3</sup>	Median Owner Costs as a % of Household Income <sup>1</sup>	Median Owner Costs as a % of Household Income <sup>2</sup>	Median Gross Rent	Median Gross Rent as a % of Household Income
<b>Towns</b>								
Amnicon	\$79,700	186	\$687	\$236	13.6%	9.9%	\$463	15.8%
Bennett	\$82,300	130	\$790	\$275	18.8%	9.9%	\$575	12.5%
Brule	\$73,300	119	\$673	\$234	18.9%	9.9%	\$406	31.3%
Cloverland	\$74,200	44	\$750	\$275	30.0%	9.9%	\$275	37.5%
Dairyland	\$45,600	39	\$750	\$165	14.2%	9.9%	\$0	0.0%
Gordon	\$69,600	137	\$680	\$218	22.2%	9.9%	\$539	16.9%
Hawthorne	\$70,700	213	\$725	\$225	15.8%	9.9%	\$675	27.5%
Highland	\$97,300	63	\$850	\$267	20.0%	9.9%	\$0	0.0%
Lakeside	\$78,900	140	\$733	\$254	18.3%	9.9%	\$425	45.0%
Maple	\$66,700	131	\$625	\$198	16.9%	12.5%	\$525	30.6%
<i>Oakland</i>	<i>\$77,600</i>	<i>253</i>	<i>\$739</i>	<i>\$233</i>	<i>13.9%</i>	<i>9.9%</i>	<i>\$513</i>	<i>25.5%</i>
Parkland	\$71,800	263	\$700	\$230	20.0%	9.9%	\$608	37.5%
Solon Springs	\$89,700	185	\$833	\$321	20.7%	9.9%	\$400	26.9%
Summit	\$77,400	206	\$793	\$288	21.2%	10.0%	\$288	9.9%
Superior	\$88,100	455	\$805	\$239	18.9%	9.9%	\$480	21.5%
Wascott	\$120,000	138	\$1,043	\$339	23.5%	13.5%	\$408	13.5%
<b>Villages</b>								
L.Nebagamon	\$113,500	245	\$953	\$380	19.7%	10.1%	\$423	26.8%
Oliver	\$72,900	66	\$864	\$342	23.9%	9.9%	\$475	24.5%
Poplar	\$84,500	117	\$756	\$314	20.8%	13.6%	\$461	17.5%
Solon Springs	\$62,500	120	\$693	\$236	18.2%	14.6%	\$415	29.1%
Superior village	\$80,000	91	\$723	\$321	17.2%	9.9%	\$384	23.8%
<b>City</b>								
Superior	\$63,900	4210	\$732	\$279	19.4%	10.8%	\$406	23.3%
<b>County Total</b>								
<b>Douglas County</b>	<b>\$70,800</b>	<b>7551</b>	<b>\$745</b>	<b>\$277</b>	<b>19.3%</b>	<b>10.4%</b>	<b>\$411</b>	<b>23.5%</b>

Source: US Census Bureau, 2000 Census, Summary File SF3

**Housing Affordability**

The US Department of Housing and Urban Development (HUD) defines affordable housing as “houses, mobile homes, apartments, or condominiums available for rent or purchase at 30 percent or less of

<sup>2</sup> Mortgaged housing units. Selected monthly owner costs are the sum of payments for mortgages, deeds of trust, contracts to

<sup>3</sup> Housing units which are not mortgaged



annual income.” HUD defines income levels by percentage of median income (MI) for a municipality. According to the 2000 US Census, the median household income for the Town of Oakland was \$46,528, while the county median income was \$35,266. In 2004 the estimated the median household income for Douglas County was \$38,694 (U.S. Census Bureau SAIPE Statistic).

**Table 2.14: Income and Housing Affordability**

MHI= Median Household Income		Extremely Low Income		Very Low Income		Low Income		Moderate Income	
Municipal Unit	MHI	30 % MHI	Max Cost at 30 % MHI	50% MHI	Max Cost at 50 % MHI	80% MHI	Max Cost at 80 % MHI	95 % MHI	Max Cost at 95 % MHI
<b>Towns</b>									
Amnicon	\$48,654	\$14,596	\$365	\$24,327	\$608	\$38,923	\$973	\$46,221	\$1,156
Bennett	\$40,313	\$12,094	\$302	\$20,157	\$504	\$32,250	\$806	\$38,297	\$957
Brule	\$35,972	\$10,792	\$270	\$17,986	\$450	\$28,778	\$719	\$34,173	\$854
Cloverland	\$35,000	\$10,500	\$263	\$17,500	\$438	\$28,000	\$700	\$33,250	\$831
Dairyland	\$35,313	\$10,594	\$265	\$17,657	\$441	\$28,250	\$706	\$33,547	\$839
Gordon	\$34,412	\$10,324	\$258	\$17,206	\$430	\$27,530	\$688	\$32,691	\$817
Hawthorne	\$44,856	\$13,457	\$336	\$22,428	\$561	\$35,885	\$897	\$42,613	\$1,065
Highland	\$41,071	\$12,321	\$308	\$20,536	\$513	\$32,857	\$821	\$39,017	\$975
Lakeside	\$42,125	\$12,638	\$316	\$21,063	\$527	\$33,700	\$843	\$40,019	\$1,000
Maple	\$35,781	\$10,734	\$268	\$17,891	\$447	\$28,625	\$716	\$33,992	\$850
<i>Oakland</i>	<i>\$46,528</i>	<i>\$13,958</i>	<i>\$349</i>	<i>\$23,264</i>	<i>\$582</i>	<i>\$37,222</i>	<i>\$931</i>	<i>\$44,202</i>	<i>\$1,105</i>
Parkland	\$40,804	\$12,241	\$306	\$20,402	\$510	\$32,643	\$816	\$38,764	\$969
Solon Springs	\$42,300	\$12,690	\$317	\$21,150	\$529	\$33,840	\$846	\$40,185	\$1,005
Summit	\$42,386	\$12,716	\$318	\$21,193	\$530	\$33,909	\$848	\$40,267	\$1,007
Superior	\$48,833	\$14,650	\$366	\$24,417	\$610	\$39,066	\$977	\$46,391	\$1,160
Wascott	\$40,714	\$12,214	\$305	\$20,357	\$509	\$32,571	\$814	\$38,678	\$967
<b>Villages</b>									
L.Nebagamon	\$48,333	\$14,500	\$362	\$24,167	\$604	\$38,666	\$967	\$45,916	\$1,148
Oliver	\$41,750	\$12,525	\$313	\$20,875	\$522	\$33,400	\$835	\$39,663	\$992
Poplar	\$41,406	\$12,422	\$311	\$20,703	\$518	\$33,125	\$828	\$39,336	\$983
Solon Springs	\$30,250	\$9,075	\$227	\$15,125	\$378	\$24,200	\$605	\$28,738	\$718
Superior V.	\$42,778	\$12,833	\$321	\$21,389	\$535	\$34,222	\$856	\$40,639	\$1,016
<b>City</b>									
Superior	\$31,921	\$9,576	\$239	\$15,961	\$399	\$25,537	\$638	\$30,325	\$758
<b>County Total</b>									
<b>Douglas Co.</b>	\$35,226	\$10,568	\$264	\$17,613	\$440	\$28,181	\$705	\$33,465	\$837

**Table 2.14** depicts estimated housing affordability based on percent median income. The monthly cost statistic is based on expenditures of 30 % of the total household income (example: household in the Town of Amnicon earning \$14,596 per year could afford a monthly housing cost of up to \$365). Total household incomes up to 80% (extremely low to low income) of the median household income are generally considered to have the greatest financial challenges with respect to housing affordability.



A Douglas County family earning the median household income of \$35,226 (2000 median household income) would have about \$881 (30% of monthly income) per month to cover housing-related costs. In 2000, the median-priced home in Douglas County was valued at \$70,800, while the median monthly housing costs were \$745 per month. The median rental cost per month was \$411. Based on this simple formula it can be concluded that owner-occupied housing was generally affordable in 2000. This assumption does not necessarily reflect indications provided by other data or the general perceptions of those who live and own property in Douglas County.

**Table 2.15: Housing Value, 2000 Census**

MCD	Total Surveyed	Less than \$10,000	\$10,000-\$29,999	\$30,000-\$49,999	\$50,000-\$79,999	\$80,000-\$124,999	\$125,000-\$174,999	\$175,000-\$249,999	\$250,000 +
<b>Towns</b>									
Amnicon	322	0	9	56	97	113	35	12	0
Bennett	224	2	13	37	57	61	37	13	4
Brule	187	5	14	37	55	40	29	2	5
Cloverland	81	0	8	10	26	13	5	4	15
Dairyland	92	8	9	36	22	13	0	4	0
Gordon	225	2	24	39	57	51	31	16	5
Hawthorne	312	3	25	69	85	79	32	13	6
Highland	101	0	9	2	16	44	22	0	8
Lakeside	223	4	21	27	62	75	27	7	0
Maple	252	5	35	49	72	59	26	3	3
<i>Oakland</i>	<i>399</i>	<i>2</i>	<i>21</i>	<i>65</i>	<i>122</i>	<i>121</i>	<i>47</i>	<i>10</i>	<i>11</i>
Parkland	447	16	34	83	146	111	42	10	5
Solon Springs	309	0	16	37	46	140	40	14	16
Summit	401	9	24	79	99	127	43	14	6
Superior	693	2	13	83	159	293	107	31	5
Wascott	269	0	5	19	35	82	37	45	46
<b>Villages</b>									
L.Nebagamon	359	2	14	15	59	117	65	60	27
Oliver	106	0	7	20	36	25	13	2	3
Poplar	177	0	0	28	51	64	17	13	4
Solon Springs	204	0	26	48	64	47	16	0	3
Superior V.	170	4	0	29	52	55	26	0	4
<b>City</b>									
Superior	7,177	270	481	1,703	2,430	1,476	538	196	83

Source: 2000 Census, STF 3

In 2000, 84.3 percent of households in Douglas County spent less than 30 percent of their monthly income for housing costs, while over 60 percent of all houses were valued at \$80,000 or less. Renters are generally spending much more of their monthly income on housing than homeowners, indicating a potential need for less expensive rental units. **Table 2.15** presents data on the value of specified housing units in Douglas County in 2000. According to the Census, most of the surveyed homes in Oakland were valued between \$50,000 and \$80,000.

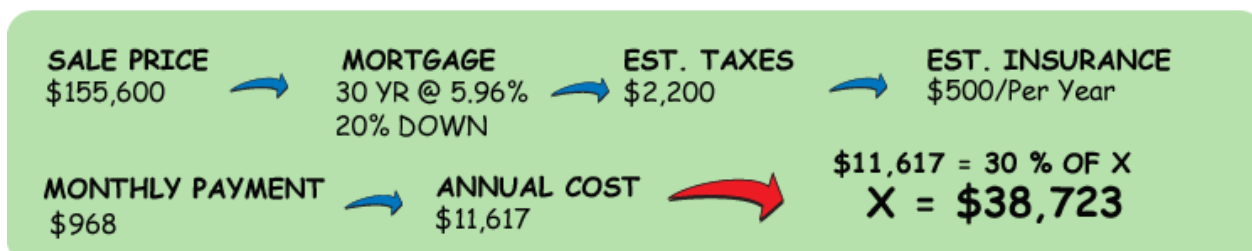


**Table 2.16: 1998-2007 Home Sales Data**

Number of Home Sales					
Year	Q1	Q2	Q3	Q4	YTD
2007	17	32	23		
2006	14	27	31	28	100
2005	7	39	32	24	91
2004	12	30	37	40	119
2003	17	26	33	24	100
2002	-	-	43	24	67
2001	63	91	33	0	-
2000	76	0	124	98	393
1999	64	98	108	90	360
1998	35	94	117	91	337
Median Sale Price (\$)					
Year	Q1	Q2	Q3	Q4	YTD
2007	\$156,700	\$140,000	\$155,600		
2006	\$100,000	\$177,300	\$170,000	\$130,000	\$155,000
2005	\$0	\$157,100	\$115,000	\$113,300	\$130,000
2004	\$80,000	\$142,600	\$142,000	\$140,000	\$132,000
2003	\$110,000	\$140,000	\$154,300	\$130,000	\$132,000
2002	-	-	\$112,500	\$140,000	\$128,900
2001	\$74,600	\$76,200	\$81,100	-	-
2000	\$54,400	\$0	\$67,400	\$65,400	\$64,300
1999	\$62,200	\$60,600	\$63,500	\$58,000	\$61,300
1998	\$54,200	\$49,100	\$58,200	\$59,000	\$54,900

According to data from the Wisconsin Association of Realtors (WRA), the annual number of home sales in Douglas County has been declining since the late 1990's (**Table 2.16**). The decline in sales is also coupled with a three-fold increase in the median sale price of homes in the county between 1998 and 2007. During this period, Douglas County home selling prices increased by an average of 15.4% per year. In order to afford a home at the median selling price in the 3<sup>rd</sup> Quarter of 2007, a family would have to earn at least \$38,725<sup>4</sup> year.

Source: Wisconsin Realtors Association



<sup>4</sup> Source: WRA Mortgage Calculator ([www.wra.org](http://www.wra.org))



**Property Taxes**

Property taxes can have a significant impact on housing affordability. Home ownership can be put out of reach of low-income families who otherwise may be able to afford a \$600 per month mortgage payment, but cannot afford the additional \$100 per month in property taxes. Real estate taxes are based on assessed value of the property multiplied by the equalized ratio, and the mill rate (dollars in tax paid per thousand dollars of property value). **Table 2.17** shows the 2006 property tax rates for each Douglas County municipality along with the estimated tax burden for the median value home within each jurisdiction. By basing property tax estimates on the countywide median home value (\$70,800), rather than the jurisdictional median as depicted in **Table 2.14**, a generalized tax burden comparison can be made between jurisdictions. In 2006, the City of Superior had the highest property tax rate, while the Town of Amnicon had the lowest.

**Table2. 17: 2006 Property Tax Rates and Estimated Tax Burden for Median Value Homes**

Municipal Unit	2006 Ratio	2006 Mill Rate	Est. 2006 Tax Median Value Home	Est. 2006 Tax (Median Sale Home)	2006 Rank
<b>Towns</b>					
Amnicon	0.6602	17.73	\$933	\$1,821	21
Bennett	0.9284	17.56	\$1,342	\$2,537	4
Brule	0.8420	16.46	\$1,016	\$2,157	12
Cloverland	0.5712	28.04	\$1,188	\$2,492	5
Dairyland	0.8462	12.50	\$482	\$1,646	22
Gordon	0.6075	26.85	\$1,135	\$2,538	3
Hawthorne	0.8435	14.07	\$839	\$1,847	19
Highland	0.7155	16.55	\$1,152	\$1,843	20
Lakeside	0.8000	15.44	\$975	\$1,922	17
Maple	0.8030	15.66	\$839	\$1,957	16
<i>Oakland</i>	<i>0.9540</i>	<i>15.41</i>	<i>\$1,141</i>	<i>\$2,287</i>	<i>10</i>
Parkland	1.1055	13.31	\$1,056	\$2,290	9
Solon Springs	0.6752	22.00	\$1,332	\$2,311	8
Summit	0.6939	18.75	\$1,007	\$2,024	14
Superior	0.7124	17.97	\$1,128	\$1,992	15
Wascott	0.5875	20.66	\$1,457	\$1,889	18
<b>Villages</b>					
L.Nebagamon	0.7301	19.27	\$1,597	\$2,189	11
Oliver	1.0622	15.07	\$1,167	\$2,491	6
Poplar	0.9103	14.87	\$1,144	\$2,106	13
Solon Springs	0.9077	19.93	\$1,131	\$2,815	2
Superior	0.6974	22.90	\$1,278	\$2,485	7
<b>City</b>					
Superior	0.9851	19.34	\$1,217	\$2,964	1



**HOUSING DEMAND**

**Table 2.18: Permit History, Year Round Housing Units**

YEAR-ROUND HOUSING UNITS													
Municipal	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
<b>Towns</b>													
Amnicon	14	16	11	7	8	11	19	10	15	14	8	9	9
Bennett	6	6	2	5	5	6	3	5	3	7	4	5	6
Brule	12	6	4	7	7	8	4	4	2	10	1	4	2
Cloverland	2	3	2	3	1	0	2	2	4	4	1	2	1
Dairyland	1	1	2	3	2	4	2	1	1	3	3	1	1
Gordon	3	7	4	2	5	6	10	8	13	8	6	6	3
Hawthorne	8	7	15	7	15	13	15	12	10	7	7	9	6
Highland	6	5	3	2	7	5	1	5	1	4	1	6	5
Lakeside	5	4	10	8	1	10	10	8	8	12	8	4	4
Maple	8	5	2	5	4	9	8	9	5	8	6	5	3
<i>Oakland</i>	10	12	8	10	10	9	12	12	13	11	10	10	5
Parkland	8	8	6	5	6	9	8	9	3	16	8	7	6
Solon Springs	6	12	10	8	5	13	9	9	6	14	13	15	7
Summit	17	3	14	12	8	13	6	6	9	14	7	9	6
Superior	12	10	14	7	13	17	22	18	18	28	9	14	5
Wascott	13	8	8	8	9	8	11	4	6	2	2	3	6
<b>Villages</b>													
L.Nebagamon	10	19	14	7	10	12	26	n/a	n/a	n/a	15	12	7
Oliver	n/a	n/a	n/a	4	11	0	0	0	5	7	5	0	2
Poplar	3	0	5	3	3	0	3	8	4	6	2	9	n/a
Solon Springs	3	0	2	6	7	8	1	8	5	5	1	0	1
Superior	0	2	0	1	20	5	4	4	13	8	2	5	n/a
<b>City</b>													
Superior	27	35	28	43	42	28	52	26	37	30	39	31	30
<b>County Total</b>													
<b>Douglas Co.</b>	<b>174</b>	<b>169</b>	<b>164</b>	<b>163</b>	<b>199</b>	<b>194</b>	<b>228</b>	<b>168</b>	<b>181</b>	<b>218</b>	<b>158</b>	<b>166</b>	<b>115</b>

Source: Douglas County Zoning Department data, Villages, City of Superior

Historical housing permit data for Douglas County is shown in **Table 2.18**. This data shows the number of permits issued by Douglas County and local units of government for the construction of year-round housing units between 1995 and 2007. During this time period an average 177 permits were issued countywide annually. As indicated in **Table 2.20**, there were approximately 10 permits issued per year for the construction of year-round housing units in the Town of Oakland.



**Table 2.19: Permit History, Seasonal Housing Units**

SEASONAL HOUSING UNITS													
Municipal	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
<b>Towns</b>													
Amnicon	0	0	0	0	1	0	0	0	1	0	0	0	0
Bennett	1	2	0	1	1	2	0	1	1	2	0	0	2
Brule	2	2	0	1	3	2	0	2	3	1	2	3	2
Cloverland	3	1	1	0	1	0	2	3	2	0	0	2	0
Dairyland	5	7	6	10	7	9	4	9	7	7	3	7	4
Gordon	4	10	7	5	7	7	6	10	12	12	16	12	5
Hawthorne	0	0	1	2	0	1	2	0	1	2	1	0	3
Highland	6	1	3	3	5	3	4	1	5	2	3	0	1
Lakeside	3	1	2	0	0	1	0	0	3	1	0	0	0
Maple	1	0	0	0	0	1	0	0	1	0	0	0	0
Oakland	3	1	1	1	3	1	2	4	4	1	0	0	2
Parkland	1	0	0	0	0	0	1	1	1	0	0	0	0
Solon Springs	6	4	4	6	2	7	5	5	3	10	3	5	3
Summit	1	3	2	4	1	2	3	5	2	4	2	2	2
Superior	0	0	0	0	1	3	1	4	0	1	0	7	3
Wascott	15	13	10	28	18	14	8	21	31	16	13	14	8
<b>Villages</b>													
L.Nebagamon	0	0	0	0	0	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Oliver	n/a	n/a	n/a	0	0	0	0	0	0	0	0	0	0
Poplar	1	0	0	0	0	0	0	0	0	0	0	0	0
Solon Springs	0	0	0	0	0	0	0	0	0	1	0	0	1
Superior	0	0	0	0	0	0	0	0	0	0	0	0	0
<b>City</b>													
Superior	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
<b>County Total</b>													
<b>Douglas Co.</b>	<b>52</b>	<b>45</b>	<b>37</b>	<b>61</b>	<b>50</b>	<b>53</b>	<b>38</b>	<b>66</b>	<b>77</b>	<b>60</b>	<b>43</b>	<b>52</b>	<b>36</b>

Source: Douglas County Zoning Department data, Villages (n/a indicates data is unavailable)

**Table 2.19** shows the number of permits issued by Douglas County and local governmental units for the construction of seasonal housing units between 1995 and 2007. During this period an average of 52 permits were issued each year countywide. The Town of Oakland averaged about two permits per year (**Table 2.20**).





**Table 2.20: Average Annual Housing Demand Based on Long Term (1995-2007) Permit Data, Towns**

	<b>Average Annual Demand for Year- Round Housing Units</b>	<b>Average Annual Demand for Seasonal Housing Units</b>	<b>Average Annual Total Housing Demand</b>
T. Amnicon	11.6	0.2	11.8
T. Bennett	4.9	1.0	5.9
T Brule	5.7	1.8	7.4
T Cloverland	1.7	1.2	2.9
T Dairyland	1.7	6.5	8.2
T Gordon	6.2	8.7	14.9
T Hawthorne	9.3	1.0	10.3
T Highland	3.4	2.8	6.3
T Lakeside	5.9	0.8	6.7
T Maple	5.4	0.2	5.6
<i>T Oakland</i>	9.8	1.8	11.5
T Parkland	6.9	0.3	7.3
T Solon Springs	8.9	4.8	13.7
T Summit	9.1	2.5	11.6
T Superior	14.5	1.5	16.0
T Wascott	7.0	16.1	23.1
<b>All Towns</b>	<b>176.7</b>	<b>51.5</b>	<b>228.2</b>



**Projected Housing Demand**

**Table 2.21: Housing Unit Projections, 2010-2030**

Year Round Housing Units							Seasonal Housing Units					
Municipal Unit	2000	2010	2015	2020	2025	2030	2000	2010	2015	2020	2025	2030
<b>Towns</b>												
Amnicon	364	463	513	563	612	662	6	8	9	10	11	13
Bennett	224	264	284	304	325	345	62	72	77	82	87	92
Brule	244	279	297	314	332	349	17	37	47	57	67	77
Cloverland	94	110	117	125	133	141	11	22	28	33	39	44
Dairyland	87	86	85	83	81	80	47	79	95	111	127	143
Gordon	298	336	355	374	392	411	159	256	304	352	401	449
Hawthorne	338	424	466	509	552	595	30	41	47	52	58	63
Highland	107	140	157	174	190	207	57	83	95	108	121	134
Lakeside	226	285	315	345	374	404	31	37	39	42	45	48
Maple	277	325	349	373	398	422	16	18	19	20	22	23
<i>Oakland</i>	<i>425</i>	<i>514</i>	<i>559</i>	<i>603</i>	<i>648</i>	<i>692</i>	<i>103</i>	<i>122</i>	<i>131</i>	<i>141</i>	<i>150</i>	<i>160</i>
Parkland	463	520	549	578	606	635	4	7	9	11	12	14
Solon Springs	334	426	471	517	563	609	125	172	195	218	242	265
Summit	418	488	522	557	592	627	123	149	161	174	187	200
Superior	764	896	962	1,028	1,095	1,161	16	38	49	60	72	83
Wascott	295	321	335	348	361	374	495	651	728	806	884	962
<b>Villages</b>												
L. Nebagamon	428	472	515	559	602	646	294	325	355	385	415	445
Oliver	127	144	160	177	194	210	1	1	1	1	1	1
Poplar	209	229	249	269	289	309	3	3	3	3	3	3
Solon Springs	268	286	304	322	340	358	102	103	104	105	106	107
Superior	209	240	256	271	287	302	1	1	1	1	1	1
<b>City</b>												
Superior	12,196	12,276	12,316	12,357	12,397	12,437	41	41	41	42	42	42
<b>County Total</b>												
<b>Douglas Co.</b>	<b>18,395</b>	<b>19,524</b>	<b>20,136</b>	<b>20,750</b>	<b>21,363</b>	<b>21,976</b>	<b>1,703</b>	<b>2,266</b>	<b>2,538</b>	<b>2,814</b>	<b>3,093</b>	<b>3,369</b>

Housing unit projections are tools used by governmental units to allocate lands to accommodate future growth and development. Projections also enable communities to prepare for future public services and facilities demands for sewer, water, fire and police protection, and other public services. It is important to note that these figures are only *estimates* for planning purposes and should be used only as general guidelines.



The housing unit projections were developed by applying average annual growth rates for both permanent and seasonal housing units derived from analysis of historical construction permit data. Estimates of annual housing unit losses, derived from Department of Administration Housing Survey data, also were factored into the model. The housing unit projection model used in Douglas County is based on the following simple assumptions:

- 1) Annual housing growth rates will consistent with the 10-year average
- 2) Annual housing loss rates will remain consistent with the 5-year average

As is indicated in the population section of this plan, Douglas County is expected to slightly increase in population through the year 2030. The total number of housing units is also expected to increase over this period. The central factors which could influence change in the county's future housing structure include seasonal home construction variables, demographic changes and the availability of economic opportunities.

In 2000, Douglas County recorded 20,356 units. A countywide total of 25,345 units (permanent and seasonal) are forecast by the year 2030. The projected growth of 24.5 percent means that an average of 166 new units could be added to the county's housing stock each year.

It is expected that seasonal housing growth will continue to represent a large part of the overall housing stock in many Douglas County communities. Overall the relative proportion of seasonal to permanent housing is expected to increase from 9.3 percent in 2000 to 13.3 percent in 2030.

### **HOUSING DENSITY**

**Figure 2.2** indicates Douglas County's position in total housing unit density for the 60-year period from 1940 to 2000. The data, displayed by federal census block, reveals the pattern of housing development for the Counties of Douglas, Bayfield, Burnett, Washburn, and Polk in Wisconsin, and the Counties of Chisago and Pine in Minnesota. While Douglas County does not show the same dramatic density growth as its neighboring counties to the south, the overall trend is clear; housing density has increased markedly since 1940 as second home construction has flourished and permanent residents have moved out into the rural areas. **Table 2.22** depicts housing unit density statistics for Douglas County municipalities from 1980 through 2030. As indicated by the data, the average countywide housing unit density is projected to increase from 15.5 units per square mile in 2000 to 19.4 units per square mile by 2030. Housing unit density in the Town of Oakland is projected to increase from 8.5 units per square mile in 2000 to over 13 units per square mile by 2030.



**Table 2.22: Land Area & Housing Density, 1980-2030**

	AREA (SQ. MI.)		TOTAL HOUSING UNITS PER SQUARE MILE					
	Total area	Land area	1980 <sup>1</sup>	1990 <sup>1</sup>	2000 <sup>1</sup>	2010 <sup>2</sup>	2020 <sup>2</sup>	2030 <sup>2</sup>
T Amnicon	39.1	39.1	8.3	8.9	9.8	12.1	14.7	17.3
T Bennett	48.3	47.5	6.2	6.8	6.3	7.1	8.1	9.2
T Brule	55.9	55.7	6.5	7.2	4.8	5.7	6.7	7.7
T Cloverland	46.2	46.2	2.7	3.0	2.4	2.8	3.4	4.0
T Dairyland	140.8	140.2	1.8	1.9	1.0	1.3	1.6	2.0
T Gordon	157.4	151.8	4.5	5.3	3.1	3.9	4.8	5.7
T Hawthorne	46.2	45.6	7.2	9.3	8.8	10.2	12.3	14.4
T Highland	78.1	76.5	3.3	3.8	2.2	2.9	3.7	4.5
T Lakeside	39.9	39.9	6.1	6.4	6.6	8.1	9.7	11.3
T Maple	32.1	32.1	8.3	8.4	9.4	10.7	12.3	13.8
<i>T Oakland</i>	<i>65.0</i>	<i>63.9</i>	<i>7.0</i>	<i>7.8</i>	<i>8.5</i>	<i>10.0</i>	<i>11.6</i>	<i>13.3</i>
T Parkland	35.5	35.5	14.0	13.2	13.5	14.9	16.6	18.3
T Solon Springs	84.5	83.0	5.8	7.1	5.7	7.2	8.9	10.5
T Summit	147.6	146.6	3.6	3.8	3.8	4.3	5.0	5.6
T Superior	107.8	106.2	6.8	7.2	7.5	8.8	10.3	11.7
T Wascott	141.1	133.0	6.1	7.0	6.1	7.3	8.7	10.0
<b>Total Unincorp.</b>	<b>1265.5</b>	<b>1242.8</b>	<b>5.3</b>	<b>5.9</b>	<b>5.2</b>	<b>6.2</b>	<b>7.3</b>	<b>8.5</b>
V Lake Nebagamon	14.3	12.7	50.9	56.5	58.7	62.8	74.3	85.9
V Oliver	2.1	2	44	51	64.0	72.5	89.0	105.5
V Poplar	11.9	11.9	17.6	17.1	18.7	19.5	22.9	26.2
V Solon Springs	2.3	1.6	225.6	240	243.1	243.1	266.9	290.6
V Superior	1.2	1.2	168.3	162.5	175.0	200.8	226.7	252.5
C Superior	55.4	36.9	324.8	316.6	330.5	333.8	336.0	338.2
<b>Total incorporated</b>	<b>87.2</b>	<b>66.3</b>	<b>203.5</b>	<b>200.4</b>	<b>209.5</b>	<b>213.0</b>	<b>218.6</b>	<b>224.1</b>
<b>Douglas County</b>	<b>1480</b>	<b>1309.3</b>	<b>15.4</b>	<b>15.7</b>	<b>15.5</b>	<b>16.7</b>	<b>18.0</b>	<b>19.4</b>

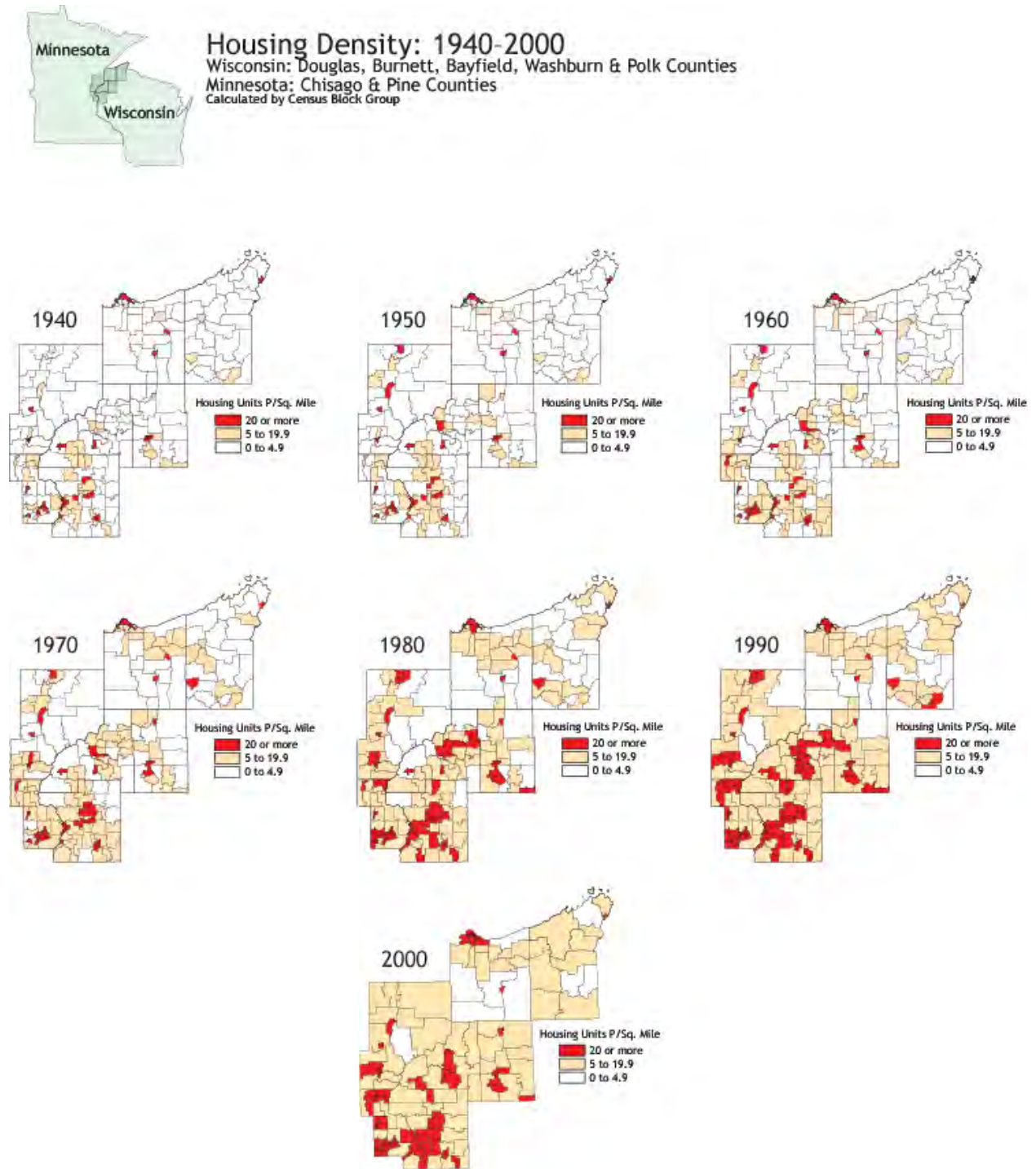
Source: US Census Bureau & WRPC projections

<sup>1</sup>US Census Bureau

<sup>2</sup>NWRPC Projections



Figure 2.2: Douglas County Housing Density, 1940-2000



Source: 1940-1990 Data compiled by Alice Hagen and Paul Voss, University of Wisconsin Applied Population Lab & Holzer Rosenbly and Dan Flerid, University of Wisconsin Department of Forest Ecology and Management. 2000 Data compiled by NPPIC.



Figure 2.3 illustrates housing unit density based on E991 structure data. The map clearly reveals the pattern of development within the incorporated units along lakeshore and riverfront property and along the major highway corridors. Of note, sizeable areas of the county have eight or fewer housing units per square mile (darkest green color).

**Figure 2.3: Douglas County Housing Density Based on E-911 Data**

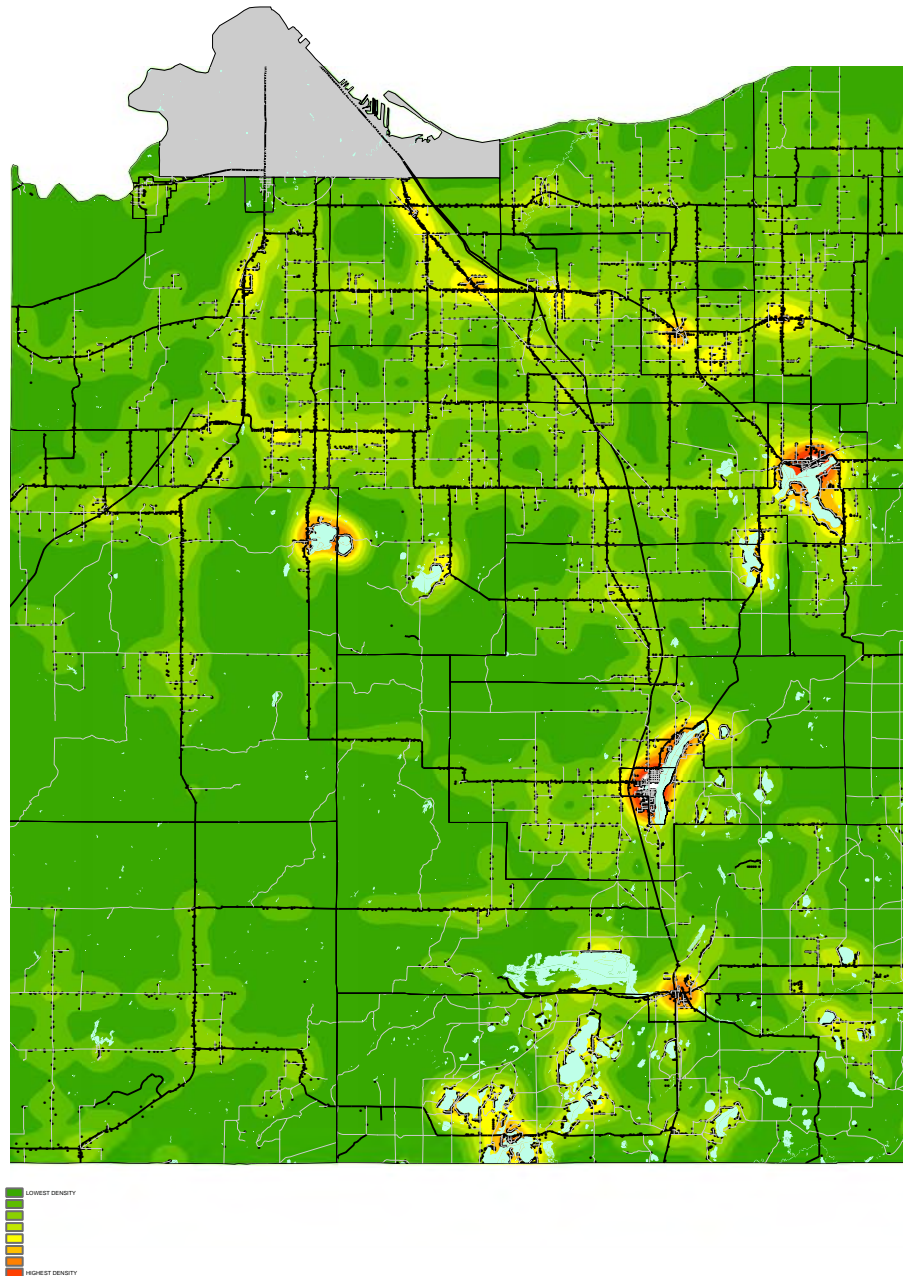
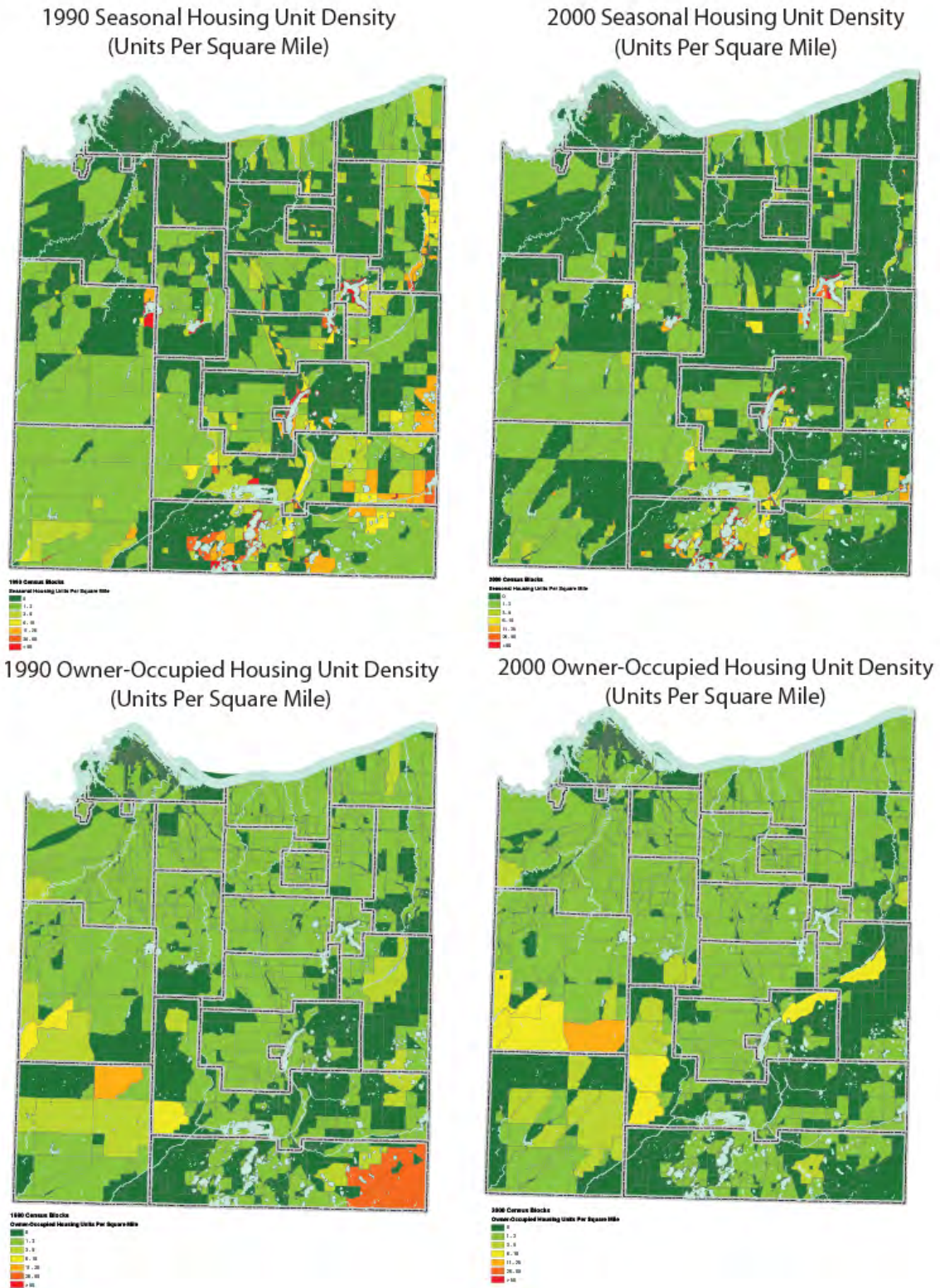




Figure 2.4: Owner-Occupied and Seasonal Housing Unit Density Comparisons, 1990 & 2000





**Figure 2.4** depicts the 1990 and 2000 density of seasonal and owner-occupied housing units by Census blocks. The upper graphics clearly show a general reduction in seasonal housing unit density across most municipalities in Douglas County. Between 1990 and 2000, the total number of housing units declined in 8 of Douglas County's 16 towns.

The lower concentration of seasonal housing is also likely the result of human demographic trends. Over the decade 1990-2000, many homes which were classified as "seasonal, recreational or occasional use" in the 1990 census were likely converted to year-round, housing units, thus were reclassified as "owner-occupied" housing units in the 2000 Census. This shift is a direct result of the conversion of recreational homes to permanent homes as individuals either move or retire and permanently occupy their formerly seasonal homes.

Areas most desirable for seasonal home construction in terms of privacy, aesthetic quality, and natural beauty are often remote, lacking water, sewer, and other infrastructure amenities. The increased growth of seasonal and permanent units in these areas may eventually require the development of infrastructure such as municipal sewer and water for maintaining water quality, abating pollution, minimizing the impacts of erosion, overuse, and aesthetic damage.

The lower graphics, which represent changes in owner-occupied housing unit density, show a general increase in overall owner-occupied housing units.





Chapter 3  
**Transportation**





## **INTRODUCTION**

The relationship between transportation and land use is a symbiotic one. Growth requires access and likewise, access promotes growth. In Douglas County, rural development would be extremely limited, or non-existent, without rural transportation access. As changing values have shifted our focus away from urban areas and into the suburban and rural outlying lands, more pressure has been placed on the existing transportation system along with increasing demand to improve access, mobility and transit options. In addition to the changing social values associated with development, the nature of commuting has evolved. No longer do we necessarily live near where we work. In fact, for those in the rural areas commuting to a job outside of their community of residence is the rule, not the exception. The automobile has made it relatively easy, and up until recently, relatively cheap, to drive long distances for work and pleasure. The combined impacts of building rural transportation infrastructure along with the increased usage and required maintenance place a significant financial burden on county and local town governments.

In responding to the transportation challenges, local governmental units essentially have two options, continue to expand transportation infrastructure and access at significant costs, or adopt growth policies to reduce sprawl and to promote efficiency. With governmental units currently facing serious financial challenges and with the increasing financial burden associated with transportation system maintenance and development, many communities may simply not be able to afford to continue current practices into the future. The integration of transportation planning with broader land use planning is not only critical to reducing costs, but also to enhancing the quality, livability and character of both urban and rural communities.

An effective transportation system supports the growing economy of Douglas County, which

provides opportunities for its residents and visitors. These opportunities enhance the county's standard of living. Of particular importance in rural counties is the road system, since it is the largest component of the transportation system. Therefore, it generally has the greatest direct input and investment by the County and local units of government. The transportation element will review the existing types of transportation choices in the county, as well as identify any/all the applicable local, state, and regional transportation plans affecting Douglas County.

### **Existing Road System**

Douglas County's road system is the largest component of its overall transportation network. Local roads also account for the highest transportation-related costs to government, and ultimately to taxpayers.

The predominant mode of travel within the county is the motor vehicle. Motor vehicle transit is accommodated via an extensive, interconnected network of town, county, federal and state highways. Douglas County's roadway network is represented by over 2,000 miles of roads and streets. The bulk of roadways in the county are local roads and streets, which are maintained by local units of government (towns, villages, and city). Several major roadways bisect the county including federal highways (US) 2 and 53, State Trunk Highway's (STH) 13, 27, 35 and 105; along with several County Trunk Highways (CTH). These high-volume roadways support the bulk of the traffic volume within the county. Douglas County is linked to St. Louis County, Minnesota via three bridges which cross the St. Louis River estuary, including the Blatnik Bridge (US 53 & I-535, City of Superior), the Richard I. Bong Memorial Bridge (US 2, City of Superior) and the combined rail/auto Oliver Bridge (STH 105, Village of Oliver).



**Table 3.1: Roadway Miles by Type and Jurisdiction, Douglas County**

Municipality	County	Federal	Local	State	Total Road Miles	2000 Pop.	Miles per Person (Total )
<b>Towns</b>							
T Amnicon	16.5	17.3	48.8	0.1	82.6	1,074	0.08
T Bennett	18.9	5.0	45.3	0	69.2	622	0.11
T Brule	17.6	5.6	72.7	4.1	99.9	591	0.17
T Cloverland	3.0	0	44.7	13.4	61.1	247	0.25
T Dairyland	14.3	0	77.6	14.2	106.1	186	0.57
T Gordon	36.7	5.1	145.7	0	187.5	645	0.29
T Hawthorne	20.6	6.7	44.7	0.0	72.1	1,045	0.07
T Highland	15.7	0	110.3	11.5	137.4	245	0.56
T Lakeside	5.6	0	50.3	9.2	65.2	609	0.11
T Maple	15.1	4.2	39.1	2.4	60.8	649	0.09
<i>T Oakland</i>	<i>19.1</i>	<i>0</i>	<i>60.0</i>	<i>0</i>	<i>79.1</i>	<i>1,144</i>	<i>0.07</i>
T Parkland	21.3	9.0	31.1	2.5	63.9	1,240	0.05
T Solon Springs	22.7	6.5	93.8	0	123.0	807	0.15
T Summit	23.7	0	85.4	12.4	121.5	1,042	0.12
T Superior	39.7	0	75.7	11.8	127.2	2,058	0.06
T Wascott	24.3	6.2	200.9	0	231.5	714	0.32
Total unincorporated	314.8	65.6	1,226.1	81.6	1,688.1	12,918	0.13
<b>Villages</b>							
V Lake Nebagamon	9.8	0	29.4	0	39.2	1,015	0.04
V Oliver	1.8	0	5.3	1.4	8.5	358	0.02
V Poplar	6.1	4.3	26.8	0	37.2	552	0.07
V Solon Springs	3.5	1.0	14.6	0	19.2	576	0.03
V Superior	0	0	5.7	1.2	7.0	500	0.01
<b>City</b>							
C Superior	0.0	15.2	189.0	7.8	212.0	27,368	0.01
Total incorporated	21.2	20.5	270.8	10.4	323.1	30,369	0.01
<b>County</b>							
<b>Douglas County</b>	336.2	86.2	1,496.8	92.1	2,011.3	43,287	0.05

Rural counties like Douglas County tend to have a high number of road miles per person. Because there are more miles of road per person in rural areas than urban areas and therefore fewer resources to

devote to maintaining each mile, the level of maintenance that is acceptable to residents may be lower because their maintenance costs per capita are higher. In Douglas County, the Town’s of Dairyland and



Highland have the most local road miles per capita. For these municipalities, the per person costs of maintaining roads is higher than other municipalities in Douglas County. Douglas County roadway mileage characteristics by jurisdiction are shown in **Table 3.1**.

on the level of service the roadways provide in carrying vehicular traffic. The classification system consists of four classes, which include principal arterials, minor arterials, collectors (major/minor), and local roads. **Table 3.2** and **Map 3.1** illustrate the functional classification system in Douglas County.

Roadways in Douglas County are categorized by a functional classification system based

**Table 3.2: Functional Classification System**

<b>Municipality</b>	<b>Principal Arterials (Miles)</b>	<b>Collector (Miles)</b>	<b>Local Roads (Miles)</b>	<b>TOTAL (Miles)</b>
<b>Towns</b>				
T Amnicon	11.62	12.77	50.43	74.82
T Bennett	0	10.32	52.62	62.94
T Brule	5.60	15.58	72.31	96.60
T Cloverland	0	1.00	43.83	58.41
T Dairyland	0	14.28	80.48	108.93
T Gordon	4.85	49.35	139.09	193.29
T Hawthorne	10.42	16.01	49.06	75.49
T Highland	0	15.09	106.09	132.68
T Lakeside	0	3.00	51.86	64.07
T Maple	4.22	11.04	45.50	63.17
<i>T Oakland</i>	<i>0</i>	<i>21.71</i>	<i>57.64</i>	<i>79.35</i>
T Parkland	4.70	18.79	33.81	60.14
T Solon Springs	6.43	24.72	91.96	123.11
T Summit	0	29.43	81.47	123.29
T Superior	0	40.42	73.12	124.89
T Wascott	5.37	31.48	194.06	230.91
Total unincorporated	53.21	314.99	1,223.3	1,672.09
<b>Villages</b>				
V Lake Nebagamon	0	10.75	28.75	39.50
V Oliver	0	1.53	5.47	8.48
V Poplar	2.94	4.67	27.45	35.06
V Solon Springs	1.01	3.92	14.03	18.96
V Superior	1.25	0	6.34	7.59
<b>City</b>				
C Superior	17.91	22.93	146.54	207.17
Total incorporated	23.11	43.8	228.58	316.76
<b>County</b>				
<b>Douglas County</b>	<b>76.32</b>	<b>358.79</b>	<b>1,451.9</b>	<b>1,988.85</b>

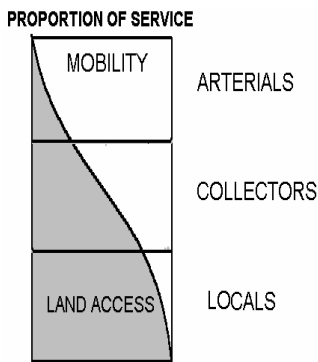
Source: Wisconsin Department of Transportation, District 8



Principal & minor arterials - Provide connections between cities and regions, move large volumes of traffic on reasonably direct routes, and provide mobility of traffic with limited land access points.

Collectors (major & minor) - Collector roads generally provide major and/or minor connections within a community, link local roads to arterial roads, and provide equal access for movement and property. Major collectors in the Town of Oakland include County Trunk Highway's B and L and Tri Lakes Road. County Trunk Highway K is classified as a minor collector.

Local Roads -Local roads handle the least amount of traffic volume, but provide direct access to private property. There are over 57 miles of local roads in the Town of Oakland.



Traffic Counts

The volume of traffic on Douglas County roadways typically corresponds to the road's functional classification, with principal arterials generally receiving the highest volume and local roads and streets, the lowest. Analysis of historical traffic count data indicates that traffic volumes on Douglas County's roadways have steadily increased over the past 30 years. Table 3.3

documents the Annual Average Daily Traffic (AADT) data collected by the Wisconsin Department of Transportation on Douglas County highways for the 30-year period between 1975 and 2005. AADT is defined as the total volume of vehicle traffic in both directions of a highway or road for a year divided by 365 days.

Increased Traffic Volume

As is indicated in Table 3.3 traffic volume has increased throughout Douglas County over the past three decades, with some roadways now experiencing nearly double the traffic load today as they did in 1975. The increase in average daily traffic over the past 30 years can be attributed to three main factors. First, many of the rural towns in the county have grown substantially in population (see Demographics Chapter) especially those towns within commuting distance (approximately 30 miles or less) to the cities of Duluth and Superior. Secondly, many of the rural towns have seen a significant increase in seasonal homes constructed since 1975. With many seasonal property owners residing outside of Douglas County, their travel to and from their summer home's contributes to the overall traffic volume. Finally, the increased traffic is a result of individuals making more car trips. Until recently, relatively affordable fuel costs have resulted in more reliance on the automobile as a device of convenience. In addition to the increase in personal commuting for work, people have increased the number of trips they take to go shopping, run errands, recreate and participate in activities. Lack of a countywide system of public transportation or passenger rail service also contributes to elevated traffic volumes on public roadways.



**Table 3.3: AADT on Selected Sites in Douglas County, 1975-2005**

<b>AADT on Selected Sites of USH 53, 1975-2005</b>											
	1975	1978	1981	1984	1987	1990	1993	1996	1999	2002	2005
Site 1	2,550	4,730	2,600	3,000	3,770	3170	4000	5400	5,700	6,200	5,500
Site 2	2,850	4,020	3,500	3,320	3,850	3,590	4,100	5,600	6,000	7,500	6,800
Site 3	4,510	4,530	9,670	9,230	9,910	9,870	9,780 <sup>(a)</sup>	11,400	13,700	12,200	13,800
Site 1: just S of jct. with CTH "Y" & "G" at Gordon Site 2: just S of jct. with CTH "L" (Bennett Twp.) Site 3: 1 mi. NW of jct. with USH 2 (a) 1990											
<b>AADT on Selected Sites of USH 2, 1975-2005</b>											
Site 4	3,460	3,500	3,530	3,540	3,500	3,750	4,100	5,000	5,300	5,000	3,900
Site 5	5,350	---	5,130	5,130	5,900	5,130	6,200	6,800	6,500	7,300	7,200
Site 4: ½ mi. W of Bayfield/Douglas Co. line Site 5: Poplar's western village limits, ½ mi. E of Wentworth											
<b>AADT on Selected sites of STH 35, 1975-2005</b>											
Site 6	620	900	680	580	750	580	870	900	960	1,000	1,000
Site 7	820	1220	1,310	940	1,240	1,140	1,100	950	1,600	1,500	1,500
Site 8	3,890	5,580	5,150	5,190	5,020	5,950	5,950 <sup>(c)</sup>	5,950 <sup>(d)</sup>	7,800	7,000	6,400
Site 6: just S of jct. with CTH "T" at Cozy Corners Site 7: ½ mi. S of jct. with CTH "BB" Site 8: southern boundary of the Village of Superior, 1¼ mi. S of jct. with STH 105 (c) 1990 AADT , (d) 1993 AADT											
<b>AADT on Selected sites of STH 27, 1975-2005</b>											
Site 9	720	860	650	670	84	640	950	950	1,000	830	830 <sup>(a)</sup>
Site 10	---	---	---	---	---	---	500	550	550	440	390
Site 9: just S of jct. with USH 2 at Brule Site 10: 2 miles N of jct. with CTH "A" (a) 2005 AADT											
<b>AADT on Selected sites of STH 105, 1975-2005</b>											
Site 11	1,770	1,800	2,050	2,100	2,020	1,980	1,980 <sup>(a)</sup>	1,800	2,000	2,400	2,400
Site 11: just E of jct. with CTH "W" in the Village of Oliver (a) 1979 AADT (b) 2005 AADT											
<b>AADT on Selected sites of STH 13, 1975-2005</b>											
Site 12	600	720	490	380	620	530	400	490	720	650	650 <sup>(a)</sup>
Site 13	720	1,140	780	660	1,000	990	840	1,300	1,300	1,300	1,300
Site 14	1020	2,080	1,050	---	1,410	1,380	1,000	1,900	2,100	1,800	1,800 <sup>(b)</sup>
Site 12: just W of jct. with CTH "O" Site 13: just E of jct. with CTH "P" Site 14: 1 ½ mi. W of jct. with CTH "D" (a) & (b) 2005 AADT											

Source: Wisconsin Department of Transportation, Highway Traffic Volume Data, 1975-2005

Historic traffic volumes reported by WisDOT, are available for one site in the Town of Oakland. Site 7 in **Table 3.4** is located along County Trunk Highway B, ½ mile north of junction with County Trunk Highway V. Average daily traffic volume (ADT) on select local roads in Douglas County is depicted in **Map 3.2**.



**Table 3.4:** AADT on Selected sites of County Trunk Highways, 1996-2005

	1996	1999	2002	2005
<b>CTH "A"</b>				
Site 1: ½ mi. N of jct. with CTH "B" at Four Corners (T. Superior)	1,300	1,300	1,400	1,400
Site 2: ½ mi. N of jct. with CTH "C" , 5½ mi. N of Four Corners (T. Superior)	2,200	2,200	900	2,300
Site 3: ½ mi. S of jct. with CTH "Z" (T. Superior)	1,100	1,100	680	790
<b>CTH "B"</b>				
Site 4: ¼ mi. W of jct. with USH 53 (T. Hawthorne)	1,800	940	1,400	1,400
Site 5: 1 mi. E of jct. with CTH "D" (T. Hawthorne)	1,400	1,400	2,000	2,000
<b>CTH "BB"</b>				
Site 6: ½ mi. W of jct. with STH 35 (T. Summit)	860	470	400	400
<b>CTH "K"</b>				
Site 7: ½ mi. N of jct. with CTH "V" (T. Oakland)	1,000	930	960	960
<b>CTH "M"</b>				
Site 8: ½ mi. W of jct. with USH 53 (T. Gordon)	490	270	270	270
<b>CTH "T"</b>				
Site 9: ½ mi. W of jct. with USH 53 (T. Wascott)	790	670	570	570
Site 10: ½ mi. E of jct. with STH 35 (T. Dairyland)	270	450	320	320
<b>CTH "Y"</b>				
Site 11: ½ mi. E of jct. W USH 53 at Gordon (T. Gordon)	1,000	1,000	910	910
Site 12: 2¼ mi. W of jct. W USH 53 at Gordon (T. Gordon)	330	420	540	540

Source: Wisconsin Department of Transportation, Highway Traffic Volume Data, 1996-2005

**Pavement Rating**

The Douglas County Highway Department assess the physical condition of all highways under its jurisdiction biennially, using the Pavement Surface Evaluation Rating (PASER) system, and reports the results of the assessment to the Wisconsin Department of Transportation in accordance with §86.302(2). PASER road ratings are depicted in **Map 3.3**.

**Future Road Improvements**

Roadway improvements and maintenance are essential for providing safe routes that can sustain vehicular traffic. The Wisconsin Department of Transportation prepares a six-year improvement program that identifies improvement projects needed statewide, while the Douglas County Highway Department prepares a roadway management plan identifying needed improvements on highways maintained by Douglas County. **Table 3.5** indicates scheduled improvements for Douglas County.





**Table 3.5:** Future Road Improvements, Douglas County

HWY	Year	Title	Miles	Cost	Work Type
2	09-11	USH 53 Interchange - Poplar	5.33	\$4,000,000- \$4,999,999	RECST
2	09-11	Wentworth - Brule	3.16	\$1,000,000- \$1,999,999	PVRPLA
27	09-11	Hayward - Brule	2.66	\$1,000,000- \$1,999,999	RECOND
27	09-11	Hayward – Brule Road	14.14	\$3,000,000- \$3,999,999	RECOND
35	09-11	DMI RR Railroad Overhead	0.00	\$100,000- \$249,999	BRSHRM
35	09-11	Superior – Dairyland	7.32	\$500,000- \$749,999	RESURF
53	09-11	Superior – Solon Springs	0.01	\$100,000- \$249,000	BRRHB
105	2008	Oliver Bridge – BN RR	4.35	\$750,000- \$999,999	RESURF

Source: 2006-2011 Six Year Highway Improvement Program (Feb. 2006 snapshot)

RECST- Reconstruction, PVRPLA- Pavement Replacement, RECOND- Reconditioning, BRSHRM- Bridge Maintenance, RESURF- Resurfacing, BRRHB- Bridge Rehabilitation

**General Transportation Aids**

The General Transportation Aids (GTA) program is the second largest line item in the Wisconsin Department of Transportation (WisDOT) budget and returns to local governments roughly 30% of all state-collected transportation revenues. Under this program, 1,923 local governments (all counties, cities, villages, and towns) receive payments based on local road mileage and aidable local costs. **Table 3.6** details GTA funds distributed to Douglas County between 2003 and 2008, while **Table 3.7** lists GTA for Douglas County municipalities from 2003 to 2008.

**Table 3.6: General Transportation Aids 2003-2008**

2003	\$838,888.19
2004	\$847,701.94
2005	\$882,934.96
2006	\$903,965.79
2007	\$957,537.79
2008	\$1,031,382.73



**Table 3.7: 2008 Douglas County GTA Payments**

<b>Municipality</b>	<b>GTA Total</b>
<b>Towns</b>	
Town of Amnicon	\$92,538.36
Town of Bennett	\$85,887.96
Town of Brule	\$136,587.48
Town of Cloverland	\$79,813.02
Town of Dairyland	\$152,647.82
Town of Gordon	\$282,138.52
Town of Hawthorne	\$86,553.00
Town of Highland	\$194,032.33
Town of Lakeside	\$96,939.36
Town of Maple	\$82,386.72
<i>Town of Oakland</i>	<i>\$117,907.68</i>
Town of Parkland	\$60,851.16
Town of Solon Springs	\$183,942.24
Town of Summit	\$170,661.00
Town of Superior	\$143,022.72
Town of Wascott	\$393,312.48
<b>Villages</b>	
Village of Lake Nebagamon	\$56,958.72
Village of Oliver	\$10,699.32
Village of Poplar	\$52,205.64
Village of Solon Springs	\$34,909.24
Village of Superior	\$13,266.72
<b>City</b>	
City of Superior	\$1,302,132.59
<b>County</b>	
Douglas County	\$1,031,382.73

Source: WisDOT



Traffic Safety

Analysis of accident data is important because it can help identify areas where roadway hazards may exist. While the frequency, location of, and causes of motor vehicle crashes tend to correlate directly with traffic volume, the design, condition of the road and unforeseen circumstances may also have an impact on the accident rate. Traffic accidents recorded for Douglas County ranged from deer collisions to hitting mailboxes and utility poles. Table 3.8, displays the number of reported crashes from 2002-2007.

Table 3.8: Vehicular Crash Counts on Selected Highways

Table with 7 columns: Crash Location, 2002, 2003, 2004, 2005, 2006, \*2007. Rows include USH 2, USH 53, STH 13, STH 27, STH 35, STH 105, and Total.

Source: Wisconsin Traffic Operations and Safety Laboratory
\* Preliminary data

Corridor Congestion

The Wisconsin State Highway Plan 2020 identifies areas of potential congestion on statewide highway corridors if no capacity expansion projects were to take place in the coming 20 years. The report indicates that most of Douglas County's corridors will remain un-congested for the coming 20-year period. Areas within the county expected to increase in congestion include the following:

- Moderate congestion predicted for US 2 from its junction with US 53 in the Town of Amnicon to the hamlet of Wentworth, four miles to the east;
Moderate congestion predicted for US 2 from its intersection with STH 27 at Brule through its entire length in Bayfield County to the City of Ashland in Ashland County
Severe and extreme congestion are predicted for the entire lengths of US 2 & 53 and STH 35 within the municipal limits of the City of Superior

Nodal development

Completion of the four-lane of US 53 project in the late 1990's required bypassing the communities and hamlets through which the former two-lane route passed. The areas through which the new four-lane route passes—either on the edges or through these communities—has created potential sites for high-visibility commercial and industrial development. The most likely candidates for this nodal development include the following:

- The intersection with CTH "T" at Wascott (has a restaurant)
The intersection with CTH "G" & "Y" at Gordon (commercial and residential hamlet)
The intersection with CTH "M" in the Town of Gordon (has one restaurant)



- The intersection with CTH “A” at Solon Springs (has gas station, municipal garage)
- The intersection with CTH “L” at Bennett (has one automotive repair business and the town hall)
- The intersection with CTH “B” at Hawthorne (commercial hamlet)
- The segment running parallel to CTH “E” in the Town of Hawthorne (a few residences in place)

Of the sites listed above, two junctions have access to municipal sewer systems. The first, at the intersection of CTH “Y” in the hamlet of Gordon which is connected to the Village of Solon Springs municipal system and the second at the junction with CTH “A” in the Village of Solon Springs. Access to sewer makes these sites more desirable for potential commercial or industrial developments.

Care should be taken in future developments of these nodal sites that the buildings, advertising, signage, and overall site design encourage the retention of “northwoods” character. To discourage the proliferation of corporate “franchise” architecture and inappropriate signage, municipalities along the US 53 corridor should encourage a set of building designs, color scheme, and signage that suggests an aesthetic continuity with the surrounding landscape and serves to invite the traveler beyond the highway node and into the community. Municipalities along the corridor would also benefit by providing a tax incentive or matching funds for businesses that undertake aesthetically pleasing commercial designs.

The Douglas County Zoning Office, in conjunction with the State of Wisconsin Department of Transportation, issues permits for the construction of billboard signage and advertising along state and federal highway corridors in the county. The Douglas County Zoning Office also issues the permits for signage along county and local roads. Provisions 5.1 through 5.4 of Section 5 of the county’s zoning code set the specific criteria regarding size, lighting, and distance from roadway and governs the placement of signage along Douglas County’s road corridors. Specifically, billboard signs along the new four-lane corridor of US 53 must be in areas zoned for commercial or industrial property. At present, only four such sites exist, all located between Solon Springs and the Washburn County line. Of the 40-mile stretch of US 53 through Douglas County, only 3,200 feet is currently zoned for the placement of billboards. With the new US 53 corridor complete, there may be additional desire by businesses and land owners to have parcels rezoned for the addition of new billboards.

**Trails**

Residents and visitors to Douglas County have access to numerous all-season, multi-use recreational trails. These trails provide transportation and recreational use to pedestrians and cyclists in the spring, summer, and autumn and access to snowmobiles, and on some trails to all-terrain vehicles, during the winter months. Major trails in Douglas County include the Tri-County Corridor, the Gandy Dancer Trail, the Saunders State Trail, and the Wild Rivers Trail. **Map 4.2** illustrates the county’s primary trail network.

Tri-County Corridor

This trail links Douglas, Bayfield, and Ashland Counties connecting the City of Superior to



the City of Ashland on Chequamegon Bay. The Tri-County Corridor is paved with limestone and follows the abandoned Northern Pacific rail grade.

Gandy Dancer State Trail

The Gandy Dancer follows the abandoned Soo Line rail grade through the northwestern portion of the county. The Gandy Dancer connects the City of Superior to the City of St. Croix Falls in Polk County. The trail exits Douglas County approximately four miles south of the hamlet of Foxboro on the Minnesota border and re-enters Wisconsin in Burnett County. From the Superior to Danbury the trail is surfaced with its original cinder base while from Danbury to its terminus at St. Croix Falls the trail is surface with crushed and compacted limestone.

Saunders State Trail

Beginning in Superior, this trail bisects the Town of Superior diagonally in the county's extreme northwestern corner. Following the abandoned Soo Line rail grade, the trail exits the county and enters Minnesota approximately one mile south of the intersection of county highways "C" and "W".

Wild Rivers Trail

Connects the City of Rice Lake, Barron County, to the west of South Range and follows another abandoned Soo Line rail grade. There are plans in the future to extend this trail northward to the City of Superior. The Wild Rivers Trail passes through the northeastern corner of the Town of Oakland.

In addition to the trails listed above, Douglas County has an expansive network of secondary trails covering hundreds of miles that cross through county forest land, private industrial forests, and in some cases

private landholdings. These trails are in use primarily in the winter months for snowmobiling and ATV use and are generally maintained by local snowmobile clubs. Many of these trails serve as connectors between the major trails outlined above.

**Railroads**

In the early part of the 20<sup>th</sup> Century, Douglas County had an expansive network of rail systems, with nearly every community in the county linked by passenger rail service. Railway networks reached their peak in the county between 1903 and 1910 when even the most remote regions of the county had rail links in place. These systems were in many cases temporary lines used to transport timber to mills in Duluth, Superior, and elsewhere. Numerous nationwide rail systems terminated in Duluth-Superior—a key international transshipment point—supplying international ships with cargoes of grain, iron ore, and coal and taking on goods and materials delivered through the port.

The years from 1950 through 2000 have seen the reduction of rail transport in favor of overland trucking operations and the subsequent abandonment and removal and/or conversion of most of the rail system in the county. Four freight lines still operate through the county: Burlington Northern-Santa Fe, Canadian National, Canadian Pacific (Soo Line), and the Duluth-Missabe-Iron Range line. None of these lines provide passenger service and the nearest passenger rail service is available in Minneapolis-St. Paul through Amtrak. There has been discussion in recent years of re-opening an Amtrak line from Minneapolis-St. Paul to the City of Duluth which would provide a much needed link to rail transport to the residents of the area.

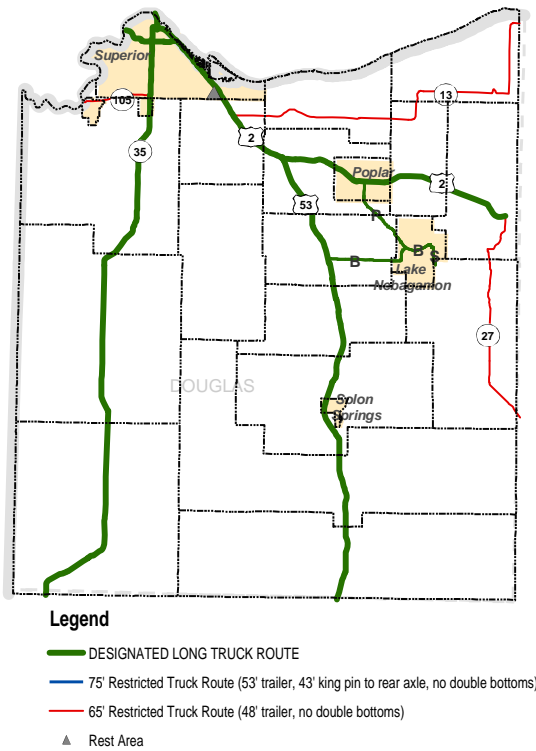


There are currently no active rail lines in the Town of Oakland.

**Commercial Trucking**

In Wisconsin, most freight (tonnage) is transported by commercial truck. In Douglas County, commercial trucking is an important facet of the intermodal freight system, and critical to the movement of cargo into and out of the port at Superior. State designated Long Truck Routes include State Highway 35 and US Highway's 2 & 53. State Highway's 105, 13 and 27 are designated as 65' Restricted Truck Routes (48' trailer, 43' king pin to rear axle, no double bottoms).

Figure 3.1: Douglas County Truck Routes



**Transit**

Rural public transportation in much of Douglas County, including the Town of Oakland, is limited. Douglas County is

served by the Greyhound Bus Line, through its terminal in Duluth, Minnesota. The only line serving Douglas County runs along USH 2 from Duluth, Minnesota to St. Ignace, Michigan. A number of taxi services are also available. They include Allied Taxi, Badger Taxi, Bayside Taxi, Call Me A Cab, Courtesy Cab Co. and Stride / DTA.

The City of Superior has access to intra-city mass transit through the Duluth Transit Authority. The DTA maintains numerous bus routes through several commercial and residential areas of the city and links Superior with Duluth.

**Transportation Facilities for the Elderly and Disabled**

This Aging Resource Center for Douglas County offers transportation services to those aged 60 and older. The **Specialized Van Transportation Program** provides curb to curb transportation services for people who are age 60 and over, or people with a medical disability (vans are handicapped accessible).

Specialized Van Transportation provides rides to medical appointments, personal appointments, banking or shopping, visit family and friends, or to run errands in town. Participants who need assistance are required to have another person escort them to their appointment, and that person may ride free of charge.

The Aging Resource Center's **Volunteer Driver Escort Program** utilizes volunteers who use their own vehicles to provide transportation throughout Douglas County. This program also provides transportation to Duluth, Minnesota (for medical purposes only). The program is designed for those individuals who need minimal assistance, are



ambulatory, and are at least 60 years of age. If individuals are under the age of 60, and disabled, with no other means of transportation; the program tries to accommodate their transportation needs depending on the situation and availability of volunteer drivers. Volunteer drivers do not stay with participants at their destinations.

Transportation services are also available for rural residents of Douglas County, who are aged 60 years and older. A van, located in Solon Springs, Wisconsin, is available Monday through Friday for transportation to Spooner, Hayward and the Twin Ports. Pick-up service is only available within a limited radius of Solon Springs. There is a nominal charge for these services (currently \$15 to Hayward, Spooner or Superior, \$20 to Duluth).

The **Special Transit RIDE**, or **STRIDE**, is a dial-a-ride transportation service for qualified persons with disabilities living in the twin ports that are unable to ride regular Duluth Transit Authority (DTA) buses. STRIDE service is provided within 3/4 mile of regular DTA routes in the City of Superior.



**Air Transportation**

There are no airports with commercial air passenger service in Douglas County. The nearest airport providing regular scheduled passenger flights to domestic and international destinations is the Duluth International Airport. At present, there are eight airports-airfields registered with the WI Bureau of Aeronautics in Douglas County, two of which are open to the public. **Table 9** contains a complete inventory of airports and airfields in Douglas County. There are currently no airports or airfields in the Town of Oakland.



Richard I. Bong Airport

**Table 3.9:** Douglas County Airports-Airfields

Airport/Airfield	Municipality	Status
Carlson's	Superior	Private (abandoned)
Cedar Island	Highland	Private
Degerman Field, LLC	Highland	Private
Elm Field	Parkland	Private (closed)
Freeman Farm	South Range	Private
Minnesuing Field	Lake Nebagamon	Private
Richard I. Bong	Superior	Public
Solon Springs	Solon Springs	Public

Source: Wisconsin Department of Transportation

**Airport Improvements**

The Wisconsin Department of Transportation’s Bureau of Aeronautics Five-Year Airport Improvement Program details planned improvements to airports around the state. Both municipal airports in Douglas County, Richard I Bong Airport and the Solon Springs Municipal Airport are scheduled for improvements between 2008 and 2012. The Richard I. Bong Airport has eleven projects listed totaling \$3,344,681.00. The Solon Springs Municipal Airport has three projects slated, totaling \$1,700,000.00.

**Bicycling & Walking**

Bicycling and walking play an important role in Wisconsin’s transportation system. Many individuals rely on or choose these forms of

travel as their main means of transportation. According to a WisDOT statewide survey, nearly 8% of all trips were being completed by bicycling and walking.

Because of the rural nature of Douglas County, the primary focus of bicycling is related to recreation. Recent WisDOT survey data shows that 48% of Wisconsin adults bike for recreation. According to WisDOT, only .18% residents bike to work in Douglas County.

The Bicycle Federation of Wisconsin, with information provided by WisDOT, created a series of bicycle maps highlighting the most favorable bicycling conditions by county (**Figure 3.2**). These maps also identify bicycle trails, mountain bike facilities, and provide contacts for local bicycle route information. Town roads are not rated for



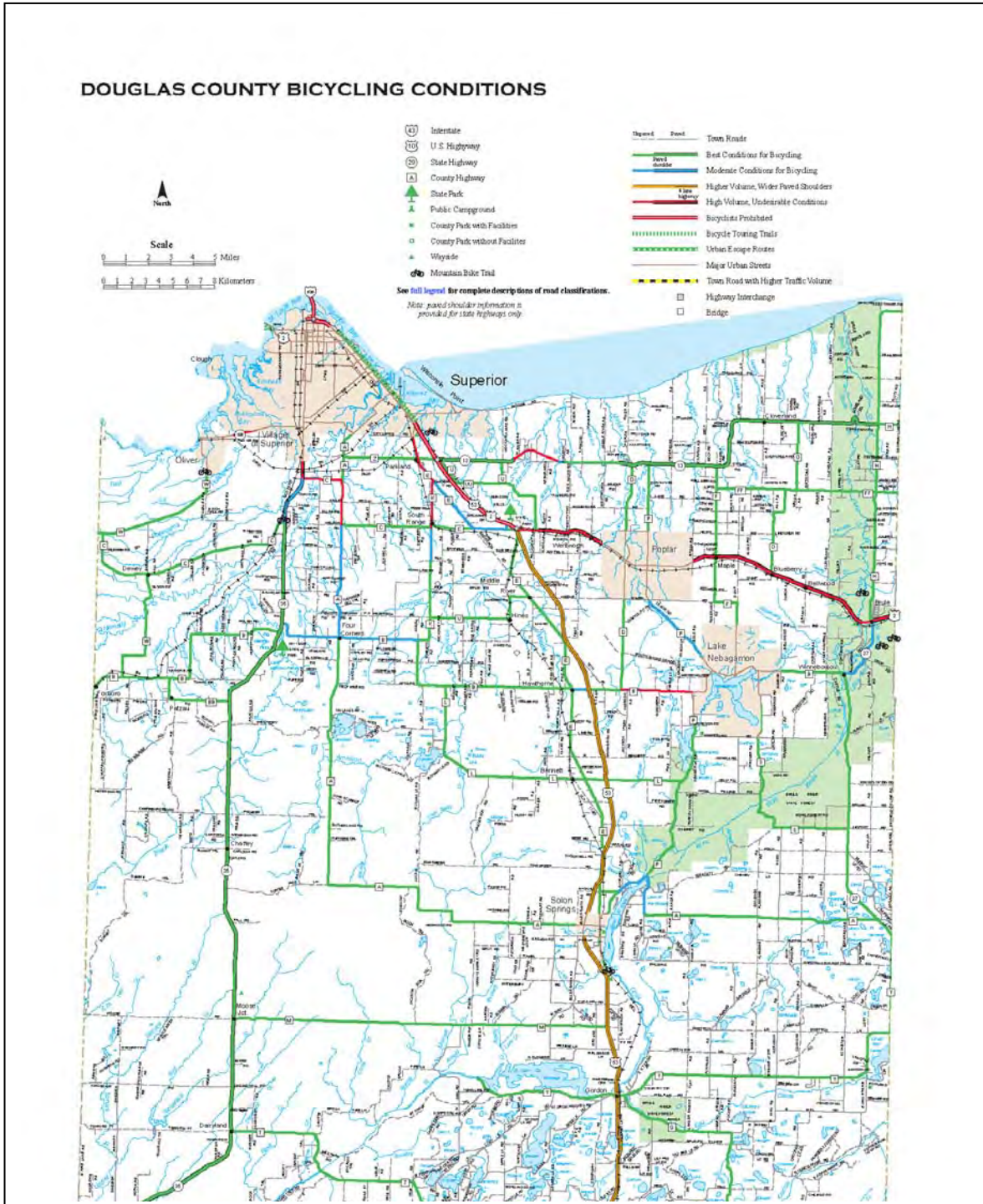


their bicycling conditions but are identified with their road names and surface type. As with bicycling, pedestrian travel as a form of transportation in Douglas County is conducted as a recreational activity. There are designated trails throughout the county that accommodate pedestrian travel. Rural Douglas County has limited pedestrian infrastructure. Sidewalks, pedestrian walkways, and crosswalks are commonly associated with urban communities but

seldom found in the less densely populated rural areas. Most foot traffic in the rural areas is considered recreational, either for exercise or pleasure. The relative distance from rural residences to the jobs, goods, and services located within the incorporated communities precludes most pedestrian commuting. Even in cases where pedestrian commuting is feasible, seasonal weather conditions make this choice of travel extremely difficult.



Figure 3.2: Bicycling Conditions in Douglas County



Source: Wisconsin Department of Transportation



### **Commercial Ports**

Douglas County is home to one-half of the largest port on the Great Lakes. The combined Port of Duluth-Superior, ranked 18<sup>th</sup> nationally in total cargo volume, is located at the western end of Lake Superior. Development of the port at Duluth-Superior closely followed the development and exploitation of the timber and mineral resources in northeastern Minnesota and northwestern Wisconsin in the mid-1870s. The port grew as grain, particularly wheat, production moved westward into western Minnesota and the Dakotas. The port of Duluth-Superior is located 2,342 miles from the Atlantic Ocean, just under seven days sailing time. Primary cargoes shipped out from the port include iron ore, coal, and grain and the largest cargoes received are limestone, used in road construction and chemical applications, and salt. The port handles an average of 40 million metric tons of cargo annually, worth approximately \$2 billion dollars.

The combined port at Duluth-Superior has 49 miles of waterfront, 19 square miles of land and water in the naturally protected harbor, and 17 miles of dredged channels and is able to accommodate vessels up to 1,100 ft. in length, 105 ft. beam, and 32 ft.



of draft. The port has access to domestic and international markets through the Great Lakes and St. Lawrence Seaway. Port facilities include six multi-purpose bulk terminals, two ore docks, one coal dock, one general cargo distribution center, and five grain elevators with a 55,000,000 bushel grain silo capacity. The shipping season generally extends from ice breakup in mid-March to freeze up to late December or early January. Ice conditions and ice breaking ability help extend the shipping season.

The largest Great Lakes marina in Douglas County is the Barker's Island Marina in the City of Superior, providing slips for small to medium-sized, private sail vessels and a launch site for private sport and pleasure craft on Lake Superior.



Transportation Plans & Programs

There are a number of state, regional and county agencies that have developed and adopted various transportation plans or programs for roadways and infrastructure under their responsibility. In an effort to be consistent and cooperative with adjacent and overlapping jurisdictions, the following state, regional, and county plans applicable to Douglas County are listed in Table 10.

Figure 3.3: Corridors 2020 Routes



Source: WisDOT

The State of Wisconsin has developed several transportation plans which may impact Douglas County. **Corridors 2020** is a part of the Wisconsin Department of Transportation’s long-range highway improvement plan designed to provide essential links to key employment and population centers throughout the state. Under Corridors 2020, US Highway 53 is considered a “backbone route”, a key multi-lane route which connects major population and economic centers and provides economic links to national and international markets. US Highway 2 is classified as a

Corridors 2020 “connector route”, or a major highway which connects communities and regional economic centers to Corridors 2020 backbone routes.

The **Wisconsin State Highway 2020 Plan (SHP)** is a 21-year plan for Wisconsin’s State Highway Trunk System. The plan predicts severe to extreme congestion levels on US 2/53 and State Highway 35 in the City of Superior by 2020, with moderate congestion forecast for US 2 from Poplar to State Highway 53. In an effort to reduce potential future congestion and improve mobility, the SHP recommends The SHP identifies a *potential* major highway improvement project on US Highway 2 between US highway 53 and the City of Ashland in Ashland County. Other future implementation projects may impact Douglas County. In general, the SHP gives highest priority to pavement and bridge preservation improvements, safety improvements, the completion of Corridors 2020 Backbone routes and bicycle and pedestrian projects.

The **Wisconsin State Bicycle Plan** integrates bicycling into comprehensive state transportation planning. The plan encourages and promotes the use of cycling as a means of transportation throughout the State of Wisconsin. As highlighted previously in this chapter, the State Bicycle Plan identifies bicycle routes (areas with favorable conditions for bicycling). The plan also contains a series of policies and programs to improve bicycling conditions in the state.

The **Wisconsin State Airport System Plan 2020** determines the number, location, and type of aviation facilities required to adequately serve the state’s aviation needs over a 21-year planning period, 2000



through 2020. The plan defines the *State Airport System* and establishes the current and future role of each airport in the system. Furthermore, the plan forecasts the level of public investment needed to meet federal and state requirements and to meet projected future demand.

The **Wisconsin Pedestrian Policy Plan 2020** guides policies, programs, and efforts on pedestrian transportation through the year 2020. It provides a statewide framework to increase walking and to promote pedestrian safety. The plan establishes goals, objectives, and actions regarding the provision of pedestrian accommodations that could be implemented. The plan also serves to help communities identify actions they can take to establish pedestrian travel as a viable, convenient, and safe transportation choice throughout Wisconsin

The Wisconsin Department of Transportation has begun to draft a long-range transportation plan through the year 2030. **Connections 2030** will set forth a broad vision, as well as strategies and policies for all the state's transportation modes: highways, rail, air, water, pedestrian,

bicycle, transit, and local roads. The planning efforts undertaken as part of the **Wisconsin State Rail Plan 2020** will be rolled into the Connections 2030 process. Connections 2030 identifies two multimodal corridors which include Douglas County. The 100-mile *Lake Superior Corridor* is part of an important passenger and freight corridor between Michigan and points to the east into Canada, Duluth-Superior, northern Minnesota and much of western Canada. This corridor contains the major rail/water intermodal connections at the Twin Ports of Duluth-Superior and provides access to the tourism/recreational resources of the southern Lake Superior region. The 150-mile *Peace Memorial Corridor* stretches from Duluth-Superior southward to Interstate 94. This corridor is part of a major passenger and freight corridor that links southern Wisconsin and Chicago, and Duluth-Superior, northern Minnesota, and much of western Canada. It contains the major rail/water intermodal connections at the Duluth-Superior port and provides economic links between the population centers to the south and the recreation and tourism areas of northwestern Wisconsin.



**Table 3.10:** Applicable Local, State, Regional, and other Transportation Plans including:

Type of Plans	Local Plans	State Plans	Regional Plans
<b>Transportation corridor plans</b>	Duluth-Superior Area Truck Route Study	TRANSLINKS 21 Corridors 2020 Connections 2030	Access and Mobility for People & Freight 2030
<b>County highway functional and jurisdictional studies</b>	Superior Thoroughfare Plan	WI State Highway Plan 2020	
<b>Urban area transportation plans</b>	Superior Thoroughfare Plan  Duluth-Superior Metropolitan Bikeways Implementation Plan  Duluth-Superior Metropolitan Pedestrian Plan		
<b>Rural area transportation plans</b>	Douglas County		
<b>Airport master plans</b>		WI State Airport System Plan 2020	
<b>Rail Plans</b>	Metropolitan Rail Study	Rail Issues & Opportunities Report	
<b>Other Plans</b>	Safe Routes to School in Superior	WI Bicycle Transportation Plan 2020  WI Pedestrian Policy Plan 2020	



**Duluth-Superior Metropolitan Interstate Council**

the capacity of its existing system and make provisions for increased use in coming 20 years.



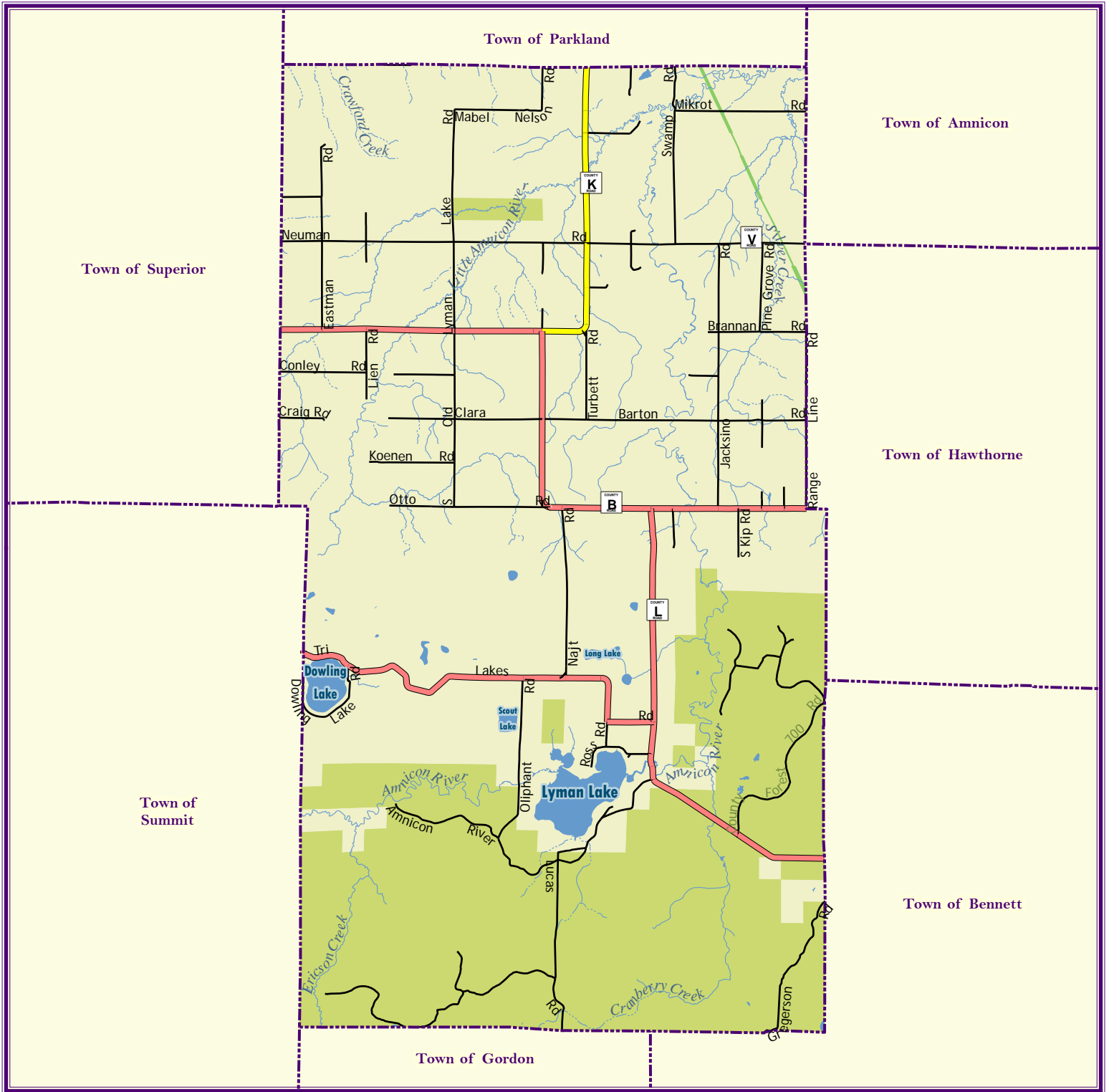
The Duluth-Superior Metropolitan Interstate Council (MIC) is the designated bi-state Metropolitan Planning Organization (MPO) for the Duluth-Superior metropolitan planning area. The MIC was created in 1975 under a joint agreement between the Arrowhead Regional Development Commission (ARDC) in Duluth, Minnesota and the Northwest Regional Planning Commission (NWRPC) in Spooner, Wisconsin. The MIC’s planning jurisdiction the Duluth-Superior Metropolitan Planning Area extends from the census-defined Duluth-Superior Urbanized Area out to the first ring of non-urbanized townships. In Wisconsin this includes the City of Superior, the townships of Lakeside, Parkland and Superior and the villages of Oliver and Superior.

**Summary**

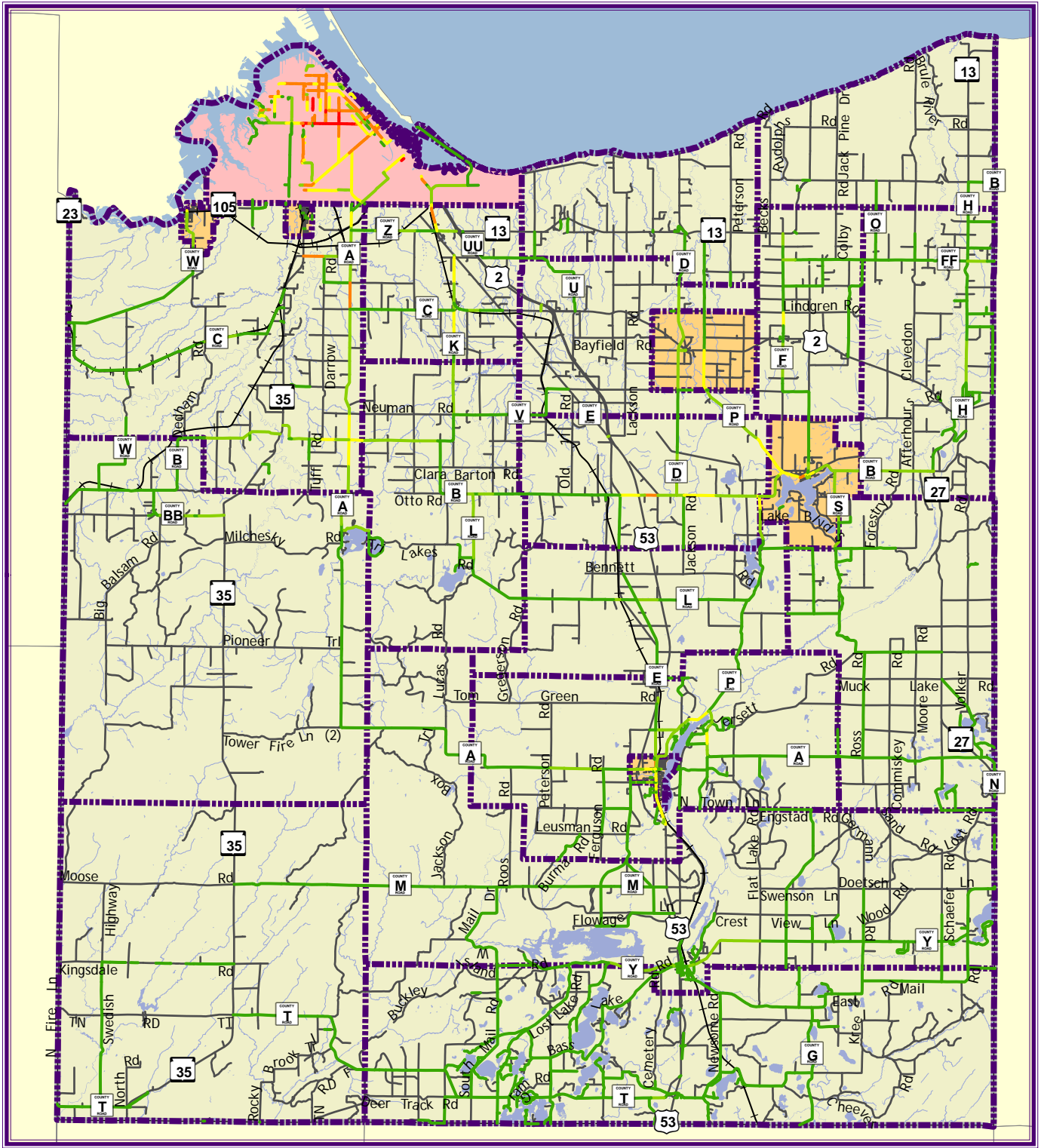
Douglas County and the State of Wisconsin have worked to develop an efficient, safe, and effective transport system for Douglas County businesses, residents and visitors. Continued understanding of how the transportation networks are used, in concert with improvements to roadways, airports, trail systems, and port facilities, are necessary to keep the county’s transportation system in excellent condition. Increased usage of transportation systems, coupled with the projected increases in population and seasonal visitors, provides evidence that the county needs to examine











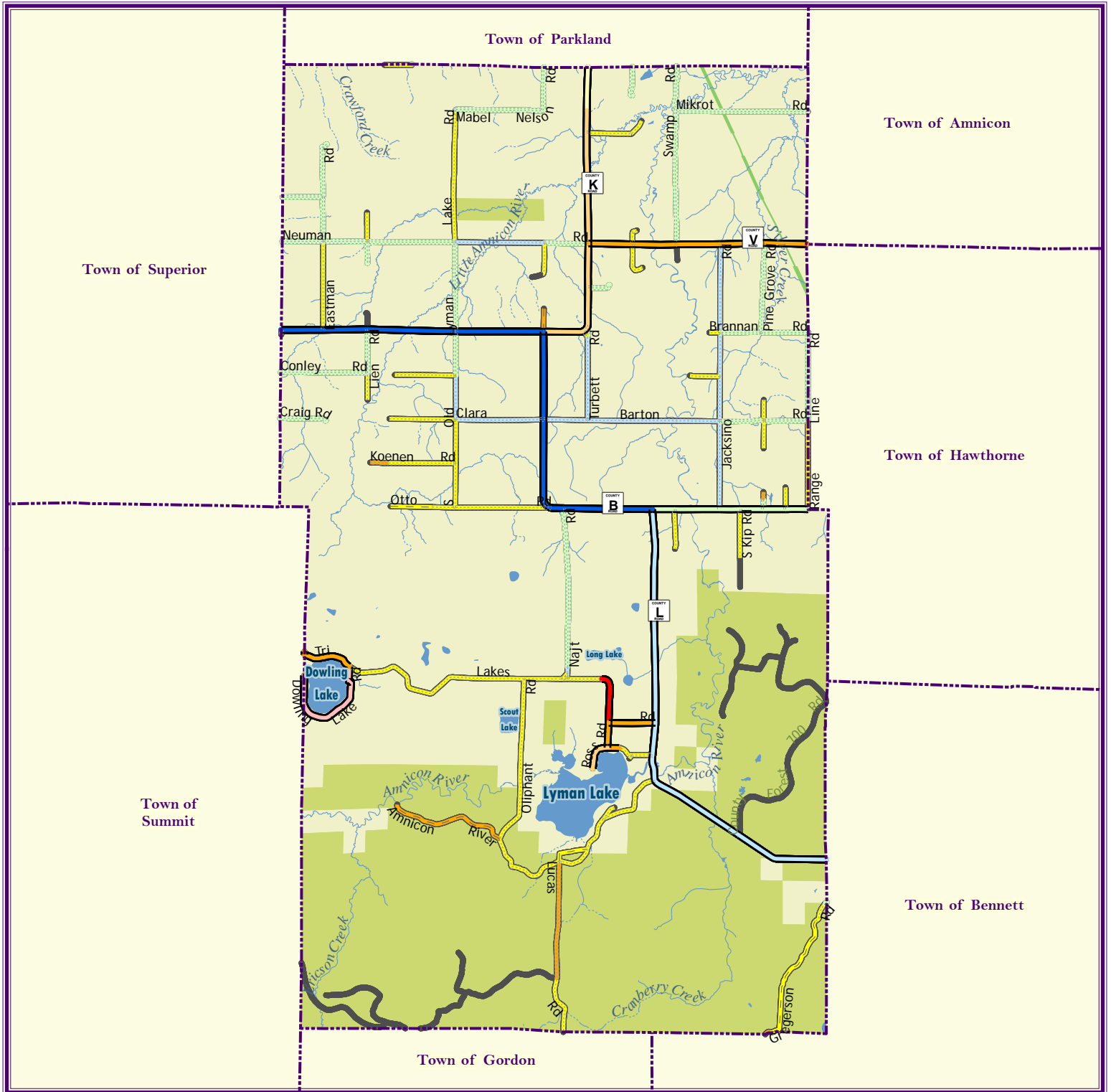
**Legend**

**Average Daily Traffic (Local Roads)**

- 0 - 320
- 321 - 960
- 961 - 2250
- 2251 - 5300
- 5301 - 16260








**Surface Type**

-  Asphalt
-  Concrete
-  Gravel
-  Unimproved Earth
-  Brick
-  Sealcoat
-  Data Unavailable


**Asphalt**

-  1
-  2
-  3
-  4
-  5
-  6
-  7
-  8
-  9
-  10

**Unimproved**

-  1
-  2
-  3
-  4
-  5
-  6
-  7
-  8
-  9
-  10

**Gravel/Sealcoat**

-  1
-  2
-  3
-  4
-  5







Chapter 4

**Utilities and Community  
Facilities**







**INTRODUCTION**

Access to public utilities, services and facilities can greatly influence growth and development patterns. Public utilities such as basic municipal gas, sewer and water are often necessary to support high-density development. In the absence of these services, concentrated development and uncontrolled use has the potential to create environmental and economic problems. With the general exception of power and communications infrastructure, public utilities rarely extend into the rural areas of Douglas County. Costs and efficiency are the two factors which generally limit the extension of these utilities into rural areas. The provision of the power can influence the development pattern, as individual homeowners are often responsible for bearing costs for extending the grid to serve their individual properties.

All county residents rely on protective and emergency services such as police, fire and emergency medical transport services. Provision of these types of services can be especially challenging for a large rural county. Because these services are generally centralized within the incorporated communities, there are much higher service costs and longer response times associated with rural service.

**UTILITIES AND COMMUNITY FACILITIES PROFILE**

**On-site Wastewater Treatment**

Most residences and businesses in rural Douglas County rely on private on-site wastewater treatment systems, or POWTS. These systems rely on soil to absorb and clarify the effluent from septic tanks. A soil evaluation conducted by a state licensed Certified Soil Tester is required before a POWTS system may be installed. The evaluation identifies all the elements necessary for the future design and

installation of the system such as type, size, depth and location on the property. Sanitary system plans must be approved by Douglas County before a land use permit will be issued for construction of a new dwelling.

There are currently no public sewer services available in the Town of Oakland. Residences and businesses rely on private on-site wastewater treatment systems. Conventional septic systems are not well suited for much of the Town of Oakland due to poor filtering capacities of the soils, slow water movement, ponding, and other factors.

**Sanitary Sewer Services**

Most of the land area within the incorporated communities of Douglas County is served by a municipal wastewater collection and treatment system. In these types of systems, wastewater generated by homes and businesses is transported through underground sanitary sewer pipes to a treatment facility. Municipal sewer service is currently available in the City of Superior and the Villages of Superior, Oliver, Poplar, Lake Nebagamon and Solon Springs. The Village of Oliver system is collection only, with effluent pumped under the St. Louis River for treatment in Duluth, MN at facilities operated by the Western Lake Superior Sanitary District (WLSSD). A portion of the Town of Gordon, between US Highway 53 and CTH "Y" is connected to the Solon Springs system, while the Brule Sanitary District serves 118 accounts in the unincorporated community of Brule.

Presently there are five privately owned and operated wastewater treatment plants (WPDES Wastewater Permit Holders) within Douglas County. The Duluth, Winnipeg, and Pacific Railroad operates a treatment system for processing oil, industrial and sanitary wastes in the Town of Superior. Private collection/treatment systems serve Camp Amnicon (Town of Lakeside), Northwestern Elementary and High School (Town of Maple), the Middle River Health Facility (Town of



Amnicon) and the Murphy Oil facilities in the City of Superior.

The Town of Oakland currently does not have plans to develop a municipal sewer system.

**Storm Water Management**

Stormwater management facilities include structural and non-structural practices intended to manage the volume, rate, and quality of stormwater runoff. Structural practices include detention and retention basins, open channels, storm sewers, pipes, and infiltration structures. Non-structural practices include vegetative buffers, swales and the use of wetlands and streams for urban runoff water quality control.

The management and regulation of stormwater is divided among federal, state, county, and local governments depending on the status of incorporation and size and the activities affecting stormwater. Towns that have a population of less than 10,000 and are not included in a priority watershed are not required to obtain municipal stormwater discharge permits under Administrative Code NR 216.

A rural stormwater management system to control and manage runoff (curb and gutter type systems) is not currently in place in Douglas County. With the exception of culverts used to drain water below roads, Towns generally have limited stormwater management infrastructure.

Wisconsin communities can undertake a number of activities to help control nonpoint source pollution. These activities include promoting awareness through education programs to increase landowners’ knowledge of nonpoint source pollution issues and conservation practices they can apply to reduce pollution, providing training opportunities for local officials and road supervisors to address runoff from rural roads, promoting awareness of “best management practices” (BMPs) related

to the protection of water quality, and undertaking stormwater management planning. The Wisconsin Coastal Management Program provides grant funding for non-point source pollution control to communities within the Coastal Zone of Lake Superior and Lake Michigan.

The Town of Oakland does not own or operate any stormwater management facilities.

**Water Supply**

While public water systems are available in the incorporated communities, virtually all rural households in Douglas County rely on groundwater for their household water supply. The potable water supply is adequate to meet current demand and quality is generally very good with the exception of localized areas where excessive mineral content, hardness, and high iron concentrations are present. To access groundwater, homes and businesses in rural Douglas County rely on wells drilled into aquifers for their water supply. Well depths vary from less than 50 feet to more than 500 feet, depending upon the depth of the water table. Shallow wells are generally more vulnerable to contamination from septic tanks, leaking underground storage tanks and agricultural chemicals. Areas with porous or sandy soils and shallow groundwater depths are most vulnerable to contamination. These conditions are prevalent in the barrens area of southeastern Douglas County. Clay soils, like those found along the south shore clay plain, can slow the infiltration of contaminants. Information on contaminated sites in Douglas County can be found in the *Agricultural, Cultural and Natural Resources Chapter*.

Town of Oakland residents and businesses rely on private wells for their water supply.

**Solid Waste Disposal**

Prior to 1969, solid waste management in Douglas County consisted primarily of individual



hauling to unsupervised open dumps and on-site disposal by property owners. In 1969, all landfill operations were required to be licensed as sanitary landfills. Under Wisconsin’s Solid Waste Management Program and federal solid waste regulations, poorly located or improperly operated facilities were closed and new facilities were required to meet design and operational standards. In 2008, the only licensed sanitary landfill in Douglas County was the City of Superior Moccasin Mike Landfill off of U.S. Highways 2 and 53 in City of Superior. It is estimated that the Moccasin Mike Landfill has the capacity to handle additional waste for another 15 years. In the future, the landfill could be expanded or a new landfill could be developed. If a new landfill were to be built, a suitable location must first be identified.

Douglas County does not contract or provide for solid waste collection. Each local municipality contracts with independent service providers for collection services. The primary service providers to Douglas County include Waste Management of Minnesota, Allied Waste Services, GT Sanitation and Nordic Waste Services.

Solid waste collection services in the City of Superior are provided by the city (Street Department), with disposal in the Moccasin Mike Landfill. Curbside solid waste collection services are not available in the Village of Solon Springs. Village residents and businesses are responsible for transporting solid waste to the transfer station located at 11903 Holly Lucius Road. Solid waste disposal is only available to village residents as well as residents of the Town of Solon Springs. The village has a contract with Allied Waste Industries (formerly BFI) for waste collection from the transfer station. Allied Waste operates Lake Area Landfill near Sarona, Wisconsin.

**Licensed Solid Waste Transfer Facilities**

Solid waste transfer facilities are facilities where municipal solid waste is unloaded from

collection vehicles and briefly held while it is reloaded onto larger long-distance transport vehicles for shipment to landfills or other treatment or disposal facilities. Waste may be stored at these sites for up to 24 hours. There are currently two licensed solid waste transfer facilities in Douglas County.

Always Available Roll Off Services Inc 1021 Garfield Ave Superior, WI 54880	<u>Waste Type(s) Handled</u> Demolition Refuse
Solon Springs Solid Waste Facility 11903 S Holly Lucius Rd Solon Springs, WI 54873	<u>Waste Type(s) Handled</u> Demolition Garbage Refuse Wood matter

The Town of Wascott jointly owns and operates a transfer station for garbage disposal with the Town of Gordon. The Gordon/Wascott transfer station is located at the intersection of St. Croix Road and County Highway Y. Property owners in both towns can dispose of household garbage at the site. The facility is maintained and operated using local property tax funds. While exempt from state licensure requirements<sup>1</sup>, the Gordon-Wascott facility must comply with state-mandated performance standards and closure requirements<sup>2</sup>.

There are currently no licensed solid waste transfer facilities in the Town of Oakland.

<sup>1</sup> NR 502.07(2)  
<sup>2</sup> NR 502.04 (1) and (3) (a) and (b)



**Recycling**

Douglas County provides recycling for the entire county, except the City of Superior. The county contracts with Waste Management of Minnesota (WM) for curbside household collection in the Town of Amincon, Cloverland, Hawthorne, Oakland, and the Villages of Lake Nebagamon, Poplar, Oliver and Superior. Douglas County also has a contract with WM for collection and transport of recyclables from the various drop-off locations across the county identified in **Table 4.1**. The County pays for all of the drop-off hauling costs for recycling while the curbside costs are split between the County and either the resident or the local municipality.

For curbside recycling provided through Waste Management, recyclable materials are generally collected every other week<sup>3</sup>. There are currently 11 recycling drop-off sites located across Douglas County (**Table 4.1**). Each site accepts recyclable materials from all rural residents of Douglas County. Several sites also collect additional materials from their own community residents.

**Table 4.1: Recycling Drop-off Sites, Douglas County**

Site
Bennett
Brule
Dairyland
Gordon & Wascott
Highland
Lakeside
Maple
Parkland
Solon Springs
Summit
Recycle America Alliance

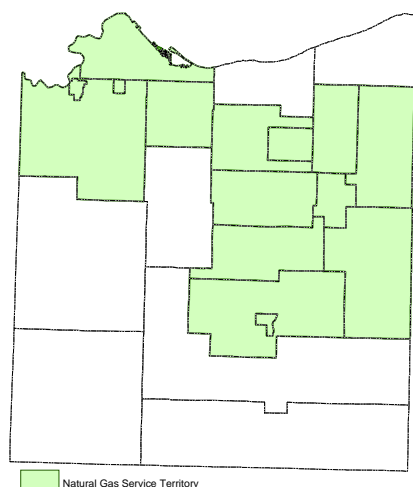
<sup>3</sup> Collection in the Town of Cloverland is once a month



### Natural Gas Service

Natural gas service to rural Douglas County is provided by the Superior Water, Light & Power Company based in Superior (SWL&P). SWL&P has 12,000 natural gas customers in 15 municipalities across Douglas County. Gas service extensions within the service territory are based on customer demand. Customers pay costs associated with extending gas service to their homes and business. The existing natural gas service territory is shown below in **Figure 4.1**.

**Figure 4.1: Douglas County Natural Gas Service Territory**



### Pipelines

Northern Natural Gas (NNG) is based in Omaha, Nebraska, and operates an interstate natural gas pipeline extending from the Permian Basin in Texas to the Upper Midwest. NNG has three pipeline segments in Douglas County. The Great Lakes Gas Transmission Company (GLGTC) operates a high-pressure natural gas pipeline that bisects the northern third of the county. GLGTC operates an extensive network of natural gas pipelines extending from western Canada’s natural gas basin to major industrial and market centers in Minnesota, Wisconsin, Michigan and eastern Canada. A portion of the 3,100 mile Lakehead Pipeline system extends

across Douglas County and into the City of Superior. Enbridge Energy Partners, LP owns and operates the U.S. segments of the Lakehead Pipeline, one of the largest crude oil pipelines in the world. The Murphy Oil refinery at Superior is directly linked to the Lakehead line. From Superior the northern route of the Lakehead Pipeline extends easterly across northern Wisconsin and the Upper Peninsula of Michigan to its terminus at Sarnia, Ontario. The southern route extends southeasterly from Superior to Chicago across lower Michigan to Sarnia.

Both the Northern Natural Gas and Enbridge natural gas pipelines cross the Town of Oakland. These lines transmit natural gas from the source to the distribution network and do not provide direct service to businesses and residences in the town.

### Pipeline Expansion Projects

Enbridge recently completed the initial stage of an expansion of the southern mainline access. The expansion adds an additional 150,000 barrel per day (bpd) capacity through the construction of 321 miles of new line along the Lakehead System route between Superior and Delavan, WI. The proposed “Southern Lights Project” includes the construction of a new pipeline between Chicago and Edmonton, Alberta. The proposed line would pass directly through Douglas County. The new line would transport light hydrocarbons from U.S. refineries to petroleum producers in western Canada. These light hydrocarbons, referred to as diluent, are used to dilute heavy crude oil (and bitumen- a tar-like oil) to a consistency that is thin enough to be transported by pipeline.

Enbridge’s proposed “Alberta Clipper” crude oil pipeline would add 1,000 miles of new line between Hardisty, Alberta, and Superior, Wisconsin. The line would increase initial capacity by 450,000 bpd, with ultimate capacity of up to 800,000 bpd available. This project is

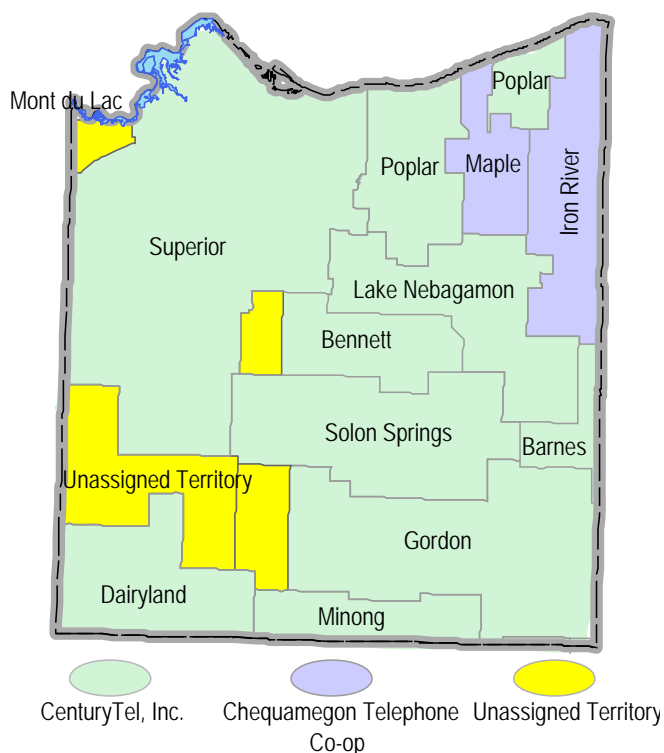


expected to begin in mid-2009 with the line in service by mid-2010. Both expansion projects identified by Enbridge will primarily utilize existing utility corridors.

Enbridge is also in the preliminary stages of a construction project to add 5 tanks to its tank farm at the Superior tank farm and terminal. In the future, 15-20 additional tanks could be added if the Murphy Oil expansion moves forward.

**COMMUNICATIONS**

**Figure 4.2: Douglas County Telephone Exchanges**



**Telephone Service**

Traditionally, telephone communication involved the transmission of analog signals over a network of copper wire connecting individual telephones. Many service providers have replaced their copper wire networks with fiber optic and coaxial cables. Fiber optic technology offers improved speed, capacity, clarity of signal and security over traditional copper technology.

CenturyTel, Inc. and the Chequamegon Telephone Cooperative provide local telephone service in Douglas County. Long distance service is available through both local and national carriers. **Figure 4.2** shows the Douglas County telephone exchange boundaries color coded by the serving company.

The Town of Oakland lies predominantly within the CenturyTel local telephone service area.

**Wireless Communication**

Wireless communication infrastructure includes broadcast communication towers, cellular towers and land-based mobile facilities. Radio broadcast technology is point to multi-point or a signal from a station to a large number of receivers. The physical capacity of the electromagnetic spectrum limits the number of frequencies available to broadcasters.

Cellular technology is based on a short-range network of cell sites, each with a fixed base transceiver station that communicates with wireless users. Because of their portability, cellular phones have become a critical communication tool for both personal and business users. Cellular phone service coverage varies across the county but is generally available within the incorporated communities and along primary transportation corridors.

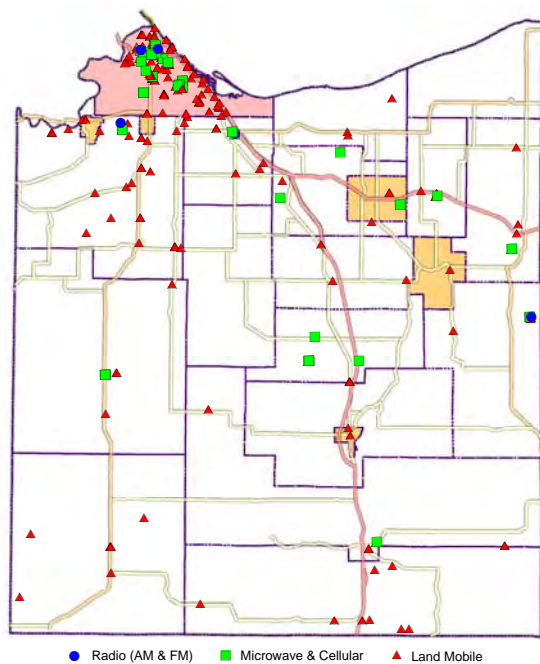
Cellular coverage in the outlying areas can be spotty depending on the service provider, proximity to towers and terrain. Personal communications services (PCS) technology is also wireless and is similar to cellular technology although it operates on a network of small cells and uses a higher frequency in the spectrum to transmit data in a digital data. PCS service in Douglas County is currently available in Superior and the surrounding vicinity.

Microwave communication involves the transmission of analog or digital signals using a series of microwave towers. Land mobile radio systems (LMRS) are used by companies, local governments, and other organizations to meet



a wide range of communication requirements, including coordination of people and materials, important safety and security needs, and rapid response in times of emergencies. Land mobile services currently operate in the VHF and UHF portions of the radio spectrum. Existing wireless communication towers in Douglas County are shown in **Figure 4.3**. There are no cellular towers located in the Town of Oakland.

**Figure 4.3: Wireless Communication Towers**



**Towers and Antennae**

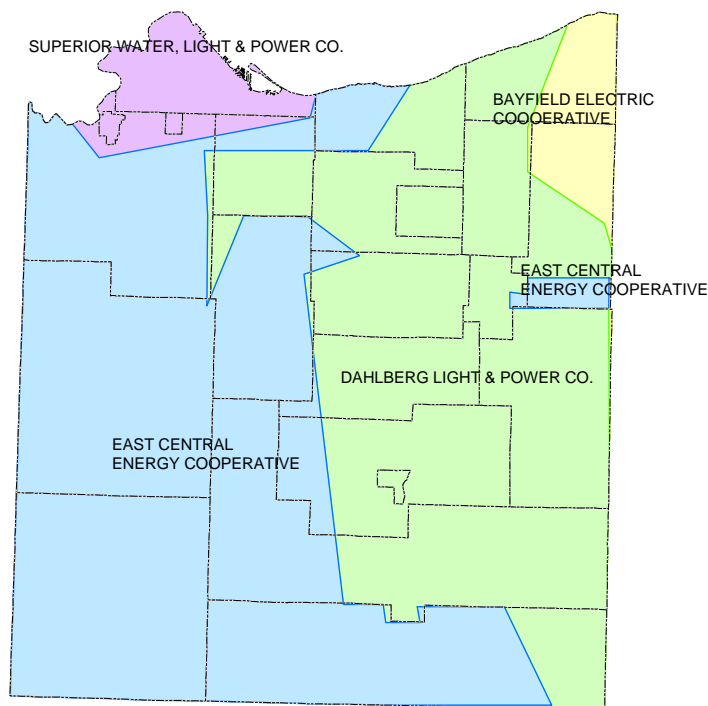
The height of wireless communications towers generally range from 20 to 200 feet in order to be taller than trees, buildings and other obstructions. Required height is generally proportional to a combination of the distance antennas can cover and the service demand within their radius. Towers can be freestanding monopole or lattice structures or anchored to the ground using guyed wires. Antennas are placed on the tower structures or attached to other tall objects such as buildings, water towers or utility poles.

The Douglas County Zoning Ordinance establishes a building height limit of 35 feet, which applies to all zoning districts except I-1 Industrial (60 feet). The construction of any structure in excess of 35 feet in height requires a conditional use permit. Chapter 8.8 of the Douglas County Zoning Ordinance regulates the location, siting, design and construction of wireless communication facilities.



**Electric Power Supply**

**Figure 4.4: Electric Utility Service Areas**



As depicted in **figure 4.4**, Douglas County is served by four electric utility service providers. Minnesota-based East Central Energy (ECE) provides electric service to 51,000 members in east-central Minnesota and northwestern Wisconsin, including parts of western Douglas County. Much of the central and eastern areas of the county are served by Dahlberg Light & Power Co (DL&P). DL&P is an investor-owned electric utility based in Solon Springs, which serves approximately 11,000 customers in Douglas, Bayfield and Washburn counties of northwestern Wisconsin. The Superior Water, Light & Power Co. (SWL&P), based in Superior, provides electric service to 14,000 customers in the City of Superior and adjacent areas. The far northeastern corner of the county is served by Bayfield Electric Cooperative, based in Iron River. There are currently no plans for major electric utility expansion in Douglas County. Electric service is extended to new customers on an as-needed basis. The primary electric utility service provider in the Town of Oakland is East Central Energy Cooperative.





**Electric Infrastructure**



Typically, power transmission is between the power plant and a substation near a populated area. In Douglas County there are four substations, each located in the City of Superior. There are seven major electric transmission lines in Douglas County, with operational voltages ranging from 115Kv to 345Kv. Electricity distribution is the delivery from the substation to the consumers. The county has an extensive network of distribution lines located along or under public highways or private lands pursuant to leases and easements with landowners and governmental jurisdictions.

**Table 4.2: Transmission Lines, Douglas County**

<b>Name</b>	<b>Voltage (Kv)</b>
Arrowhead-Weston	345
Winter-Stinson Line	115
Hibbard-Winter Line	115
Gary-Stinson Line	115
Ino-Superior Line	115
Lakehead Tap	115
Lakehead Pipeline	115
Ino-Superior Line	115



**Government Facilities**

General government facilities include city halls, county courthouses, and other local general government administration buildings.

**County Facilities**

The primary county government facilities are the Douglas County Courthouse located 1313 Belknap Street and the Government Center located at 1316 North 14<sup>th</sup> Street, both in the City of Superior. Other county facilities include the County Forestry Department office in the Village of Solon Springs and the County Highway Facility located at 7417 South County Road E in the Town of Hawthorne. There are also four garage/tool house sites located throughout the County, including sites at Dairyland (State Trunk

Highway 35), Gordon (County Trunk Highway M), Maple (CTH FF), and Pattison Park (Manitou Valley Road). The Douglas County Courthouse was built during the year 1919 and was occupied in March, 1920. Completed in 2003, the Douglas County Government Center is a joint city-county complex housing Administration, Human Resources and Health & Human Services offices and law enforcement centers for the City of Superior and Douglas County. The county’s 219-bed jail is also located within the Government Center.

**Town Facilities**

The principal administrative buildings of town government are the town halls.

<b>Town</b>	<b>Address</b>	<b>City</b>
Town Of Amnicon	8985 E US Highway 2	South Range, WI 54874
Town Of Bennett	9215 E County Road L	Bennett, WI 54873
Town Of Brule	5814 S Maple St	Brule, WI 54820
Town Of Cloverland	2763 South State Road 13	Maple, WI 54854
Town Of Dairyland	15208 S State Road 35	Dairyland WI 54830
Town Of Gordon	P.O. Box 68	Gordon, WI 54838
Town Of Hawthorne	7242 E. Crossover Road	South Range, WI 54874
Town Of Highland	9360 S County Road S	Lake Nebagmon, WI 54849
Town Of Lakeside	3196 S Poplar River Rd	Poplar, WI 54864
Town Of Maple	11037 E US Highway 2	Maple ,WI 54854
<i>Town Of Oakland</i>	<i>6410 S County Road B</i>	<i>South Range, WI 54874</i>
Town Of Parkland	6221 E Veterans Dr	South Range, WI 54874
Town Of Solon Springs	11407 S Cemetery Rd	Solon Springs, WI 54873-0275
Town Of Summit	2731 E Milchesky Rd	Foxboro, WI 54836
Town Of Superior	4917 S State Road 35	Superior, WI 54880
Town Of Wascott	P.O. Box 159	Wascott, WI 54890

Source: NWRPC



**City & Village Facilities**

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<b>Municipality</b>	<b>Address</b>	<b>City</b>
Village Of Superior	6702 Ogden Av	Superior, WI 54880
Village Of Solon Springs	11523 S Business Hwy 53	Solon Springs, WI 54873
Village Of Poplar	4932 S Village Rd	Poplar, WI 54864
Village Of Oliver	2125 E State St	Superior, WI 54880
Village Of Lake Nebagamon	11596 E Waterfront Dr	Lake Nebagamon, WI
City of Superior - City Hall	1316 N 14th St	Superior, WI 54880

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Source: NWRPC



**COUNTY GOVERNMENT SERVICES**

**Administrative Department**

The County Administrator oversees the daily operations of the county and provides supervision to department managers, Human Resources, and Risk Management, including hiring and terminations. The Administrator also acts as liaison and coordinator of County Board activities and implements Board directives, as well as being responsive to the concerns of the taxpayers and media.

**Douglas County Child Support Agency**

The Douglas County Child Support Agency has eight child support investigators and two support staff. Agency responsibilities include the establishment of paternity in non-marital cases, enforcement of child support orders pursuant to divorce or legal separations through the court system. CSA will also pursue child support upon request where no action for divorce has been initiated by either party.

**Douglas County Circuit Court**

Douglas County is part of the 10th Judicial District, which covers 13 counties in northwestern Wisconsin. There are two trial courts that handle the caseload for Douglas County. The two branches share the caseload according to a rotation plan approved by the judges. Large claims, civil actions, family law cases and all forfeitures are divided equally. One court takes all misdemeanors and the other felonies, which they rotate every few years. Branch 1 handles all probate litigation, guardianships, and mental commitments, while Branch II handles juvenile cases.

**Clerk of Courts**

The Clerk of Courts provides clerical, record-keeping, accounting, and administrative services to the Court system. The Clerk of Courts handles family, civil, small claims, criminal, traffic, and ordinance violation files and collects fines for traffic citations, ordinance infractions and criminal cases.

**Corporation Council**

The Corporation Counsel is the attorney for the county government. The Corporation Counsel represents the county in civil legal matters or makes appropriate recommendations for representation. This office advises the County Board in matters of legal concern including open meetings and parliamentary procedure, and generally represents the county interests as the County Board deems necessary. The duties of the Corporation Counsel, as conferred by State Statute and the County Board, are limited to civil matters affecting Douglas County or any of its departments. The Corporation Counsel must attend all meetings of the County Board and its committees, when requested. The Corporation Counsel represents the Douglas County Child Support Enforcement Agency and gives legal advice to all other units of county government.

**County Clerk**

The County Clerk is a constitutional officer who is elected every two years. The Clerk's chief duty is to act as Clerk to the Board of Supervisors, keeping official minutes and records of the Board and committees, maintaining county ordinance book, and performing all other duties required by law or by the Board in connection with its meetings and transactions.

The County Clerk is the Election Commissioner for the county, which involves preparation and distribution of ballots, publishing of election notices, tallying of ballots on election night and canvassing of the final results of all federal, state, county and judicial elections within the county, and certifying the results to the State Elections Board. The County Clerk also maintains the county's web site.

The County Clerk maintains an inventory of county-owned land and is in charge of all land sales; issues marriage licenses; is a Passport Acceptance Agent; and supervises Central Supply, which processes office supply purchase



orders and provides photocopying and postage metering services to all county departments.

### **County Treasurer**

The County Treasurer collects real estate property taxes. The County Treasurer receives all monies from all sources belonging to the county, and all other monies, which by statute or county ordinance are directed to be paid to the treasurer, and receives payment of delinquent property taxes or the redemption of land subject to a tax certificate.

### **District Attorney**

The District Attorney is a constitutional office, elected every four years by the voters of Douglas County. The duties of the District Attorney include the prosecution of criminal matters including: felonies, misdemeanors, and forfeiture actions, violations of the traffic code; making initial decisions to prosecute; appearing at all hearings involved in these areas of responsibility; and serving as a resource for law enforcement agencies in the county.

### **Emergency Management**

The mission of Douglas County Emergency Management is to utilize effective planning, training, and coordination to continually develop the mitigation, preparedness, response, and recovery capabilities of the county's cities, villages, and townships for emergencies resulting from all hazards. Emergency Management operates the county's 911 Dispatch Center and is the custodian of the county's Hazard Mitigation Plan.

### **University of Wisconsin – Cooperative Extension**

With an office in each Wisconsin county, Cooperative Extension develops practical educational programs tailored to local needs and based on university knowledge and research. County-based Extension educators are University of Wisconsin faculty and staff who are experts in agriculture and agribusiness, community and economic development, natural resources, family living and youth development.

### **Finance Department**

The Finance Department's primary purpose is to develop, implement and administer an efficient financial system to accurately provide financial information that accounts for and identifies all the financial resources of the county. The Finance Department maintains the County's financial records in accordance with Generally Accepted Accounting Principles and Government Accounting, Auditing and Financial Reporting guidelines; and provides financial reporting and management services essential to the effective operation of county government. The Finance Department provides internal auditing services and assistance to the various county departments.

Additional responsibilities include development of cash management procedures, supervision of the County's insurance operations between the county and agent, implementation and maintenance of a fixed asset grouping of accounts and review of records pertaining to physical assets, and development and implementation of financial projects. The Finance Department works closely with the Wisconsin Department of Revenue and other state departments, local agencies, and County departments, in meeting all of the County reporting requirements.

### **Forestry Department**

The primary responsibility of the Douglas County Forestry Department is to, on behalf of Douglas County residents, provide stewardship to forest resources, develop and maintain recreational opportunities, and serve as an informational resource to the public. The Forestry Department manages the largest County Forest in the State of Wisconsin. Timber harvesting operations on County Forest lands generates over \$2 million in revenue annually. Ten percent of forest harvest revenue is paid to towns in Douglas County based upon the percentage of County forest land within their boundaries.



**Highway Department**

The Highway Department has charge, under the direction of the Highway Committee, of all the county trunk highways in the county. It is the duty of the Department to do, or have done, all necessary engineering and make all necessary examinations for the establishment, construction, improvement and maintenance of highways. The Highway Department main facility is located in Hawthorne, with four garage/tool house sites located throughout the County. The Department also provides services to towns and villages such as paving, chip sealing, brushing and drainage activities. During the winter months, the Department is responsible for snow plowing, ice control and sanding operations.

**Human Resources Department**

The Human Resources Department exists to support and provide the human resources services to the managers, employees, County Board, and general public; and to ensure compliance with all relevant laws; to consult and guide individuals in the nature of their work; to negotiate, develop, monitor, implement, and oversee contracts, employment services, benefits, training, and policies and procedures.

**Health & Human Services Department**

Douglas County Department of Health and Human Services promotes the health, safety, and well-being of individuals and families by providing a coordinated continuum of services for eligible county residents.

Douglas County Health and Human Services has five service areas. **Economic Support** administers the medical assistance and food shares programs. **Human Services** provides child protective services, juvenile court intake screening and supervision, family and adult services, including foster care and services to the frail elderly, and programs for the mentally ill, developmentally disabled, and drug and alcohol abuse. **Environmental Health** provides a variety of programs aimed at identifying,

controlling, and preventing environmental health hazards in the community. **Public Health** protects people's health and safety by preventing and controlling disease and injuries and providing public education programs.

**Information Services Department**

The Douglas County Information Services Department, in conjunction with the City of Superior Data Processing Department, provides computerized services for the departments in the county and the city. Departments have direct access to the data with their own computers. The computer system provides the county with a means to carry out many tasks that at one time were done manually. Current computerized applications include accounting, payroll, Register of Deeds, tax collections, imaging, telephone systems, GIS mapping, emergency dispatch, web site and others.

**Sheriff's Department**

The Douglas County Sheriff's Department provides law enforcement services for rural towns in Douglas County and to the Villages of Oliver and Superior through intergovernmental agreements. The Department also oversees operation of the county's 219-bed jail facility.

**Judicial Court Commissioner**

The Judicial Court Commissioner for Douglas County is appointed by the two Circuit Court judges. The Court Commissioner position exists to perform certain judiciary duties as mandated by statute. The core purpose of the Commissioner position is to independently, fairly, and impartially handle matters and resolve contested litigation cases that appear before the court.

**Land Conservation Department**

The Douglas County Land Conservation Department (LCD) operates under the direction of the Land Conservation Committee (LCC). The LCD and LCC are responsible for administration of soil and water conservation programs and for providing technical assistance and conservation education. Chapter 92 of the Wisconsin Statutes requires all counties to have an LCC and



establishes the following duties and responsibilities,

- Establish goals and standards for conservation of soil and water resources
- Provide for cost-sharing, technical assistance, and educational programs to conserve soil and water resources
- Encourage coordinated soil and water conservation planning and program implementation
- Enable the regulation of harmful land use and land management practices by county ordinance
- Preparation of a Land and Water Resource Management Plan

**Land Records Department**

The Douglas County Land Records Department provides access to land-related data of properties in the county and provides copies, as requested, for a fee. Information includes original government surveys, retracement land surveys, public land survey monumentation records, tax parcel maps, aerial photography, and land ownership data. Services provided include digital mapping data, parcel maps, aerial photography, wetland and soils data, plat book sales, etc. The County Surveyor serves as the Land Information Officer (LIO) and is the county's representative with the Wisconsin Land Information Program (WLIP).

**Medical Examiner**

The Douglas County Medical Examiner's Office provides death investigation services to Douglas County. The Department is responsible for conducting examination and reporting on the medical investigation of all known or suspected homicides, suicides, accidental death; medically-unattended death and death that might constitute a threat to the public health and safety.

**Planning and Zoning Department**

The Planning and Zoning Department administers county land use and zoning

ordinances, provides technical assistance to various elected and appointed committees and boards, and serves as an information source to the public regarding policies and procedures. The Department also issues land use, sanitary and nonmetallic mining reclamation permits.

**Probate Office**

The Douglas County Probate Office is responsible for maintaining and updating files regarding probate of estates, guardianships, protective placements, adoptions and mental commitments. This is a statutory office with the position of Register in Probate filled by judicial appointment.

**Real Property Lister**

Duties of the Real Property Lister include preparation and maintenance of accurate ownership and description information for all parcels of real property in Douglas County (except City of Superior). The Real Property Lister also provides various information on parcels of real property in Douglas County for the use by district assessors, city, villages, town clerks, town treasurers, county departments, and any other person or organization requiring that information.

**Recycling Department**

The Douglas County Recycling Department is a single person part-time office. The Department oversees the county's recycling program, negotiates and administers recycling contracts with vendors and coordinates public education. The Douglas County Recycling Coordinator is also the City of Superior Recycling Coordinator.

**Register of Deeds**

The Office of the Register of Deeds records, scans, and compiles an index of real estate documents, corporation papers and military discharges; records informal probate instruments; files and keeps an index of financing statements; maintains motor vehicle lien index; collects the real estate transfer tax; and performs such other functions as provided, pursuant to Sections 59.51, 69.23 and other pertinent sections of the Wisconsin Statute. The



Register of Deeds also records vital records such as birth, death and marriage certificates.

**Veterans Service Office**

The Douglas County Veterans Service Office assists active military personnel, National Guard, Reservists, retirees, veterans, and their families with obtaining local, state and federal benefits.





Schools

There are three school districts located entirely within Douglas County (Maple, Solon Springs, and Superior). Districts from adjoining counties extend into the southern part of the county (Northwoods, Webster and Drummond School Districts). Total student enrollments in the Solon Springs and Superior School Districts decreased by 12.3 percent between 1997 and 2008. Conversely, student enrollments in the Maple School District increased by 7.5 during the same period. Douglas County school districts are shown in Figure 4.5. Table 4.3 contains an inventory of public and private schools in Douglas County. Table 4.4 and Table 4.5 provide enrollment statistics. The Superior School District serves residents of the Town of Oakland.

Figure 4.5: Douglas County School Districts

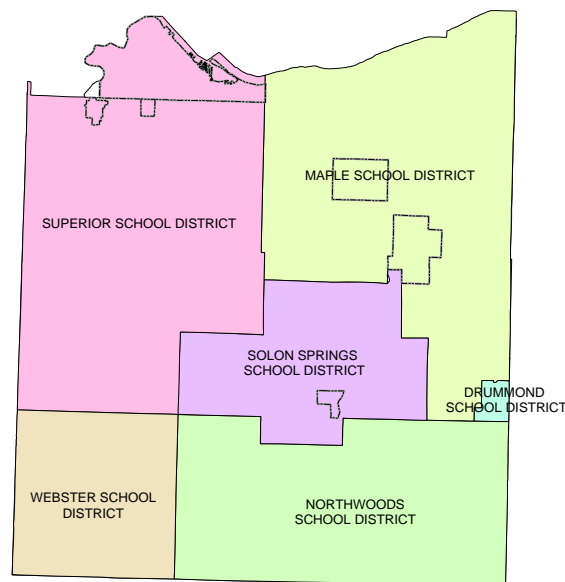


Table 4.3: Douglas County Schools

School Name	Address	City	Grades	Type
Northwestern Elem.	10499 E US Highway 2	Poplar	PK-5	Public
Northwestern M.S.	10555 E US Highway 2	Poplar	6-8	Public
Northwestern H.S.	4751 S County Road F	Maple	9-12	Public
Solon Springs School	8993 E Baldwin Ave	Solon Springs	PK-12	Public
Bryant Elem.	1423 Central Ave	Superior	PK-5	Public
Cooper Elem.	1807 Missouri Ave	Superior	PK-5	Public
Four Corners Elem.	4465 E County Road B	Superior	PK-5	Public
Great Lakes Elem.	129 N 28th St E	Superior	PK-5	Public
Lake Superior Elem.	6200 E 3rd St	Superior	PK-5	Public
Northern Lights Elem.	1201 N 28th St	Superior	PK-5	Public
Superior M.S	3626 Hammond Avenue	Superior	6-8	Public
Superior H.S.	2600 Catlin Ave	Superior	9-12	Public
Cathedral School	1419 Baxter Ave	Superior	PK-8	Private
Maranatha Academy	4916 S State Road 35	Superior	PK-12	Private
Twin Ports Baptist School	208 52nd Ave E	Superior	K-12	Private
UW - Superior	1800 Grand Ave	Superior	4 year	Public
WITC Superior	600 N 21st St	Superior	2 year	Public



**Table 4.4: 1997-2008 Total Student Enrollments by School District**

Student Enrollment – Districts Within Douglas County												
District	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
<b>Maple</b>	1,357	1,346	1,343	1,385	1,388	1,391	1,368	1,399	1,337	1,415	1,454	1,459
<b>Solon Springs</b>	402	378	374	389	400	383	374	356	292	350	345	341
<b>Superior</b>	5,683	5,594	5,397	5,211	5,170	5,055	5,063	4,938	4,822	4,768	5,007	4,993
Student Enrollment – Districts Outside of Douglas County												
District	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
<b>Northwood</b>	383	390	406	421	412	406	441	447	495	445	432	435
<b>Drummond</b>	596	606	586	605	582	577	561	561	552	519	512	499
<b>Webster</b>	813	787	780	779	778	764	756	749	724	752	736	773

Source: Wisconsin Department of Public Instruction

**Table 4.5: 1997-2008 Total Student Enrollments by School (Public and Private)**

School Name	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
<b>Northwestern Elem.</b>	*	*	495	507	530	539	491	495	475	504	509	510
<b>Northwestern M.S.</b>	324	328	317	329	312	306	309	353	328	354	357	330
<b>Northwestern H.S.</b>	430	401	418	435	427	437	426	417	387	413	450	475
<b>Solon Springs School</b>	402	378	374	389	400	383	374	356	292	350	345	341
<b>Bryant Elem.</b>	479	476	478	494	496	463	398	322	329	346	358	345
<b>Cooper Elem.</b>	462	497	463	434	443	438	389	317	303	309	302	321
<b>Four Corners Elem.</b>	370	354	332	319	328	342	308	232	229	232	252	249
<b>Great Lakes Elem.</b>	455	462	456	450	439	427	433	384	375	361	405	366
<b>Lake Superior Elem.</b>	290	294	275	270	289	254	265	196	179	188	178	191
<b>Northern Lights Elem.</b>	*	*	*	*	*	*	645	643	628	625	834	881
<b>Superior M.S.</b>	488	469	476	446	406	429	563	1193	1137	1070	1027	1013
<b>Superior H.S.</b>	1906	1841	1740	1647	1646	1638	1712	1651	1642	1637	1651	1627
<b>Cathedral School</b>	*	413	386	386	362	335	335	293	275	277	267	270
<b>Maranatha Academy</b>	*	118	145	135	132	139	129	144	112	114	103	88
<b>Twin Ports Baptist School</b>	*	19	*	14	19	22	28	33	*	*	24	25

Source: Wisconsin Department of Public Instruction

**School District Planning**

The Solon Springs School District anticipates stable or slightly declining enrollment over the next 10 years. Accordingly, the District has no immediate plans for expansion of facilities. The school building was constructed in the late 1960s, with several improvements over the past 10-15 years. Future events such as the potential Murphy Oil expansion may result in increasing enrollment and necessitate expansion of

facilities.

In 2006, voters in the Maple School District in Douglas and Bayfield Counties approved a \$33 million school construction, remodeling and maintenance referendum. Facility improvements were needed in order to respond to increasing District enrollment. Remodeling projects at the Northwestern Middle School and Iron River Elementary were completed in 2007 and an expansion project at Northwestern High



School is estimated to be completed in late 2009. The District operates on a 5-year planning cycle.

The Superior School District recently completed rebuilding projects at Northern Lights Elementary School and the Superior Middle School. No additional facilities improvement or expansion projects are currently planned. The District operates on a 10-year facilities planning cycle.

**Higher Education**

**University of Wisconsin-Superior**

The University of Wisconsin-Superior is the only comprehensive campus in the UW System serving the 11 counties of northern Wisconsin. UW-Superior is designated Wisconsin’s Public Liberal Arts College, reflecting the university’s mission to provide students with a liberal arts education that prepares them to be active citizens, strong employees and individuals prepared for lifelong learning. The majority of the university’s students come from the surrounding region, but the campus also draws students from throughout Wisconsin, the U.S., and from countries around the world. The campus offers specialized training and research through the Transportation Research Center; freshwater research conducted through the Lake Superior Research Institute; business and entrepreneur assistance offered by the Small Business Development Center; and community and regional development support through the Northern Center for Community and Economic Development.

UW-Superior has a Six-Year Physical Development Plan, which is updated every two years as required by Wisconsin’s biennial capital budget process. Scheduled improvements to University facilities include:

- Construction of a new academic building (Swenson Hall, estimated completion in 2010)
- Jim Dan Hill library renovation (in process, estimated completion 6/2010)
- Athletic field development
- Rothwell Student Center reconstruction (in process)
- Demolition of Sundquist and McCaskill Halls (2009-2011)
- Barstow Science Hall renovation and addition (2009-2011)
- Old Main renovation (2009-2011)
- Expansion of the North Campus Parking Lot (2009-2011)

**Wisconsin Indianhead Technical College – Superior Campus**

The Superior Campus is one of four in the Wisconsin Indianhead Technical College (WITC) system. WITC-Superior offers 28 programs in associate degree and one- and two-year technical diplomas in business, health and service, personal and community service and trade and technical.



HEALTH CARE FACILITIES

Community health care facilities in Douglas County are generally found within the urbanized areas. There are no public health care facilities in the Town of Oakland.

Home Health Care

A home health agency is an organization that provides part-time and intermittent skilled nursing and other therapeutic services on a visiting basis to persons in their homes. The only state licensed home health agency in Douglas County is The Dove, Inc., located in the City of Superior.

Hospitals

The only licensed hospital in Douglas County is the St. Mary's Hospital of Superior, an affiliate of the St. Mary's Duluth Clinic Health System (SMDC).

Trauma Care Facilities

Wisconsin's integrated system of trauma care requires the identification of hospitals as trauma care facilities by using the Level I, II, III,

IV or "unclassified" structure. Douglas County currently has no designated trauma care facilities; however, these services are available in nearby Duluth, Minnesota.

Adult Day Care

Adult day care programs provide the elderly and other adults with services when their caregivers are at work or need relief. There is one licensed adult day care facility in Douglas County. Operated by Northwest Wisconsin Community Services Agency, Memory Lane Adult Day Care Services in Superior provides assisted living services to those suffering from dementia and Alzheimer's disease.

Adult Family Homes

Adult family homes are places where three or 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 7 hours per week of nursing care per resident. There are eight licensed adult family homes in Douglas County (Table 4.6).

Table 4.6: Licensed Adult Family Homes, Douglas County

Facility Name	Address	Gender	Cap
Brule Country Companions	5677 S Pine St, Brule WI 54820	M-F	4
Innovative Living Inc Ogden House	1420 E 5th St, Superior WI 54880	M	3
John II House	3010 E 4th St, Superior WI 54880	M	4
Missouri Gardens	2347 Missouri Avenue, Superior WI 54880	M-F	4
Pearl House Ltd	6128 Ogden Avenue, Superior WI 54880	M-F	4
Rem Wisconsin III Inc - Hammond	1406 North 31st Street, Superior WI 54880	M-F	4
Wisconsin House	3625 N 20th St, Superior WI 54880	F	4
Woodview	6001 E 3rd St, Superior WI 54880	M-F	4

Source: Wisconsin Department of Health Services

Community Based Residential Facilities

Community based residential facilities (CBRFs) are places where five or more unrelated people live together in a community setting. Typically, services provided include room and board, supervision, support services, and may include up to 3 hours of nursing care per week. Licensed CBRF facilities in Douglas County are listed in Table 4.7. There are currently no licensed CBRF's in the Town of Oakland.



**Table 4. 7: Licensed Community Based Residential Facilities (CBRFs), Douglas County**

Facility Name	Address	Gender	Cap
Cypress House CBRF	1415 Cypress Ave, Superior WI 54880	M-F	6
Deer Haven	3105 Cumming Ave, Superior WI 54880	M-F	6
Faxon House CBRF	1212 Faxon St, Superior WI 54880	M-F	7
Harborview CBRF	910 E 5th St, Superior WI 54880	M-F	6
Harmony House II	7613 John Ave, Superior WI 54880	M-F	8
Harmony KC LKLC	7615 John Ave, Superior WI 54880	M-F	8
HRC Residential Chem. Dependency	1500 N 34th St #600, Superior WI 54880	M-F	20
Mckenzie Manor	3317 North 21st Street, Superior WI 54880	M-F	7
Mountain View Home	3319 N 16th Street, Superior WI 54880	M-F	6
Northern Residence	6857 S County Rd E, Hawthorne WI 54842	M-F	7
REM Wisconsin III Inc 21st Street	3901 N 21st Street, Superior WI 54880	M-F	6
REM Wisconsin III Inc Belknap	3706 Belknap St, Superior WI 54880	M-F	6
Stardusk House	7619 John Ave, Superior WI 54880	M-F	8
Tradewinds Residence Inc	1601 N 16th St, Superior WI 54880	M-F	20

Source: Wisconsin Department of Health Services

**Nursing Homes**

Nursing homes are care facilities that offer a protective, therapeutic environment for those who need rehabilitation or can no longer live independently. In Wisconsin, nursing homes are licensed by the Department of Health and Family Services. Currently, there are four licensed nursing homes in Douglas County (**Table 4.8**). There are no licensed nursing homes in the Town of Oakland.

**Table 4.8: Licensed Nursing Homes, Douglas County**

Facility	Address	Beds
<b>Villa Marina Health and Rehab Center</b>	35 N 28th St, Superior WI 54880	72
<b>St Francis Park Health and Rehab</b>	1800 New York Ave, Superior WI 54880	168
<b>Middle River Health Care Center</b>	8274 E San Rd, Hawthorne WI 54842	102
<b>Golden Living Center-Superior</b>	1612 N 37th St, Superior WI 54880	90

Source: Wisconsin Department of Health Services

**Ambulance Service (EMS)**

In Wisconsin ambulance service providers are licensed by the Department of Health Services (DHS). There are currently three licensed ambulance service providers in Douglas County. Gold Cross currently has an ambulance station in Hawthorne while the Gordon-Wascott Emergency Medical Service has two fully-equipped ambulances based in Gordon. Luke’s

One ambulance service is based in Duluth, Minnesota. Medical helicopter services are provided by St. Luke's Hospital of Duluth (Luke’s One) and St. Mary's Duluth Clinic of Duluth (LifeFlight). These service providers work in conjunction with local ambulance providers and local responders to transport critically ill or injured patients to hospitals.



Gold Cross Ambulance Service Inc  
4505 W Michigan St  
Duluth, MN 56302  
License Level: EMT-Paramedic

Gordon-Wascott Emergency Medical Service  
14511 S Hwy 53  
Gordon, WI 54838  
License Level: EMT-Intermediate Technician

Luke's One  
1419 N 46th St  
Superior, WI 54880  
License Level: EMT-Paramedic

**Child Care Facilities**

Wisconsin law requires anyone caring for four or more children, unrelated to the provider, under the age of 7 years, to be licensed by the Wisconsin Department of Children and Families (DCF). There are two main categories of licensed care: Family Child Care, (up to eight children in care at any one time) and Group Child Care, (9 or more children in care at any one time). Day camp is another type of licensed program that is seasonal and oriented to the out-of-doors. Within Douglas County there are 40 licensed day care facilities (21 group, 18 family, 1 day camp).

An inventory of licensed child care facilities in Douglas County is provided in **Table 4.9**.

There are currently no licensed childcare facilities in the Town of Oakland.



**Table 4.9: Licensed Child Care Facilities, Douglas County**

Name	Address	City	Type
Cabbage Patch (The)	6212 Ogden Ave	Superior	Family
Cindy Campbell's Day Care	3103 Lamborn Ave	Superior	Family
Cindy's Petite Playmates	2440 Oakes Ave	Superior	Family
Deb's Children Center	1204 Harrison St	Superior	Family
Fotoula's Family Day Care	1707 Hughitt Ave	Superior	Family
Jack and Jill's Family Day Care	919 N 21st St	Superior	Family
Kid-Mit-Ment	1117 Hughitt Ave	Superior	Family
Kinder Quest Family Child Care Ctr.	2440 Maryland Ave	Superior	Family
Kreative Kids Child Care & Presch	920 23rd Ave E	Superior	Family
Mickey Mouse Playhouse	516 Baxter Ave	Superior	Family
Oasis Kare Learning Center	3927 E Fourth St	Superior	Family
Precious Angels Day Care	2910 N 21st St	Superior	Family
Tender Loving Care	2006 Hammond Ave	Superior	Family
Children's Corner Day Care Ctr.	2231 Catlin Ave	Superior	Group
Family Forum Head Start Center #1	1500 N 34th St	Superior	Group
Family Forum Head Start Ctr. #2	518 Grand Ave	Superior	Group
Happy Hearts Day Care Inc.	3605 E 2nd St	Superior	Group
New Horizons Children's Ctr.	1209 N 7th St	Superior	Group
Noah's Ark Day Care Ctr.	1625 N 59th St	Superior	Group
Noah's Ark Day Care	1531 Hughitt Ave	Superior	Group
Shell's Daycare Inc	1500 N 34th St # 100	Superior	Group
Superior Children's Center	2416 Hill Ave	Superior	Group
University Children's Center	1610 Catlin Ave	Superior	Group
YMCA Latchkey - Bryant Elem	1423 Central Ave	Superior	Group
YMCA Latchkey-Cooper Elem Sch	1807 Missouri Ave	Superior	Group
YMCA Latchkey-Four Corners Sch	4465 E Cty Trunk B	Superior	Group
YMCA Latchkey-Great Lakes Elm Sch	129 N 28th St E	Superior	Group
YMCA Latchkey-Northern Lights Elem	1201 N 28th St	Superior	Group
YMCA Preschool and Child Care Ctr	2231 Catlin Ave # 12	Superior	Group
YMCA Shooting Stars	9 N 21st St	Superior	Group
Family Forum Head Start Ctr #4	5613 S Hill Dr	Brule	Group
Superior-Douglas Cty YMCA Camp	7751 Cty Rd S	Lake Nebagamon	Day Camp
Lynn's Home Sweet Home	10917 E Us Hwy 2	Maple	Family
Maple Family Day Care	11419 E Estness Rd	Maple	Family
Little Angels Daycare	5319 S Maple Rd	Poplar	Family
Little Footsteps	5344 Balsam Dr	Poplar	Family
Carolyn's Corner	4233 S Cty Rd P	Poplar	Group
Little Lambs Preschool	5161 S Cty Rd P	Poplar	Group
Mary's Care Bear Center	9052 E Baldwin Ave	Solon Springs	Family

Source: Wisconsin Department of Children & Families



**POLICE, FIRE AND RESCUE FACILITIES**

**Police**

The Douglas County Sheriff’s Department provides full law enforcement services to Douglas County. Services provided by the Department include patrols (response, traffic enforcement), investigative services (criminal investigations, crime scene, evidence, etc.) civil process services (subpoenas, warrants, etc.) and jail services (incarceration of inmates). The Douglas County Sheriff's Department has a full – time staff of 85 employees, with an additional six part-time positions and a 19-person volunteer search and rescue squad.

The Douglas County Sherriff’s Department provides primary law enforcement services to the Town of Oakland.

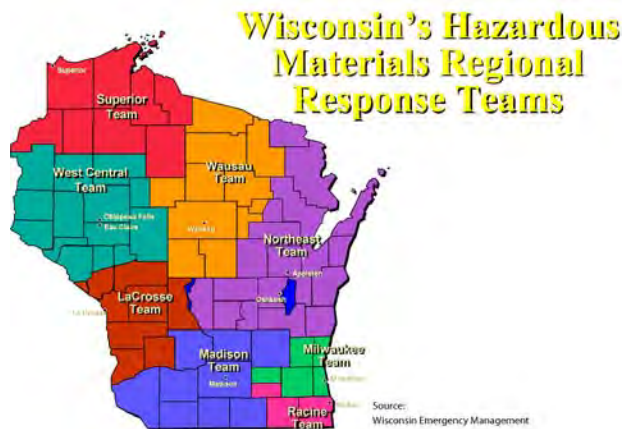
The Village of Solon Springs has shared police services with the Town of Solon Springs. The Solon Springs Police Department consists of a single officer who works 35 hours per week. The Douglas County Sheriff’s Department provides law enforcement services to Villages of Superior, Oliver. The Village of Lake Nebagamon has a constable who is responsible for the enforcement of village ordinances.

**E-911 System**

Douglas County has had a 911 system in place since the mid-1990s. In 2005, the county applied for and received funding for a Wireless Enhanced 911 Services grant from the Wisconsin Public Services Commission (PSC). Wireless Enhanced 911 enables emergency dispatchers to pinpoint exact locations where wireless calls are made. Without this technology, dispatchers must obtain the location of a wireless caller verbally. In many instances, callers cannot give their exact location because they are too sick, too injured or they simply do not know their exact location. The system was fully implemented in February of 2007. The county has developed specialized mapping tools such as geo-coded roads to assist

in identifying a caller’s location.

Emergency calls (landline and wireless) placed from locations in Douglas County are received at the Public Safety Answering Point (PSAP), located in the basement of the Government Center in Superior. Emergency calls placed directly to the State Patrol or the Wisconsin Department of Natural Resources goes directly to those dispatch centers during business hours or to the county PSAP during nights and weekends. Because the system relies on coverage provided by private, commercial wireless carriers, some areas of the county may lack coverage. There are a limited number of wireless towers in Douglas County, and a limited coverage area depending upon carrier used, phone, terrain and other conditions. The E-911 system will also work with voice over Internet Protocol (VoIP) technology. In spring of 2008, the U.S. Senate passed a bill requiring all VoIP service providers, of all types, including software-based services, to offer 911 and E911 services to their subscribers.



**Hazardous Materials Incident Response**

A regional hazardous materials (Level A) response team is located in Superior. A Regional Response Team may be activated for an incident involving a hazardous materials spill, leak, explosion, injury or the potential of immediate threat to life, the environment, or property. The Regional or "Level A" Teams respond to the most serious of spills and





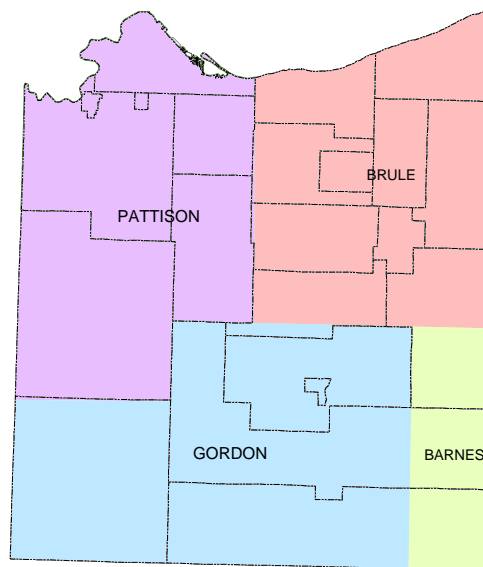
releases requiring the highest level of skin and respiratory protective gear. This includes all

chemical, biological, or radiological emergencies.

**Fire Protection**

Rural towns in Douglas County, including the Town of Oakland, rely on local volunteer fire departments for structural fire suppression (**Table 4.10**). Wildland fire suppression is the responsibility of the Wisconsin Department of Natural Resources (WDNR). WDNR has a memorandum of understanding (MOU) with the Town of Oakland for wildland fire suppression. WDNR also has a MOU with the Douglas County Forestry Department (DCFD) relative to the suppression of all wildland fires and the protection of any improvements threatened by forest fires on County Forest lands. Douglas County and local volunteer fire departments provide manpower and equipment as requested by WDNR to assist in fighting forest fires. Wildland fire detection is also the responsibility of the WDNR.

**Figure 4.6: WDNR Fire Response Units**



The Town of Oakland is located within an **Intensive Protection Area**, a WDNR fire protection area that includes the most heavily forested and highest-risk areas of the state. Intensive Protection Areas have more DNR fire suppression resources and ranger stations than do other areas of the state. As shown above in **Figure 4.6**, The Town of Oakland is within the Pattison Fire Response Unit.

**Table 4.10: Fire Departments, Douglas County**

Fire Department	Physical Address	City
Amnicon Volunteer Fire Department	8985 E Hwy 2	South Range
Bennett Volunteer Fire Department	8869 County Rd E	Solon Springs
Brule Fire Department	5766 S County Rd H	Brule
Cloverland Volunteer Fire Department	12967 E State Highway 13	Brule
Dairyland Fire Department	2787 E Town Rd TT	Dairyland
Gordon Volunteer Fire Department	9925 E County Rd Y	Gordon
Hawthorne Volunteer Fire Department	7227 S Town Hall Rd	Hawthorne
Highland Twp Volunteer Fire Department	9360 S County Highway S	Solon Springs
Lake Nebagamon Fire Department	11528 E 1 <sup>st</sup> Street North	Lake Nebagamon
Lakeside Fire Department	3196 S Poplar River Rd	Poplar
Maple Fire Department	4778 S Gonchorek Rd	Maple
<i>Oakland Volunteer Fire Department</i>	<i>6588 S County Road K</i>	<i>South Range</i>
Parkland Fire Department	6251 E Wickstrom	South Range
Poplar Fire Department	4941 S Village Rd	Poplar
Solon Springs Fire Department	9083 E Baldwin Ave	Solon Springs
Summit Volunteer Fire Department	2538 E County Rd BB	Foxboro



Fire Department	Physical Address	City
Superior Fire Department	3326 Tower Ave	Superior
Superior Town Volunteer Fire Department	6997 S Hwy 35	Superior
Wascott Fire Department	7607 E County Rd T	Wascott

Source: Wisconsin Department of Commerce: Safety and Buildings Division

**LIBRARIES**

There are three public libraries located in Douglas County. The largest facility is the Superior Public Library, which is located at 1530 Tower Avenue in the City of Superior. The Superior Public Library is open every day, except Sundays. The Imogene McGrath Memorial Library, located at 1168 E. Hwy. B in the Village of Lake Nebagamon, is open on Wednesdays from 2 pm to 7 pm. The Joan Salmen Public Library is located in the basement of the Solon Springs Village Hall. The library is staffed with a part-time (Mon 2 pm-7 pm and Thur. 9:30 am-2:30 pm) librarian from the Superior Public Library. All three libraries are members of the Northern Waters Library Service (NWLS), a regional consortium which serves its member public libraries within its service area. The NWLS operates the Merlin online shared library catalog of NWLS member libraries.

well-developed facilities and most accommodate overnight camping. These areas serve as the backbone of the countywide outdoor recreation system. These sites permit overnight camping. Class 2 areas are lesser developed day-use facilities. Class 3 recreational areas include all county-owned lands lying within the “riverway zone” (within 412’) along the St. Croix River and all State Natural/Scientific Areas on county-owned property. Class 4 areas include all designated trails (snowmobile, all-terrain vehicle, cross-country ski, multiple-use, hunter, walker) on county-owned lands or lands on which the County has obtained easements or agreements for trail use. Class 5 areas include all county-owned lands not designated as Class 1, 2, 3 or 4. Anna-Gene County Park and Lyman Lake Boat Landing are located in the Town of Oakland.

**PARKS AND RECREATION FACILITIES**

**County Recreational Areas**



County-owned recreation areas are classified (1-5) based on use and type. Class 1 areas have



**Mooney Dam Park (Class 1)** Mooney Dam Park is approximately 38 acres in size and located 11 miles east of Gordon on CTH “Y” on Lower Eau Claire Lake. It provides 11 campsites, several picnic sites with grills and an improved boat landing and pit toilets. Administration and maintenance of the park consists of general supervision and camper registration handled by one seasonal lead worker and one seasonal helper. They split their time with Gordon Dam Park.

**Gordon Dam Park (Class 1)** Gordon Dam Park is 80 acres in size and located on the St. Croix Flowage approximately seven miles west of Gordon and STH 53 on CTH “Y”. There are 33 campsites, 15 picnic sites and an improved boating facility, swimming beach, and trails. Grills, a picnic shelter, outdoor toilets, and a parking area are also located in the park. There is an overnight camping fee. A dumping station for RV vehicles exists within one mile of the park. The park is for day visitors, overnight camping, starting point for trips, fishing, boating, picnicking, nature walks, swimming, sight seeing, cross-country skiing, and snowmobiling.

**Lucius Woods County Park (Class 1)** Lucius Woods is a 41-acre park located in the Village of Solon Springs on Business Hwy 53. The park contains an excellent beach for swimming, camping and picnicking sites, some handicap accessible, hiking trails through the pine forest, and a carry-in for canoes. Boating, water-skiing, fishing, and snowmobiling are also available activities on St. Croix Lake. The Lucius Woods Performing Arts Center is located in the park and is home to a variety of summer performances. One seasonal lead worker and two seasonal helpers, who are at Lucius Woods 95 percent of the time, handle administration.

**Douglas County Wildlife Area (Bird Sanctuary) (Class 1)** The area is located three miles north of Gordon, five miles from Solon Springs and one-half mile west of STH 53 on CTH “M”. The area was formerly a glacial lakebed. A system of trails runs throughout the area. Grouse winter in the Gordon Bog, which is a lower, protected area east of STH 53 along the river. The Douglas County Sharp-Tailed Grouse Area is classified as a Wisconsin State Scientific Area. National dog field trial championships take place here. A facility known as the “Bird Sanctuary Clubhouse” is located in this area and is used for field trials and has kennels, stables, and horse corrals available for rent through the Douglas County Forestry Department.

**Anna-Gene County Park (Class 2)** This day-use area at Lyman Lake is 256 acres in size and located in the Town of Oakland. The picnic area has 11 picnic tables and grills and a children’s playground. The attractive cedar bathhouse contains restrooms and changing rooms. The paved entrance road is lined with large rocks and leads to a paved and designated 64-car parking lot.



Camping is not allowed in the park. A system of trails is located in the wooded area from the parking lot to the lake and a boat ramp is located outside the entrance gate. A dock exists at the boat landing. Three seasonal helpers handle maintenance. They split their time between all the county park facilities and primarily go to boat landings and day-use parks.

**Lake Minnesuing County Park and Lake Minnesuing Boat Landing (Class 2)**

This swimming and picnic day-use area is approximately 30 acres in size and located in the Town of Bennett on the north side of Lake Minnesuing. The nicely shaded picnic area has six tables, four grills, two trash receptacles, and a pump. There is a 100-foot sandy beach and restrooms across old CTH "P". The boat landing area on Lake Minnesuing is approximately 18 acres in size and is located in the Town of Hawthorne. It is located off CTH "P" approximately ¼ mile west of Lake Minnesuing County Park.

**Park Creek Pond Youth Fishing Area (Class 2)**

The Park Creek Pond Youth Fishing Area is an 11-acre pond located just west of Business 53 adjacent to the Douglas County Forestry Department in the Village of Solon Springs. Children under the age of 14 can use this facility. This is a cooperative effort between the county, village, and Town of Solon Springs. Brook trout are the only existing species in the pond. It is stocked as needed. Benches and picnic tables adjacent to the county forestry building on the north side of the pond are available.

**Long Lake County Park (Class 2)**

Long Lake County Park is three acres in size and is a day-use area located in the Town of Solon Springs. Activities include fishing and swimming. Facilities include picnic tables, grills, and restrooms.

**Bear Lake Special Use Lands (Class 2)**

240 acre county-owned public recreation site adjoining Bear Lake (Tozer Lake) in the Town of Summit. Access via Bear Lake Road. No facilities or amenities. Activities include swimming, fishing and picnicking.

**Bass Lake County Park (Class 2)**

Bass Lake County Park is approximately two acres in size and is a day-use area located in the Town of Solon Springs. Activities include fishing and swimming. Facilities include picnic tables, grills, and restrooms.

**Lyman Lake Boat Landing (Class 2)**

Lyman Lake Boat Landing is located in the Town of Oakland and has no facilities.

**North Flowage Boat**

North Flowage Boat Landing is located in the Town of Gordon and is



**Landing (Class 2)**

approximately two acres in size. At the boat landing, facilities include a concrete boat landing with dock, restrooms (vault), Americans with Disabilities Act compliant parking, trap rock parking lot, and gravel road.



**Town Recreation Areas**

There are 116.5 acres of municipally-owned land in the Town of Oakland. There are no developed, town-owned and managed public parks or recreational areas.

**Golfing**

Several excellent golf courses are located throughout Douglas County providing recreational opportunities to the amateur and experienced golfers. The following is a list of golf courses in Douglas County.

- Forest Point GC - 9 holes (Town of Gordon)
- Norwood GC - 9 holes (Town of Hawthorne)
- Hidden Greens N GC - 18 holes (Town of Solon Springs)
- Pattison Park GC - 9 holes (Town of Superior)
- Bottens Green Acres - 9 holes (Village of Lake Nebagamon)
- Poplar GC - 9 holes (Village of Poplar)
- Nemadji GC - 36 holes (City of Superior)
- Fire Hill GC - 9 holes

**Downhill Skiing**

Mont du Lac, located on STH 23, is the only ski area in Douglas County, offering skiing, snowboarding, and tubing. It has seven runs, with the longest being 2,400 feet and is accessible by chair lift and tow rope. At approximately 80 acres in size, it is accessible via STH 23. Outside Douglas County, Spirit Mountain in Duluth, Minnesota, also provides downhill skiing, snowboarding, and tubing facilities.

**Target Shooting and Rifle, Paintball, and Archery Ranges**

A number of facilities are located throughout Douglas County that provide target, trap, rifle shooting, archery, and paintball experiences.

- Ambridge Gun Club, sign on CTH "Z" in Parkland Township
- Aurora Ouisconsin Outdoors Club in Oakland Township
- Douglas County Rifle Club, Inc., near CTH "K", Parkland
- George Constance Sr. Memorial Rifle Range on STH 2, near Superior
- Fort Douglas Shooting Center in Parkland Township
- Hall's Trap Club, trap shooting facility on CTH "C", Town of Superior, including two lighted trap houses
- Hawthorne Trap and Wildlife Club, just off CTH "B"
- Superior Firepower, paintball range in the Town of Superior
- Superior Municipal Archery Range, City of Superior
- Superior Trap and Gun Club, Town of Superior near STH 35



**Boat Landings**

There are 56 boat landings in Douglas County (**Table 4.11**). These sites range from well-developed access points with amenities and paved launch ramps to rustic unimproved ‘carry-in’ type launches. There are four public boat landings in the Town of Oakland.

**Table 4.11: Boat Landings, Douglas County**

Name	Water Body	Type*	Municipality
<b>Minong Flowage Access</b>	Minong Flowage	?	T. Wascott
<b>Little Sand Lake Access</b>	Little Sand Lake	P	T. Wascott
<b>Lake Minnesung Access</b>	Lake Minnesuing	P	T. Hawthorne
<i>Lyman Lake Access</i>	<i>Lyman Lake</i>	<i>G</i>	<i>T. Oakland</i>
<b>Leader Lake Access</b>	Leader Lake	?	T. Wascott
<b>Whitefish Lake Access</b>	Whitefish Lake/Bardon Lake	P	T. Wascott
<b>Upper Saint Croix Lake</b>	Upper Saint Croix Lake	?	V. Solon Springs
<b>Arrowhead Fishing Pier</b>	Saint Louis River	P	C. Superior
<b>Amnicon River Access</b>	Amnicon River	P	T. Lakeside
<b>Nebagamon Lake Access</b>	Lake Nebagamon	P	V. L. Nebagamon
<b>Allouez Bay Launch</b>	Allouez Bay	G	C. Superior
<b>Barkers Island Access</b>	Superior Bay	P	C. Superior
<b>Loonsfoot Landing</b>	Lake Superior And Superior Bay	P	C. Superior
<i>Amnicon River Access</i>	<i>Amnicon River</i>	<i>U</i>	<i>T. Oakland</i>
<i>Dowling Lake Access</i>	<i>Dowling Lake</i>	<i>G</i>	<i>T. Oakland</i>
<b>Lake Minnesuing Access</b>	Lake Minnesuing	G	T. Bennett
<b>Lake Minnesuing Access</b>	Lake Minnesuing	U	T. Bennett
<b>Beauregard Lake Access</b>	Beauregard Lake	P	T. Highland
<b>Upper Ox Lake Access</b>	Upper Ox Lake	G	T. Gordon
<b>Simms Lake Access</b>	Simms Lake	?	T. Gordon
<b>Red Lake Access</b>	Red Lake	G	T. Wascott
<b>Sauntrys Pocket Access</b>	Sauntrys Pocket	U	T. Wascott
<b>St. Croix Lake Canoe Launce</b>	Upper Saint Croix Lake	?	T. Solon Springs
<b>Upper St. Croix Lake Access</b>	Upper Saint Croix Lake	?	V. Solon Springs
<b>Upper St. Croix Lake Access</b>	Upper Saint Croix Lake	P	V. Solon Springs
<b>Upper St. Croix Lake Access</b>	Upper Saint Croix Lake	G	V. Solon Springs
<b>Gordon Dam Access</b>	Saint Croix Flowage	P	T. Gordon
<b>Saint Croix Flowage Access</b>	Saint Croix Flowage	P	T. Gordon
<b>Crystal Lake Access</b>	Crystal Lake	P	T. Wascott
<b>Bond Lake Access</b>	Bond Lake	G	T. Wascott
<b>Radigan Flowage Access</b>	Radigan Flowage	G	T. Dairyland
<b>Cranberry Lake Access</b>	Cranberry Lake Access	P	T. Wascott
<b>Two Mile Lake Access</b>	Two Mile Lake	?	T. Wascott
<b>Rock Lake Access</b>	Rock Lake	?	T. Highland



Name	Water Body	Type*	Municipality
<b>Long Lake Access</b>	Long Lake	?	T. Solon Springs
<b>Bass Lake Access</b>	Bass Lake	?	T. Solon Springs
<b>Upper St. Croix Lake Access</b>	Upper Saint Croix Lake	?	V. Solon Springs
<b>Stone Bridge Canoe Access</b>	Bois Brule River	?	T. Highland
<b>Interfalls Lake Access</b>	Interfalls Lake	?	T. Superior
<b>Billings Park Access</b>	Saint Louis River	P	C. Superior
<b>Nemadji River Access</b>	Nemadji River	U	C. Superior
<b>Wisconsin Point Launch</b>	Allouez Bay	P	C. Superior
<b>Bois Brule River Mouth Access</b>	Bois Brule River	G	T. Cloverland
<b>Highway 13 Canoe Landing</b>	Bois Brule River	G	T. Cloverland
<b>Highway 2 Canoe Landing</b>	Boise Brule River	?	T. Brule
<b>Winneboujou Canoe Launch</b>	Boise Brule River	?	T. Brule
<b>Upper St. Croix Lake Access</b>	Upper Saint Croix Lake	P	T. Solon Springs
<b>Sajac Memorial Park Access</b>	Saint Louis River	P	T. Superior
<b>Lyman Lake Access</b>	Lyman Lake	G	T. Oakland
<b>Amnicon Lake Access</b>	Amnicon Lake	P	T. Summit
<b>Pokegama River Access</b>	Pokegama River	U	C. Superior
<b>Pine Tree Canoe Landing</b>	Bois Brule River	?	T. Brule
<b>Copper Range Campground</b>	Bois Brule River	?	T. Brule
<b>Bois Brule Canoe Landing</b>	Bois Brule River	?	T. Brule
<b>Stone Chimney Launch</b>	Bois Brule River	U	T. Solon Springs
<b>County Road P Landing</b>	West Fork Bois Brule River	?	Solon Springs

Source: Wisconsin Department of Natural Resources \*P=Paved, G=Gravel, U=Unimproved, ?=Unknown





**RECREATIONAL TRAILS**

**Hiking Trails**

Hiking possibilities are abundant throughout Douglas County’s vast and scenic forested areas, public lands, and county forestland. The North Country Trail through Douglas County provides excellent hiking opportunities. Several day-use nature trails are available in Douglas County. Most are provided within Amnicon and Pattison State Parks and within the Brule River State Forest. Additionally, the City of Superior provides trails in the city and the Superior Municipal Forest. The Douglas County Wildlife Area, more commonly known as the Bird Sanctuary, has a hunter-walking trail system. The primary hiking trails in Douglas County include:

- Brule - St. Croix Portage Trail (1.9 miles)
- Brule - St. Croix Lake Trail (26 miles)
- North Country Trail (4,000 miles, 90.6 miles in Douglas County)
- Empire Grade Trail (27 miles)
- Old Stagecoach Trail

**Ski Trails**

There are approximately 51.2 miles (82.4 km) of groomed cross-country ski trails in Douglas County. Trails are groomed for classical, skating or both styles. In addition to the groomed trails, public lands provide many opportunities for backcountry skiing.

- Superior Municipal Forest, City of Superior (28 km or 17.3 miles)
- Afterhours Cross Country Ski Trails, Brule River State Forest (22.5 km or 14.0 miles)
- Pattison State Park Trails, Town of Superior (15.3 km or 9.5 miles)
- Douglas County Ski Trails, Town of Solon Springs (16.6 km or 10.3 miles)

**Snowmobile Trails**

Douglas County provides hundreds of miles of snowmobile trails. Over 300 miles of state-funded trails, club trails, and Brule River State Forest Trails contribute to the countywide network of excellent groomed trails. In addition to the 300 miles of the Douglas County trail system, the Tri- County Corridor is available for snowmobile use. Some of the longer snowmobile trails in Douglas County include:

- Tri-County Corridor Trail (60+ miles Ashland to Superior)
- Wild Rivers Trail (96 miles, 39.2 miles in Douglas County)
- Gandy Dancer State Trail (98 miles, 19 miles in Douglas County)
- The Brule State Forest Trail (26 miles)

**ATV Trails**

Douglas County forestlands provide 304 miles of winter-use only ATV trails. An additional 79.5 miles of summer use ATV trails use portions of the Saunders Grade, Gandy Dancer and Wild Rivers Trails.

**Horseback Riding Trails**

Town roads, public land roads, and old logging trails offer numerous trail opportunities in Douglas County. Bridle trails are located near Lake Nebagamon on CTH “F”. The Brule State Park has no developed horse trails. However, horseback riding is allowed on all undeveloped areas of the state forest. Persons can ride on the entire length of the Tri-County Corridor, 8.4 miles of the Saunders Trail, 17.6 miles of the Gandy Dancer Trail, and all of the Wild Rivers Trail in Douglas County.

Trails exist in the Bird Sanctuary with trailhead stables and corrals located at the clubhouse. This area has the potential to be developed as a major horseback trail facility.



**Water Trails**

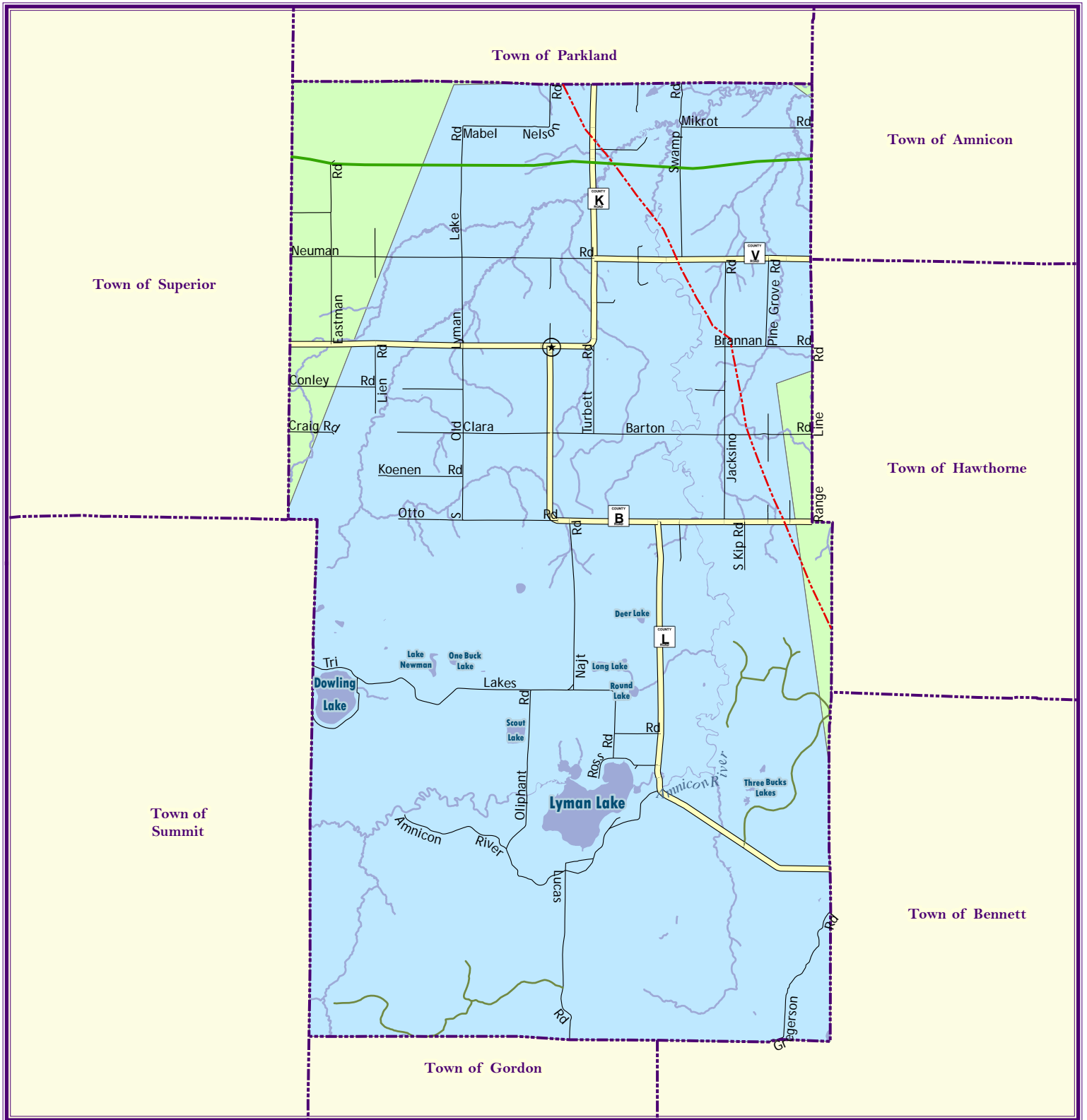
Water trails are boat routes suitable for small watercraft such as canoes and kayaks. Like conventional trails, water trails are recreational corridors between specific locations. The mapped trails are comprised of access points, boat launches, day use sites, points-of-interest, and sometimes campsites. Established water trail routes in Douglas County include:








- Bois Brule River Water Trail
- St. Croix River Trail
- Eau Claire River Trail
- Lake Superior Water Trail

**CEMETERIES**

**Table 4.12: Cemeteries, Douglas County**

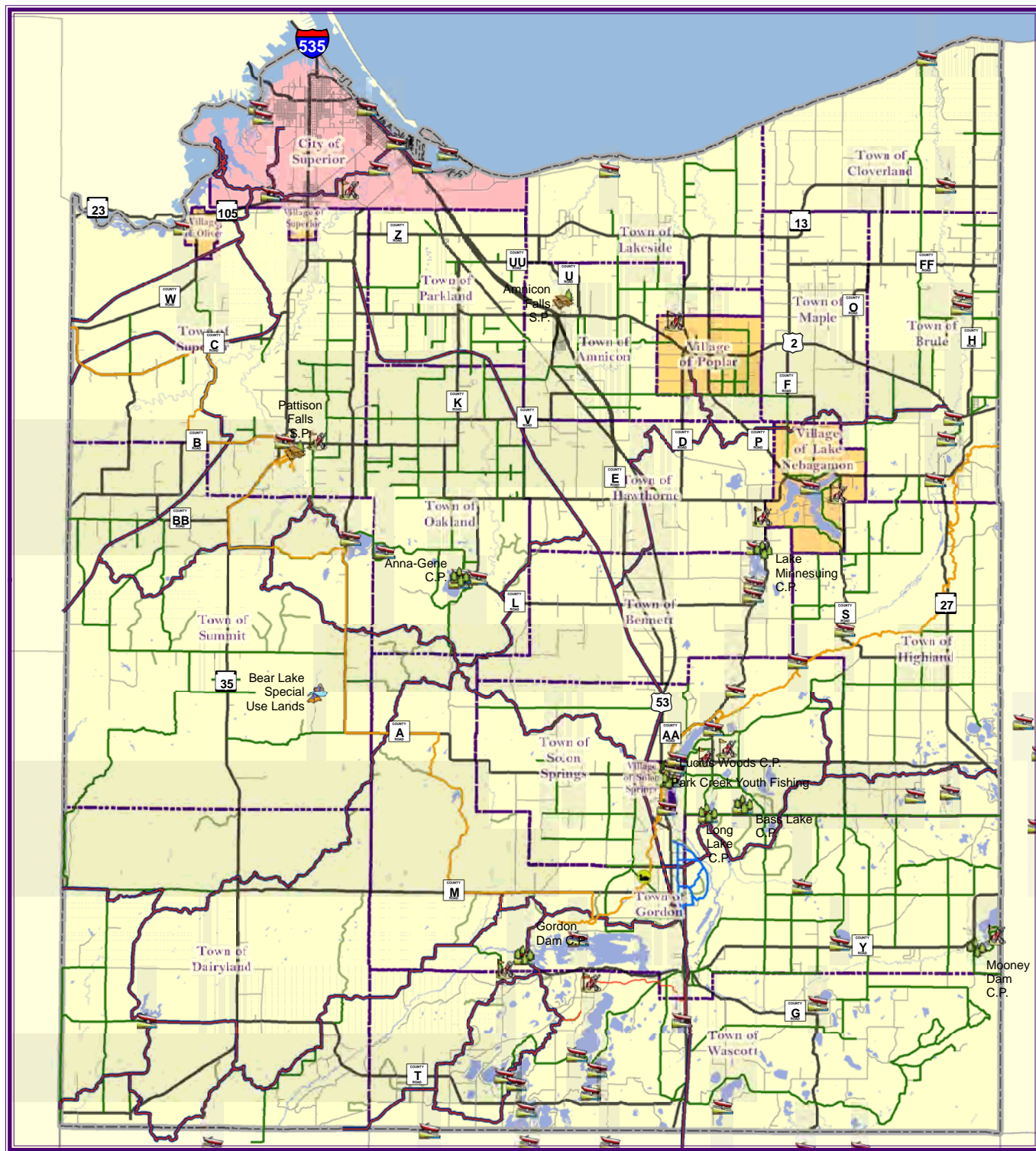
Cemetery Name	Municipality
Bennett Cemetery	Town of Bennett
Blueberry Cemetery	Town of Maple
Calvary Cemetery	City of Superior
Covenant Cemetery	Town of Dairyland
Dairyland Cemetery	Town of Dairyland
Ever Rest Cemetery	Town of Brule
Evergreen Cemetery	Town of Solon Springs
Faith Lutheran/Apostolic Lutheran Cemetery	Town of Maple
Gordon Memorial Cemetery	Town of Gordon
Graceland Cemetery	Town of Superior
Greenwood Cemetery	Town of Superior
Hebrew Cemetery	Town of Superior
Highland Memorial Cemetery	Town of Highland
Lake Nebagamom Cemetery	Village of Lake Nebagamom
Lakeside Cemetery	Town of Lakeside
Lutheran Cemetery	Town of Bennett
Nemadji Cemetery	City of Superior
Parkview Cemetery	Town of Hawthorne
Pine Ridge Cemetery	Town of Brule
Poplar Cemetery	Village of Poplar
Poplar Creek Cemetery	Town of Superior
Rest Haven Cemetery	Town of Cloverland
Riverhill Cemetery	Town of Dairyland
Riverside Cemetery	Town of Superior
Saint Francis Cemetery	City of Superior
St. Pius X Cemetery	Village of Solon Springs
St. Williams Cemetery	Town of Superior
Summit Cemetery	Town of Summit
Wascott Cemetery	Town of Wascott
Woodlawn Cemetery	Town of Parkland



- |                                                                                     |                    |                                                                                     |                   |                                                                                                                            |
|-------------------------------------------------------------------------------------|--------------------|-------------------------------------------------------------------------------------|-------------------|----------------------------------------------------------------------------------------------------------------------------|
|  | Town Hall          |  | Pipeline          | <b>Electric Providers</b>                                                                                                  |
|  | County Boundary    |  | Transmission Line |  DAHLBERG LIGHT & POWER CO.             |
|  | Municipal Boundary |                                                                                     |                   |  HEAD OF THE LAKES ELECTRIC COOPERATIVE |







### Recreational Points of Interest

- Bird Sanctuary
- Campground
- County Park
- Golf Course
- State Park
- Swimming
- Wayside
- Boat Access

### Trails

- North County Trail
- Cross County Ski Trail
- Snowmobile Trail
- Winter ATV trails
- ATV Route







## Chapter 5

# **Agricultural, Cultural and Natural Resources**







**INTRODUCTION**

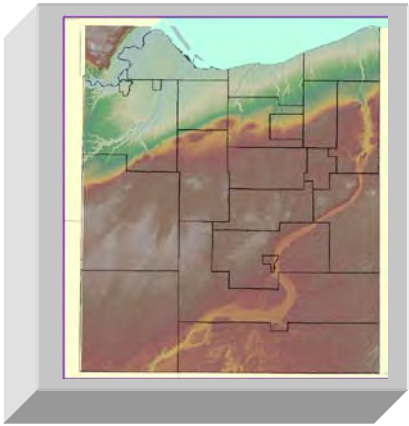
The protection of natural resources is necessary for the welfare of both people and the environment. By allowing natural processes, such as the hydrologic system, to function without impediment, property, water supply, and the environment are protected. The protection of natural resources also preserves important ecological communities. Certain natural resources have more than merely aesthetic and leisure-time activity values. They are essential to long-term human survival and

the preservation of life, health, and general welfare. As such, the protection and management of these resources clearly are in the public interest. Thus, the analysis of those natural resources found within the planning area is done for the purpose of directing development away from those areas not intrinsically suitable for a particular use, or to at least guide development in a direction that is least disruptive.





**TOPOGRAPHY**



Douglas County is located in the far northwestern corner of Wisconsin along the southwestern shores of Lake Superior. Douglas County borders Bayfield, Washburn and Burnett Counties in Wisconsin and Pine, Carlton and St. Louis Counties in Minnesota. The county is 1,342 square miles in size.

Topographically, Douglas County varies from nearly level, swampy lowlands to gently sloping and rolling uplands. The lowest elevation in the county is approximately 602 feet above sea level at the Lake Superior shore. In some areas along the shore, the bluff rises abruptly to heights of 60 feet or more above lake level. From the shore, elevation rises to nearly 1,200 feet above sea level along the Superior escarpment. Across the middle of the county, elevation generally ranges from 1,200-1,300 feet. The highest elevation in the county is 1,369 feet at Summit Hill in the Town of Summit.

Douglas County is divided between two of the five geographical provinces of Wisconsin. The Lake Superior Lowlands, which cover the northern part of the county, encompass an area formerly occupied by Glacial Lake Duluth. The Superior escarpment marks the boundary between the Lake Superior Lowlands and the Northern Highlands geographic province to the

south. About 70 percent of Douglas County falls within the Northern Highland Province.

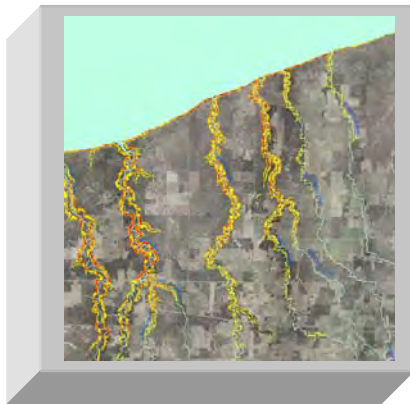
The Superior escarpment, or Douglas Copper Range, is probably the most noticeable geologic feature within the county. This east-west ridge extends across the county from the Bayfield County line to Foxboro and, in some places, rises 350 to 400 feet above the lowlands to the north. The escarpment is not a continuous bedrock range but is divided into three main ridges by the streams which dissect it. These streams have cut deep gorges and have many rapids and falls where they drop from the hard rock of the escarpment into the soft clays and sandstones of the lowlands. Pattison State Park, 11 miles south of Superior, includes two such falls. At 165 feet, Big Manitou Falls on the Black River is the highest waterfall in Wisconsin. This spectacular waterfall is located on the cataract of the Superior escarpment. Little Manitou Falls, which has a 30-foot vertical drop, is located about one mile upstream from Big Manitou Falls. Other waterfalls created by the Superior escarpment are located on Balsam, Miller, and Copper Creeks and the Amnicon River at Amnicon Falls State Park.

The Continental Divide that separates the St. Lawrence (Lake Superior) and Mississippi River drainage systems passes through the middle of Douglas County. The major drainage streams which lie north of the divide and empty into Lake Superior, are, from east to west, the Bois Brule, Poplar, Middle, Amnicon, Nemadji, and St. Louis Rivers. The St. Croix, Totagatic, and Upper Tamarack Rivers drain the southern part of the county. Streams and their 147 connecting lakes have a total direct drainage area of 1,010.4 square miles, or 75.2 percent, of the county's land surface area. Of this amount, 705.7 square miles drains directly into Lake Superior. The drainage areas of 284 landlocked lakes account for 84.7 square miles of surface drainage, or 6.3 percent, while land areas that have no permanent surface waters account for 246.9 square miles, or 18.4 percent, of the 1,342 square mile county area.



The landscape of Douglas County varies greatly from north to south. The Lake Superior Lowlands consists of a 10-20 mile wide clay plain wide which slopes gently upward from Lake Superior to the escarpment. Short, swift streams flowing north into Lake Superior have cut deep V-shaped valleys below the plain. During the glacial period, the Lake Superior Lowlands were submerged under Glacial Lake Duluth and red clay was deposited on the old lakebed. Topographic relief in the Town of Oakland is depicted in **Map 5.1**.

**SLOPE**



The steepest slopes in Douglas County are found along the flanks of rivers and streams; particularly along Lake Superior tributary streams of the clay plain. Steep slopes also occur along the bluffs overlooking Lake Superior. Prominent steep slopes occur along, and adjacent to the St. Louis River and the Red River in the Town of Superior. Steep slopes are also common along the Nemadji, Amnicon, Middle, St. Croix and Brule Rivers, as well as Pearson, Bardon, Hanson, Miller, Haukkala, Mud, Clear and Balsam Creeks.

Steep slopes on the highly erosive soils of the clay plain are of particular concern. When wet, the red clay soils tend to lose stability, which can result in land subsidence and slumping. In 2002, seven properties in the Village of Oliver

were affected by severe land subsidence along the St. Louis River. Bluff erosion and slumping dump fine sediments into south shore streams which gives their waters a distinct reddish color following rain events and melting of the winter snowpack. Slumping also affects the bluffs on the shores of Lake Superior. This is particularly problematic along the clay bluffs stretching from Superior into western Bayfield County, where some homes and properties are threatened by the continually receding bluffs.

Soil erosion from land disturbing activities and subsequent development can disturb natural land cover and land surfaces resulting in a change of run-off patterns that may have a detrimental effect on water quality and downstream uses. Land disturbing activities and future development need to be strictly monitored to avoid damage to other properties and to sensitive natural areas. As a general rule, slopes in excess of 20 percent are of greatest concern for any land disturbing activity. Steep slopes do not necessarily preclude all forms of development; although, costly engineering and site preparation/mitigation measures are often required in order to minimize potential adverse impacts. Potential problems associated with development of excessively sloping lands include erosion and slope stability.

GIS-derived percent slope in the Town of Oakland is shown in **Map 5.1**



**ECOLOGICAL LANDSCAPES**



Ecological landscapes are broad land areas with unique physical and biological properties. Each landscape has unique ecosystem characteristics such as climate, geology, soils and vegetation. Within Douglas County there are four ecological landscapes, the Lake Superior Coastal Plain, Northwest Lowlands, Northwest Sands and the North Central Forest. The Lake Superior Coastal Plain is Wisconsin’s northernmost landscape and is strongly influenced by the climate-moderating effect of Lake Superior. This landscape is underlain by a clay plain which gradually slopes toward Lake Superior. Once heavily forested, the clay plain has been fragmented by agricultural uses. This landscape is also dissected by numerous rivers and streams, including some of the region’s best known trout waters.

The Northwest Lowlands of western and central Douglas County consist of large tracts of upland hardwoods and mixed forest with interspersed bogs and peatlands. This region contains the headwaters of many Lake Superior tributary streams and few lakes. In comparison to the other landscapes, there is little human development.

The Northwest Sands ecological landscape forms a large pitted outwash plain extending northeasterly from Polk County to the Bayfield

Peninsula. This region is characterized by the presence of sandy soils and relatively flat topography. Most of Douglas County’s 431 lakes are found within this landscape, including numerous small kettle lakes. Forest vegetation consists mainly of fire-adapted conifers (primarily jack pine), northern pin oak and prairie species. Historically, fire was a common occurrence within this landscape and was important in maintaining the open pine barrens. Modern forest management and fire suppression has greatly reduced the role of wildfire in the natural disturbance regime. Land use trends in the sands landscape include increasing rural and shoreline development and fragmentation of the forest landscape for recreational and residential development.

In far southeastern Douglas County, there is a transition between the Northwest Sands and the North Central Forest ecological landscape that encompasses much of northern Wisconsin. This region is characterized by rolling terrain with predominantly hardwood upland forests with numerous small lakes and several large rivers.

The northern half of Town of Oakland lies predominantly within the Lake Superior Coastal Plain ecological landscape, while the southern half lies within the Northwest Lowlands ecological landscape.



**GEOLOGY AND SOILS**



Ancient (Precambrian) sandstone and igneous bedrock underlie Douglas County. The northern part of the county is underlain with Superior red sandstone, over which is a thick mantle of clay and gravel, forming an artesian slope. Crystalline igneous rock underlies the southern two-thirds of the county, with gabbro and basalt outcroppings common along the Superior escarpment and Totogatic River of southeastern Douglas County.

Glacial deposits, reaching 200 feet over bedrock in some places, cover most of the county. Those deposits covering the Lake Superior Lowland are generally shallow lake basin deposits; however, deposits in the old buried valley under the St. Louis River are known to have a thickness of nearly 600 feet. A large pitted outwash plain is located in the southeast part of the county. This plain is continuous from Bayfield County down through Douglas County and southward into Washburn and Burnett Counties. The southwestern corner of the county is divided into elongated, narrow watersheds created by gravel eskers deposited during the Wisconsin period of glaciation. Most of these eskers lie in a northeast-southwest direction.

The soils of Douglas County, which greatly affect the chemical characteristics of surface waters, have been derived largely from the

weathering of various glacial deposits. These deposits include lake deposits, glacial drift, and glacial stream deposits. Glacial lacustrine or red clay soils are found in the old lake plains adjoining Lake Superior. These clays were laid down under the waters of a larger glacial lake (Glacial Lake Duluth), which once occupied the present-day Lake Superior basin. These calcareous red clay soils are finely-textured, resulting in very poorly drainage. Clayey soils cover about one-fourth of the total county area and overlay large quantities of groundwater. However, the overlying clay deposits effectively prevent this water from reaching the surface as springs and create artesian conditions. The small quantity of water that does reach the surface is usually of high quality and rich in carbonates and nutrients. The pine barrens of southeastern Douglas County have light-textured sandy outwash soils. These soils were formed from sands and gravel carried by water from the melting glaciers; and because these deposits were water washed, there is a noted absence of large stones in the area. These acid soils are gray to brown in color and low in humus and nutrients. The groundwater in this area is extremely poor in carbonates and nutrients and reflects the low solubility of these overlying sandy soils. The topography is level to slightly rolling, and numerous lakes are located in the glacial sags and depressions of the area.

Glacial upland soils are found in the central and southwestern part of the county. These are the most extensive of all county soils and make up about one-half of the total county area. Glacial soils consist of a heterogeneous mass of stones, silt loams, and red clays. This glacial till varies from a few feet to several hundred feet in thickness and overlays a base of traprock. Lakes, swamps, and marshes are common in the depressions of this rough and hilly topography. In the extreme southeastern portion of the county, there are gray-brown loam soils, which



are similar to the rolling, reddish-brown loams of the southwest part of the county.

Two other prominent soils of Douglas County are the peat soils of the bogs, resulting from the accumulation of grass, sedge, leaves and moss in poorly drained areas and the muck soils, resulting from the accumulation of organic and mineral matter in marshes and other wetlands. Exposed bedrock appears at the surface in only a few places.

Other geological characteristics that greatly affect water quality in landlocked lakes are the pitted nature of the underlying bedrock and the random, impervious clay pockets in the glacial till. The acidic nature of the soils, along with stabilized water levels, creates ideal conditions for encroaching bogs which form in these depressions. The presence of 65 acid bog lakes with their characteristic types of vegetation is evidence of this condition.

Douglas County soil surface texture is shown in **Map 5.2**. Clayey soils predominate the northern quarter of the Town of Oakland. The southern three-quarters of the town consist of a mix of slightly to highly decomposed plant material, sandy loam, loamy sand, muck, and mucky peat soils.

## **CLIMATE**

Douglas County has a humid, continental type of climate. This means that the county has long, cold winters with rather short, moderately warm summers. However, this climate is modified somewhat by the tempering influence of Lake Superior and by local variations in topography. Lake Superior acts as a large storage basin for heat (or cold) and thus tends to increase the number of frost-free days along the lake. The lake also acts as a coolant during the summer. As a consequence, the extreme northern part of the county adjoining Lake Superior has longer growing seasons, cooler summers and slightly more precipitation than is found in the southern part of the county. The

140 to 160 day growing season along the lake is as long as the growing season in the extreme southern counties of Wisconsin.

Unlike most Wisconsin counties, there can be a notable difference in temperature from north to south within the county. The lake modifies the narrow strip along the shore, which extends from Lake Superior southward to the Superior escarpment, so that summers are cooler and the winters milder than on the upland south of the escarpment. The waters of Lake Superior are much cooler than the land in summer and relatively warmer than the land in late fall and winter. Winds blowing over the water toward the land in summer keep the air cooler; whereas, in fall and winter, winds from the lake tend to raise the air temperatures. However, the influence of the lake does not extend far inland, and southerly winds in summer bring warm days to southern Douglas County. The average annual temperature of Douglas County is 41 degrees Fahrenheit, with recorded extremes being 108 degrees Fahrenheit and -47 degrees Fahrenheit.

Annual precipitation (32.1 inches) averages slightly more than the state average (31.0 inches). Of the total annual average precipitation received, about 18.6 inches runs off into stream drainage systems. About 60 percent of the rainfall comes in spring and summer, with an average of 8 inches in March, April and May, and 11 inches in June, July, and August. June is the rainiest month and February is the driest. Mean snowfall varies from 50 inches near Solon Springs to around 40 inches along the lake. Snow blankets the ground for approximately 120 days in northern Wisconsin. The Duluth-Superior harbor is usually icebound from December until April; but Lake Superior itself normally does not completely freeze over.



LAND TYPE ASSOCIATIONS & HABITATS



Three major land type associations are present in Douglas County, including the Douglas Lake-Modified Till Plain occupying the northern third of the county, the Pattison and Dairyland Moraine region occupying the central and western areas of the county, and the sand barrens of the county’s southeast. Four broad habitat types persist including the Superior Clay Belt (generally corresponding to the Douglas Lake-Modified Till Plain area), Dry Mesic (generally corresponding to the Pattison-Dairyland Moraine region) Dry to Dry Mesic (corresponding to the glacial outwash lakes areas in the towns of Highland, Gordon and Wascott) and Dry to Very Dry (generally corresponding to the county’s sand barrens area). Table 5.1 lists the species which dominate each of the principal habitat regions of Douglas County.

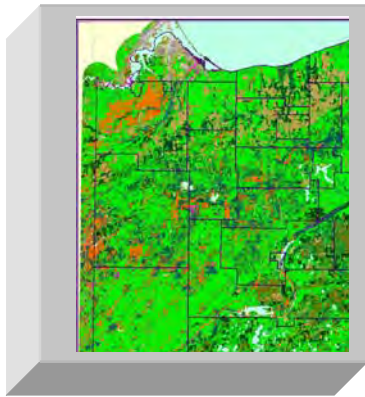
Table 5.1: Habitat Types and Their Dominant Species, Douglas County

Habitat Type	Predominant Species
Superior Clay Belt	<b>AbArSn:</b> <i>Abes balsamea</i> , <i>Acer rubrum</i> , <i>Sanicula</i> (spp.)
Dry Mesic	<b>ACI:</b> <i>Pinus strobus</i> , <i>Amphicarpa bracteata</i> <b>AVDe:</b> <i>Acer saccharinum</i> , <i>Vaccinium angustifolium</i> , <i>Desmodium glutinosum</i>
Dry to Dry Mesic	<b>PAm:</b> <i>Pinus strobus</i> , <i>Amphicarpa bracteata</i> <b>PMV-Po:</b> <i>Pinus strobus</i> , <i>Maianthem canadense</i> , <i>Vaccinium angustifolium</i> , <i>Quercus ellipsodallis</i>
Very Dry to Dry	<b>ArQTr:</b> <i>Acer rubrum</i> , <i>Quercus ellipsodallis</i> , <i>Trientalis borealis</i> <b>ArQV-Sm:</b> <i>Acer rubrum</i> , <i>Quercus rubra</i> , <i>Vaccinium angustifolium</i> , <i>Smilacina racemosa</i> (variant) <b>QAc:</b> <i>Quercus macrocopa</i> , <i>Arctostaphylos uva-ursi</i> <b>QGc:</b> <i>Quercus ellipsodallis</i> , <i>Gaultheria procumbens</i> , <i>Ceanothus americanus</i> <b>ArQTr:</b> <i>Acer rubrum</i> , <i>Quercus ellipsodallis</i> , <i>Trientalis borealis</i>

Source: Wisconsin Department of Natural Resources



**COMMON PLANT COMMUNITIES**



The native vegetation of Douglas County is diverse and includes many of the upland and lowland forest plant communities found elsewhere across northern Wisconsin. These communities result from the soils, climate, disturbances, fire history, and other natural forces that occur here. Several forest plant communities are dominant here and account for a large portion of the forested landscape:

Boreal Forest:

The southern range of the true Boreal forest exists in the clay region of northern Douglas County. This community is commonly associated with shade-tolerant, long-lived species of spruce, fir, white cedar, tamarack, and white pine and associated hardwoods of white birch, aspen, and red maple. Here, past and present agricultural practices often exemplify successful stages whereby spruce, fir, and tag alder begin to invade abandoned farm fields.

Northern Forest:

Western and central Douglas County is predominated by this biological community. This community contains mixed deciduous and coniferous forests. This community is characterized as a climax habitat type, which is predominantly sugar maple. However, the drier conditions do not allow the sugar maple to develop to its full potential. Therefore, the more shade-intolerant species such as yellow birch, white ash, oak, and white pine will

dominate the climax habitat type. Red oak and white pine show excellent growth if they occupy a dominant crown position.

Penokee Range:

This biological community is similar to the Northern Forest community. However, limited depth of soil and exposed rock outcroppings of the Penokee Range identify this community. This community lacks the well-drained soils of the Northern Forest community and supports those species more adapted to drier conditions. Habitat fertility enables a wide range of species to exist.

Pine Barrens:

This biological community is associated with jack pine, scrub oak, aspen, and red pine dominating glacial outwash sand plains. The climax forest will ultimately be red pine on the mesic sands; and scrub oak and jack pine will climax on the drier, nutrient-poor sands. Therefore, a climax forest would be a patchwork of trees, associated shrubs, and openings throughout.

Grassland:

The absence of trees and large shrubs and the dominance of small upland shrubs characterize the grassland community. Prominent grassland communities include the non-native grasslands along US Highway 2 between Ashland and Superior and the mosaic of barrens, grasslands, wetlands and forests associated with the Northwest Sands ecological landscape. North of Gordon along county Highway "M", a jack pine savannah with open grasslands provides habitat for many species of grassland birds, including the sharptail grouse, along many other barrens species.

Wetlands and Bogs:

These communities are characterized by soils or substrate, which is periodically saturated or covered by water and further identified by vegetation types and water quality.





Aquatic Communities:

These communities include springs, ponds, lakes, streams, and rivers. Rivers and streams are bodies of water that continuously move in a single direction. Both are rapidly changing communities. A variety of plants and animals can be found in these ecosystems, including trout and warmwater fish species, aquatic plants animals, reptiles and aquatic insects. Lakes and ponds also support a variety of plant and animal life including fish, aquatic insects, and numerous plant species. The shoreline habitats are vital to the health of aquatic communities. Undisturbed, natural shorelines provide habitat for fish and wildlife, help maintain water quality and protect shorelines from erosion.

**FOREST RESOURCES**

There are nearly 470,000 acres of upland forest in Douglas County, with an additional 214,000 acres of forested wetlands and shrublands. Forestlands are important social, environmental and economic resources. Associated values include public recreation and aesthetic values, wildlife habitat, protection of air and water quality and production of timber. Forestlands are also a major component of the overall character of the regional landscape and one of the key characteristics commonly used to define the “northwoods” region of Wisconsin.

Douglas County is one of the largest counties in the state and also one of the most heavily forested. Over three quarters of the county’s land area is forested. Large blocks of forestland in a single ownership class, either county forest land or lands controlled by private timber management interests. In addition, the soils of Douglas County in many parts of the county are very suitable for tree growth, more so than for agricultural crop production. This combination of factors results in a forest resource ideally suited for commercial wood and fiber

production. A band of light sandy soils, approximately 10 to 12 miles wide, extending from south central Douglas County to east central Douglas County contains most of the pine acreage of the county. North of this band, smaller areas of loamy soils and wetland or bog soils contain hardwoods and spruce-fir species, respectively. Aspen and birch predominate in the remainder of the county.

**County Forest**

At over 262,000 acres in size, Douglas County has the largest County Forest in the State of Wisconsin. These “working forest lands” are vital resources for timber production, wildlife habitat and public outdoor recreation. Management of the Douglas County Forest is the responsibility of the Douglas County Forestry Department. Forest use and management is guided by the Douglas County Forest Comprehensive Land-Use Plan 2006-2020, along with the supporting Douglas County Forest Access Management Plan and Appendixes. County Forest acreage by municipality is shown in **Table 5.2**.

**Table 5.2: Forest Acreage by Municipality**

Municipality	Acreage
T Bennett	6,595.1
T Brule	6,390.3
T Dairyland	53,449.2
T Gordon	46,496.5
T Hawthorne	5,741.3
T Highland	2,909.3
T Lakeside	40.0
T Maple	3,502.8
<i>T Oakland</i>	<i>12,253.1</i>
T Solon Springs	13,948.1
T Summit	64,072.3
T Superior	5,083.5
T Wascott	41,314.1
V Lake Nebagamon	840.0
<b>Douglas County</b>	<b>262,635.6</b>

Source: 2008 Statement of Assessments



**State Forest Lands**

The State of Wisconsin owns and manages nearly 52,000 acres of land in Douglas County. At nearly 41,000 acres in size, the largest tract of state ownership in Douglas County is the Brule River State Forest. Remaining state-owned acreage is comprised of State Parks, Fisheries and Wildlife Management Areas and State Natural Areas. The Wisconsin Department of Natural Resources owns and manages Amnicon Falls State Park in the Town of Amnicon and Pattison State Park in the Town of Superior. Lands owned and managed by the Wisconsin Department of Natural Resources in Douglas County are shown in **Table 5.3**. The Wild Rivers State Trail, which passes through the Town of Oakland, is a prominent cultural and recreational resource of statewide significance.

**Table 5.3: DNR Managed Lands, Douglas County**

Municipality	Acres						Grand Total
	State Forest	Fisheries Areas	State Park	Wildlife Areas	Other	Natural Areas	
City of Superior						4.5	4.5
Town of Amnicon			831.7				831.7
Town of Bennett	2,547.8	1.1	90.6		1.5		2,641.0
Town of Brule	12,420.4						12,420.4
Town of Cloverland	7,962.3				162.2		8,124.5
Town of Dairyland					1.1		1.1
Town of Gordon	7.3		35.7	863.0	5.1		911.1
Town of Hawthorne	2.1		102.8				104.9
Town of Highland	10,664.5						10,664.5
Town of Lakeside	0.4						0.4
<i>Town of Oakland</i>			57.4		1.3		58.7
Town of Parkland			118.0				118.0
Town of Solon Springs	5,703.4	12.5	54.2	117.6			5,887.7
Town of Summit	22.6		153.6		78.8		255.0
Town of Superior		6,229.0	2,202.9				8,431.9
Town of Wascott	979.6	180.3	57.9		1.1		1,218.8
V. of Lake Nebagamon		37.0					37.0
<b>Grand Total</b>	<b>40,310.3</b>	<b>6,460.0</b>	<b>3,704.7</b>	<b>980.5</b>	<b>250.9</b>	<b>4.5</b>	<b>51,711.0</b>

Source: WDNR GAP Stewardship Data



**School and Community Forest Lands**

School and community forest lands include those lands which are registered in the Wisconsin School Forest Program. To be eligible the property must be owned or under legal control (e.g., lease, easement) of a municipality or school district and have an approved management plan. Registered School Forests in Douglas County are depicted in **Table 5.4**.

**Table 5.4: Registered School Forests, Douglas County**

<b>Forest Name</b>	<b>Acres</b>	<b>Municipality</b>	<b>District</b>
Gordon School Forest	160	Town of Gordon	Northwood School District
Rockmount School Forest	57	Town of Amnicon	School District of Maple
Bong Memorial School Forest	160	Town of Brule	School District of Maple
Northwestern H.S. Forest	160	Town of Brule	School District of Maple
Superior School Forest	720	Town of Summit	School District of Superior
Solon Springs School Forest	80	Town of Solon Springs	Solon Springs School District

Source: Wisconsin Department of Natural Resources

**Town and Municipal Forest Lands**

There are nearly 9,000 acres of town-owned properties in Douglas County. Properties may be open or closed to public access, per town policies. Town-owned lands in Douglas County are shown in **Table 5.5**.

**Table 5.5: Town-owned Lands, Douglas County**

<b>Municipality</b>	<b>Acres</b>	<b>Municipality</b>	<b>Acres</b>
Town of Amnicon	2,107.4	Town of Maple	126.6
Town of Bennett	53.8	<i>Town of Oakland</i>	<i>117.4</i>
Town of Brule	171.6	Town of Parkland	125.7
Town of Cloverland	115.8	Town of Solon Springs	505.7
Town of Dairyland	2,157.1	Town of Summit	115.0
Town of Gordon	2,191.9	Town of Superior	89.3
Town of Hawthorne	279.9	Town of Wascott	316.1
Town of Highland	35.1	<b>Total</b>	<b>8,943.1</b>

Source: Douglas County Tax Roll



**Private Industrial Forest**

Forest management programs such as the Managed Forest Law (MFL) and Forest Crop Law (FCL) programs encourage landowners to manage forests for production of future forest crops by providing tax incentives and benefits to enrollees. Enrollment of forestlands in these provides a reasonable measure of assurance that these lands will continue to be utilized as woodlands and not converted to other uses. The Managed Forest Law replaced the Forest Crop Law in 1985. FCL lands and open MFL lands are open to public access for hunting, fishing, cross-country skiing, sight-seeing, and hiking. Wausau Papers and Plum Creek

Timberlands hold title to a combined 73,377 acres of lands enrolled in the MFL and FCL programs. Wausau Paper produces fine printing and writing papers, technical specialty papers, and towel and tissue products. Plum Creek Timberlands, a real estate investment trust, is the largest private landholder in the United States. If these large land holdings were sold for private development, traditional public use and access would likely be terminated; and wildlife habitat values greatly diminished through forest fragmentation. Managed Forest Law and Forest Crop Law Program lands in Douglas County are shown in **Table 5.6**.

**Table 5.6: Managed Forest Law and Forest Crop Law Program Lands, Douglas County**

Municipality	Acres			Total
	MFL		FCL <sup>1</sup>	
	Closed	Open	All	
Town of Amnicon	49.6	218.9		268.5
Town of Bennett	157.5	4,578.4	239.6	4,975.5
Town of Brule	321.1	233.5	58.4	613.0
Town of Cloverland	406.5	4,736.1	2,259.2	7,401.7
Town of Dairyland	2,292.9	2,470.3	2,828.0	7,591.3
Town of Gordon	1314.0	5,058.6	16,325.0	22,697.7
Town of Hawthorne	142.0	582.0	58.3	782.4
Town of Highland	520.7	19,760.5	1,205.0	21,486.2
Town of Lakeside	315.6	473.3	123.8	912.7
Town of Maple	9.0	110.7	38.6	158.3
<i>Town of Oakland</i>	<i>340.9</i>	<i>3,612.2</i>		<i>3,953.1</i>
Town of Parkland		831.1	67.9	899.0
Town of Solon Springs	1,121.4	3,373.4	8,035.5	12,530.4
Town of Summit	316.4	138.1	118.8	573.2
Town of Superior	246.1	5,344.5	1,108.2	6,698.8
Town of Wascott	1,691.7	14,295.6	1,433.5	17,420.8
Village of Lake Nebagamon	159.0	4.0		163.0
<b>Douglas County</b>	<b>9,404.6</b>	<b>65,821.1</b>	<b>33,899.9</b>	<b>109,125.6</b>

Source: Wisconsin Department of Natural Resources

<sup>1</sup> Includes lands under FCL contracts, FCL was repealed in 1985



**Land Cover Types**

The predominant land cover type in Douglas County is aspen, a valuable commercial timber and wildlife habitat species. Mixed broad leaved deciduous forest (oak, maple, birch, balsam poplar, etc.) and mixed deciduous/coniferous forest (red pine, white pine, jack pine, spruce, balsam fir, etc.) are also major upland forest cover types. On the sandy soils of the Pine Barrens to the south and east of the St. Croix River, jack pine is the dominant species. Urban, developed and agricultural lands account for a very small portion of total land cover in Douglas County. Douglas County and Town of Oakland land cover is shown in **Map 5.5**.

**Table 5.7: Land Cover, Douglas County and the Town of Oakland**

Land Cover Classification	County Acres	Percent of County	Oakland Acres	Oakland Percent
Bare Land	102.4	0.01%	2.0	0.00%
Cultivated Crops	4,704.9	0.55%	308.9	0.74%
Deciduous Forest	398,776.2	46.58%	16,597.4	39.93%
Developed, High Intensity	1,864.9	0.22%	2.7	0.01%
Developed, Low Intensity	5,426.2	0.63%	58.1	0.14%
Developed, Medium Intensity	3,480.0	0.41%	57.0	0.14%
Evergreen Forest	83,766.8	9.78%	3,759.7	9.04%
Grassland/Herbaceous	7,356.5	0.86%	180.8	0.44%
Mixed Forest	88,042.5	10.28%	5,960.1	14.34%
Open Water	22,651.8	2.65%	769.3	1.85%
Palustrine Emergent Wetland	2,240.8	0.26%	390.2	0.94%
Palustrine Forested Wetland	58,539.3	6.84%	4,786.1	11.51%
Palustrine Scrub/Shrub Wetland	75,145.6	8.78%	4,636.9	11.15%
Pasture/Hay	40,311.8	4.71%	2,216.4	5.33%
Scrub/Shrub	59,182.4	6.91%	1,843.7	4.44%
<b>TOTAL</b>	<b>856,174.6</b>	<b>100.00%</b>	<b>41,569.3</b>	<b>100.00%</b>

Source: The figures above were calculated from the 2001 Coastal Change Analysis Program (C-CAP) land cover dataset. C-CAP is a nationally standardized database of land cover and land change information, developed using remotely sensed imagery, for the coastal regions of the U.S.



**WILDLIFE RESOURCES**

The wildlands of Douglas County provide habitat for a variety of species of birds, mammals, reptiles, amphibians and insect life. Each species or group of associated species does best under different conditions related to the land cover types and management within each biological community.

Many plant and insect species also occur; but unlike vertebrate wildlife species, no complete list is available as an inventory of insect species or native flora found in Douglas County. At this time, it is safe to comment that there are hundreds of individual species of insects as well as lichens, mosses, grasses, ferns, shrubs, and tree species that occur in the county.

Each type of plant community is important because of the habitat it provides to wildlife. Some types are more important to the wildlife resources because they are both abundant and used by many species such as jack pine, aspen, or northern pin oak. Types of lesser abundance such as white pine, northern red oak, upland brush, spruce-fir, swamp conifer, and grass openings are also important because they may provide the only breeding habitat available for some species or offer a critical habitat type that is needed seasonally.

**Critical Resources and Habitats**

The Wisconsin Natural Heritage Inventory (NHI) provides a listing of rare, threatened and endangered species and communities that are known to be present in Douglas County. The following list is a summary of information regarding endangered land resources from the NHI.

*St. Croix Cedar Swamp*

A second growth white cedar and black ash swamp along the banks of the St. Croix River. Though young, the stand contains a diverse

herbaceous layer including several orchid species.

*Mingan’s Moonwort*

This fern species of special concern is rare in its range from Labrador to Ontario south to Vermont and Wisconsin. It is found in a variety of habitats (meadows, riverbanks, sand dunes, and deep woods), and it is found in soils ranging from acid to circumneutral. One population was discovered in a maple-basswood forest in 1979.

*Black Lake Bog*

This 2200-acre site is an exceptional resource. Identified natural communities are soft bog lake, northern wet forest, northern sedge meadow, open bog, and shrub-carr. Several species of concern are found at Black Lake Bog including LeConte's Sparrow, Northern Harrier, Timber Wolf, Lake Darner, and Green-striped Darner.

*Belden Swamp*

This huge wetland complex is an exceptional and unique resource in Douglas County. The large size and muskeg-like vegetation of this bog is not duplicated anywhere else in northwest Wisconsin. Portions are thinly vegetated with stunted black spruce and tamarack over ericaceous shrubs. Other parts are quite open with wire-leaved sedges and big birch dominating. Healthy populations of jutta arctic butterfly, LeConte's Sparrow, Yellow-bellied Flycatcher, and Northern Harrier have been identified on the bog.

*Moose Lake*

This lake is a small soft water bog lake that forms the headwaters of Moose River. The lake is fringed with alder and bog birch. Surrounding the fringe is a black spruce and tamarack bog.

*Amnicon River Pines*

A small area of older red pines located north of the Amnicon River.



*Amnicon Boreal Forest*

A ten-acre stand of boreal forest with an overstory of red and white pine located north of the Amnicon River. Fire and past harvests were noted at this site.

*Erickson Creek Pine Forest*

Located south of the Amnicon River and west of Erickson Creek. Scattered islands of pine are present in the large open bog. Dominant species include red and white pine with characteristic understory plants present.

*Ubreitzman Lake Bog*

This 13-acre, soft water bog lake is surrounded by 22 acres of spruce and tamarack forest. The shoreline is a floating bog mat. Boreal birds utilize the area for breeding. Part of the area is in private ownership.

*Lookout Tower Mound*

A series of rounded exposures of igneous rock. The north slope has a series of vertical cliffs that contain the state's largest population of fragrant fern, a species of special concern.

*St. Croix River*

The reach of the St. Croix a few miles up and downstream from the County Trunk Highway "T" bridge has significant populations of rare species including the state-endangered pygmy snaketail dragonfly, the state-threatened gilt darter, Blanding's turtle and special concern species, the rapids clubtail dragonfly.

*Lapland Buttercup*

This boreal species was not known to occur in Wisconsin until 1994, when two populations were discovered. One is on DNR land along the Brule River. The other is on Douglas County land east of the St. Croix. Both locations are found in seeps in white cedar swamps. The species will likely be considered a species of special concern and should be a candidate for endangered status. Further investigations need to be conducted to determine the extent of the populations and their habitat requirements.

A listing of known threatened and endangered species of plants animals and insects in Douglas County is presented in **Table 5.8. Map 5.6 (Natural Heritage Inventory)** portrays the generalized location of threatened, endangered and sensitive resources in the Town of Oakland.



**Table 5.8: Rare, Threatened and Endangered Species & Natural Communities in Douglas County**

PLANTS		
Common Name	Species Name	Wisconsin Status <sup>1</sup>
Adder's-Tongue	<i>Ophioglossum vulgatum var pseudopodum</i>	Special Concern
American Shore-Grass	<i>Littorella americana</i>	Special Concern
Arrow-Leaved Sweet-Coltsfoot	<i>Petasites sagittatus</i>	Threatened
Autumnal Water-Starwort	<i>Callitriche hermaphroditica</i>	Special Concern
Brown Beakrush	<i>Rhynchospora fusca</i>	Special Concern
Canada Gooseberry	<i>Ribes oxycanthoides</i>	Threatened
Common Bog Arrow-Grass	<i>Triglochin maritimum</i>	Special Concern
Crawe Sedge	<i>Carex crawei</i>	Special Concern
Crinkled Hairgrass	<i>Deschampsia flexuosa</i>	Special Concern
Dwarf Milkweed	<i>Asclepias ovalifolia</i>	Threatened
Fairy Slipper	<i>Calypso bulbosa</i>	Threatened
Fir Clubmoss	<i>Lycopodium selago</i>	Special Concern
Floating Marsh-Marigold	<i>Caltha natans</i>	Endangered
Flodman Thistle	<i>Cirsium flodmanii</i>	Special Concern
Fragrant Fern	<i>Dryopteris fragrans remotiuscula</i>	Special Concern
Ground-Fir	<i>Lycopodium sabinifolium</i>	Special Concern
Hill's Thistle	<i>Cirsium hillii</i>	Threatened*
Hooker Orchis	<i>Platanthera hookeri</i>	Special Concern
Lapland Buttercup	<i>Ranunculus lapponicus</i>	Endangered
Large-Flowered Ground-Cherry	<i>Leucophysalis grandiflora</i>	Special Concern
Large Roundleaf Orchid	<i>Platanthera orbiculata</i>	Special Concern
Large Water-Starwort	<i>Callitriche heterophylla</i>	Threatened
Leafy White Orchis	<i>Platanthera dilatata</i>	Special Concern
Lesser Wintergreen	<i>Pyrola minor</i>	Endangered
Marsh Grass-Of-Parnassus	<i>Parnassia palustris</i>	Threatened
Marsh Horsetail	<i>Equisetum palustre</i>	Special Concern
Marsh Ragwort	<i>Senecio congestus</i>	Special Concern
Marsh Willow-Herb	<i>Epilobium palustre</i>	Special Concern
Mingan's Moonwort	<i>Botrychium minganense</i>	Special Concern
Mountain Cranberry	<i>Vaccinium vitis-idaea ssp minus</i>	Endangered
Northeastern Bladderwort	<i>Utricularia resupinata</i>	Special Concern
Northern Black Currant	<i>Ribes hudsonianum</i>	Special Concern
Northern Bur-Reed	<i>Sparganium glomeratum</i>	Threatened
Oregon Woodsia (Tetraploid)	<i>Woodsia oregana var cathcartiana</i>	Special Concern
Purple Clematis	<i>Clematis occidentalis</i>	Special Concern
Richardson Sedge	<i>Carex richardsonii</i>	Special Concern





PLANTS		
Common Name	Species Name	Wisconsin Status <sup>1</sup>
Rugulose Grape-Fern	<i>Botrychium rugulosum</i>	Special Concern
Russet Cotton-Grass	<i>Eriophorum chamissonis</i>	Special Concern
Seaside Crowfoot	<i>Ranunculus cymbalaria</i>	Threatened
Sheathed Sedge	<i>Carex vaginata</i>	Special Concern
Showy Lady's -Slipper	<i>Cypripedium reginae</i>	Special Concern
Slender Spike-Rush	<i>Eleocharis nitida</i>	Special Concern
Slim-Stem Small Reedgrass	<i>Calamagrotis stricta</i>	Special Concern
Small Yellow Lady's-Slipper	<i>Cypripedium parviflorum</i>	Special Concern
Small Yellow Water Crowfoot	<i>Ranunculus gmelinii var hookeri</i>	Endangered
Sparse-Flowered Sedge	<i>Carex tenuiflora</i>	Special Concern
Swamp-Pink	<i>Arethusa bulbosa</i>	Special Concern
Tea-Leaved Willow	<i>Salix planifolia</i>	Threatened
Torrey's Bulrush	<i>Scirpus torreyi</i>	Special Concern
Variegated Horsetail	<i>Equisetum variegatum</i>	Special Concern
Vasey Rush	<i>Juncus vaseyi</i>	Special Concern
Veined Meadowrue	<i>Thalictrum venulosum</i>	Special Concern

ANIMALS			
Common Name	Species Name	Wisconsin Status <sup>1</sup>	Taxa
American Bittern	<i>Botaurus lentiginosus</i>	Special Concern	Bird
American Wigeon	<i>Anas americana</i>	Special Concern	Bird
Bald Eagle	<i>Haliaeetus leucocephalus</i>	Special Concern**	Bird
Black Tern	<i>Chlidonias niger</i>	Special Concern*	Bird
Black-Throated Blue Warbler	<i>Dendroica caerulescens</i>	Special Concern	Bird
Cape May Warbler	<i>Dendroica tigrina</i>	Special Concern	Bird
Caspian Tern	<i>Sterna caspia</i>	Endangered	Bird
Cerulean Warbler	<i>Dendroica cerulea</i>	Threatened*	Bird
Common Tern	<i>Sterna hirundo</i>	Endangered*	Bird
Connecticut Warbler	<i>Oporornis agilis</i>	Special Concern	Bird
Evening Grosbeak	<i>Coccothraustes vespertinus</i>	Special Concern	Bird
Gray Jay	<i>Perisoreus canadensis</i>	Special Concern	Bird
Great Blue Heron	<i>Ardea herodias</i>	Special Concern	Bird
Kirtland's Warbler	<i>Dendroica kirtlandii</i>	Special Concern**	Bird
Le Conte's Sparrow	<i>Ammodramus leconteii</i>	Special Concern	Bird
Least Bittern	<i>Ixobrychus exilis</i>	Special Concern	Bird
Merlin	<i>Falco columbarius</i>	Special Concern	Bird
Northern Goshawk	<i>Accipiter gentilis</i>	Special Concern	Bird



<b>ANIMALS</b>			
<b>Common Name</b>	<b>Species Name</b>	<b>Wisconsin Status<sup>1</sup></b>	<b>Taxa</b>
Northern Harrier	<i>Circus cyaneus</i>	Special Concern	Bird
Osprey	<i>Pandion haliaetus</i>	Threatened	Bird
Pine Siskin	<i>Carduelis pinus</i>	Special Concern	Bird
Piping Plover	<i>Charadrius melodus</i>	Endangered**	Bird
Sharp-Tailed Grouse	<i>Pedioecetes phasianellus</i>	Special Concern	Bird
Upland Sandpiper	<i>Bartramia longicauda</i>	Special Concern	Bird
Yellow-Bellied Flycatcher	<i>Empidonax flaviventris</i>	Special Concern	Bird
A Predaceous Diving Beetle	<i>Hydroporus pseudovilis</i>	Special Concern	Beetle
A Tiger Beetle	<i>Cicindela patruela patruela</i>	Special Concern	Beetle
Bog Cooper	<i>Lycaena epixanthe</i>	Special Concern	Butterfly
Bog Fritillary	<i>Boloria eunomia</i>	Special Concern	Butterfly
Brown Arctic	<i>Oeneis chryxus</i>	Special Concern	Butterfly
Cobweb Skipper	<i>Hesperia metea</i>	Special Concern	Butterfly
Dorcas Copper	<i>Lycaena dorcas</i>	Special Concern	Butterfly
Dusted Skipper	<i>Atrytonopsis hianna</i>	Special Concern	Butterfly
Freija Fritillary	<i>Boloria freija</i>	Special Concern	Butterfly
Frigga Fritillary	<i>Boloria frigga</i>	Special Concern	Butterfly
Jutta Arctic	<i>Oeneis jutta ascerta</i>	Special Concern	Butterfly
Little Glassy Wing	<i>Pompeius verna</i>	Special Concern	Butterfly
Mottled Dusky Wing	<i>Erynnis martialis</i>	Special Concern	Butterfly
Purple Lesser Fritillary	<i>Boloria titania</i>	Special Concern	Butterfly
Red-Disked Alpine	<i>Erebia discoidalis</i>	Special Concern	Butterfly
Amber-Winged Spreadwing	<i>Lestes eurinus</i>	Special Concern	Dragonfly
Aurora Damselfly	<i>Chromagrion conditum</i>	Special Concern	Dragonfly
Black Meadowhawk	<i>Sympetrum danae</i>	Special Concern	Dragonfly
Black-Tipped Darner	<i>Aeshna tuberculifera</i>	Special Concern	Dragonfly
Ebony Bog Haunter	<i>Williamsonia fletcheri</i>	Special Concern	Dragonfly
Forcipate Emerald	<i>Somatochlora forcipata</i>	Special Concern	Dragonfly
Gloyd's Bluet	<i>Enallagma vernale</i>	Special Concern	Dragonfly
Green-Striped Darner	<i>Aeshna verticalis</i>	Special Concern	Dragonfly
Kennedy's Emerald	<i>Somatochlora kennedyi</i>	Special Concern	Dragonfly
Lake Darner	<i>Aeshna eremita</i>	Special Concern	Dragonfly
Pronghorned Clubtail	<i>Gomphus graslinellus</i>	Special Concern	Dragonfly
Pygmy Snaketail	<i>Ophiogomphus howei</i>	Threatened	Dragonfly
Riffle Snaketail	<i>Ophiogomphus carolus</i>	Special Concern	Dragonfly
Ski-Tailed Emerald	<i>Somatochlora elongata</i>	Special Concern	Dragonfly
Zebra Clubtail	<i>Stylurus scudderi</i>	Special Concern	Dragonfly
American Eel	<i>Anguilla rostrata</i>	Special Concern	Fish



<b>ANIMALS</b>			
<b>Common Name</b>	<b>Species Name</b>	<b>Wisconsin Status<sup>1</sup></b>	<b>Taxa</b>
Banded Killifish	<i>Fundulus diaphanus</i>	Special Concern	Fish
Gilt Darter	<i>Percina evides</i>	Threatened	Fish
Greater Redhorse	<i>Moxostoma valenciennesi</i>	Threatened*	Fish
Lake Herring	<i>Coregonus artedii</i>	Special Concern	Fish
Lake Sturgeon	<i>Acipenser fulvescens</i>	Special Concern*	Fish
Least Darter	<i>Etheostoma microperca</i>	Special Concern	Fish
Southern Brook Lamprey	<i>Ichthyomyzon gagei</i>	Special Concern	Fish
Weed Shiner	<i>Notropis texanus</i>	Special Concern	Fish
A Bizarre Caddisfly	<i>Lepidostoma libum</i>	Special Concern	Insect
Franklin's Ground Squirrel	<i>Spermophilus franklinii</i>	Special Concern	Mammal
Lynx	<i>Lynx canadensis</i>	Special Concern*	Mammal
A Caenid Mayfly	<i>Caenis youngi</i>	Special Concern	Mayfly
Buck Moth	<i>Hemileuca maia</i>	Special Concern	Moth
Newman's Brocade	<i>Meropleon ambifusca</i>	Special Concern	Moth
Elktoe	<i>Alasmidonta marginata</i>	Special Concern*	Mussel
Purple Wartyback	<i>Cyclonaias tuberculata</i>	Endangered	Mussel
Round Pigtoe	<i>Pleurobema sintoxia</i>	Special Concern	Mussel
Four-Toed Salamander	<i>Hemidactylium scutatum</i>	Special Concern	Salamander
Blanding's Turtle	<i>Emydoidea blandingii</i>	Threatened*	Turtle
Wood Turtle	<i>Clemmys insculpta</i>	Threatened	Turtle

**Natural Communities**

Important examples of the following natural community types have been found in this county. Although communities are not legally protected, they are critical components of Wisconsin's biodiversity and may provide the habitat for rare, threatened and endangered species.

Alder Thicket	Lake—Deep, Soft, Seepage	Northern Wet Forest
Bird Rookery	Lake Dune	Northern Wet-Mesic Forest
Black Spruce Swamp	Lake—Oxbow	Open Bog
Boreal Forest	Lake--Shallow; Soft; Drainage	Pine Barrens
Dry Cliff	Lake--Soft Bog	Poor Fen
Emergent Aquatic	Mesic Floodplain Terrace	Shrub-Carr
Floodplain Forest	Migratory Bird Site	Spring Pond
Great Lakes Beach	Northern Dry Forest	Springs And Spring Runs; Hard
Hardwood Swamp	Northern Dry-Mesic Forest	Springs And Spring Runs; Soft
Interdunal Wetland	Northern Mesic Forest	Stream--Fast; Soft; Cold
Interior Beach	Northern Sedge Meadow	Tamarack Swamp

<sup>1</sup>**Wisconsin Status:**

Endangered: continued existence in Wisconsin is in jeopardy.

Threatened: appears likely, within the foreseeable future, to become endangered.

Special Concern: species for which some problem of abundance or distribution is suspected but not yet proven.

Rule: protected or regulated by state or federal legislation or policy; neither endangered nor threatened.

\* indicates: A candidate for federal listing. \*\* indicates: Federally Endangered or Threatened.



**Wisconsin's Wildlife Action Plan**

Wisconsin's recently completed Wildlife Action Plan identifies wildlife species that are in greatest need of conservation. Habitat loss, fragmentation and degradation are the key factors threatening nearly all of these species. The plan identifies what habitats (natural communities) they are associated with, and where they are likely to occur throughout the state (Ecological Landscapes). The following tables identify the species of greatest concern within the four ecological landscapes present in Douglas County. Species are listed in **Table 5.9** below according to their probability of occurring in each of the four Ecological Landscapes.

**Table 5.9: Species of Concern, Wisconsin Wildlife Action Plan**

**BIRDS**

Scores: 3 = "Significantly Associated," 2 = "Moderately Associated", and 1 = "Minimally Associated."

Species	Northwest Lowlands	Northwest Sands	Lake Superior Clay Plain	North Central Forest
American Bittern	3	3	3	3
American Black Duck		1	1	1
American Golden Plover	1	2	3	1
American Woodcock	3	3	3	3
Bald Eagle	1	3	3	3
Black Tern	2	3	3	2
Black-backed Woodpecker	3	3	2	3
Black-billed Cuckoo	3	3	3	3
Black-throated Blue Warbler	1	1	3	3
Blue-winged Teal	2	3	3	1
Blue-winged Warbler	1	2		
Bobolink	2	3	3	2
Boreal Chickadee	2	1		3
Buff-breasted Sandpiper			3	
Brown Thrasher	3	3	3	2
Caspian Tern			1	
Canada Warbler	3	2	3	3
Canvasback	1	2	2	2
Common Tern			3	
Connecticut Warbler	3	3	1	2
Dickcissel		1	1	1
Dunlin	1	2	3	1
Cerulean Warbler				2
Eastern Meadowlark	1	2	3	1
Field Sparrow	1	3	1	1
Golden-winged Warbler	3	3	3	3
Grasshopper Sparrow	1	2	1	1



**BIRDS**

Scores: 3 = "Significantly Associated," 2 = "Moderately Associated", and 1 = "Minimally Associated."

Species	Northwest Lowlands	Northwest Sands	Lake Superior Clay Plain	North Central Forest
Henslow's Sparrow	1	1	1	1
Horned Grebe	1	1	3	1
Hudsonian Godwit	1	2	2	1
Kirtland's Warbler		1		
Least Flycatcher	3	3	3	3
Le Conte's Sparrow	3	3	3	
Lesser Scaup	1	3	3	3
Louisiana Waterthrush	3			1
Marbled Godwit	1	2	3	1
Nelson's Sharp-tailed Sparrow	1	3		
Northern Goshawk	2	2		3
Northern Harrier	3	3	3	3
Olive-sided Flycatcher	3	2	2	3
Osprey	2	3	1	3
Peregrine Falcon			3	
Piping Plover			3	
Red Crossbill	2	3	2	3
Red-headed Woodpecker		3	1	1
Red-necked Grebe		2		
Red-shouldered Hawk	1	2	1	3
Rusty Blackbird	2	2	2	2
Sharp-tailed Grouse		3	2	2
Short-billed Dowitcher	1	3	3	1
Solitary Sandpiper	2	2	2	2
Spruce Grouse	1	1		3
Trumpeter Swan	1	3	3	3
Upland Sandpiper		3	3	1
Veery	3	3	3	3
Vesper Sparrow	1	3	1	1
Western Meadowlark	1	1	1	1
Whimbrel	1	1	3	1
Whip-poor-will	1	3	1	3
Willow Flycatcher	1	1	1	1
Wilson's Phalarope		2		
Wood Thrush	2	2	3	3
Yellow Rail		3	2	
Yellow-billed Cuckoo	1	1	1	1



**MAMMALS**

Scores: 3 = "Significantly Associated," 2 = "Moderately Associated", and 1 = "Minimally Associated."

Species	Northwest Lowlands	Northwest Sands	Lake Superior Clay Plain	North Central Forest
American Marten	2		2	3
Gray Wolf	3	3	3	3
Franklin's Ground Squirrel	1	3	3	
Northern Flying Squirrel	3	3	3	3
Hoary Bat	2	1	2	3
Water Shrew	3	3	3	3
Woodland Jumping Mouse	3	2	3	3
Eastern Red Bat	2	1	2	2
Silver-haired Bat	2	1	2	3
Moose	2	1	2	2
Northern Long-eared Bat	2	1	2	2
Prairie Vole		1		
White-tailed Jackrabbit		1		

**REPTILES AND AMPHIBIANS**

Scores: 3 = "Significantly Associated," 2 = "Moderately Associated", and 1 = "Minimally Associated."

Species	Northwest Lowlands	Northwest Sands	Lake Superior Clay Plain	North Central Forest
Blanding's Turtle		3	1	
Boreal Chorus Frog	3	3	3	3
Bullsnake		3		
Four-toed Salamander	3	2	3	3
Mink Frog	3	2	3	3
Wood Turtle	3	3	3	3
Mudpuppy	2	2	3	2
Pickerel Frog	2	2		2
Blanding's Turtle	1		2	1
Northern Prairie Skink		3		
Blanding's Turtle		3	1	



**FISH**

Scores: 3 = "Significantly Associated," 2 = "Moderately Associated", and 1 = "Minimally Associated."

Species	Northwest Lowlands	Northwest Sands	Lake Superior Clay Plain	North Central Forest
Blanding's Turtle		3	1	
Boreal Chorus Frog	3	3	3	3
Bullsnake		3		
American Eel			1	
Banded Killifish		3		1
Gilt Darter	3	2		3
Greater Redhorse	3	3		2
Lake Sturgeon	3	2	3	3
Least Darter		3		1
Longear Sunfish	2			3
Pugnose Shiner		3		1
River Redhorse	3	3		
Redside Dace				1
Shortjaw Cisco			3	1
Kiyi			3	1

Source: Wisconsin Department of Natural Resources

**PUBLIC CONSERVATION LANDS**

**Legacy Places**

Legacy Places are Wisconsin’s most important areas in meeting the state’s conservation and recreation needs for the next 50 years. The Wisconsin Department of Natural Resources identified 228 Legacy Places statewide in the 2002 report “Wisconsin Land Legacy Report: An Inventory of Places Critical in Meeting Wisconsin’s Future Conservation and Recreation Needs.” The report details 15 Legacy Places occurring within Douglas County. **Map 5.7** also depicts the generalized locations of Legacy Places in Douglas County.

**St. Louis Estuary and Pokegema Wetlands**  
*Please refer to State Natural Areas section*

**Wisconsin Point**

Wisconsin Point is situated along the eastern portion of a sand spit separating Allouez Bay from Lake Superior. The site provides miles of open sand beaches and dunes and small wetlands surrounded by a pine forest. Limited development occurs near the end of the point. About 200 acres of the site is owned by the City of Superior, while DNR owns 9 acres. Both properties are open to public recreation including swimming, biking, bird-watching and boating.

**Nemadji River and Wetlands**

The Nemadji River flows through the glacial sands, tills, and outwash soils of Minnesota before entering the lacustrine red clay plain in Wisconsin. Vegetation is dominated by deciduous species, but is slowly succeeding to conifers and a vegetative pattern more representative of the pre-settlement period.



The river and wetlands drain into Lake Superior near the City of Superior municipal water intake system, which provides service to nearly 30,000 customers.

**Middle River Contact**

Located in the Town of Lakeside where the Middle River flows over the Superior escarpment, this scenic area contains several waterfalls and unique geologic features.

**Bois Brule River**

The Bois Brule River is one of the Midwest’s premiere trout and salmon streams and is widely recognized for its spectacular natural scenery. The spring-fed upper river slowly meanders through miles of bogs. At Copper Range, the river begins its turbulent 328-foot descent to Lake Superior, 18 miles to the north. The lower Brule is characterized by cascading whitewater, ledges and a rocky streambed. Much of the river lies within the Brule River State Forest. The Brule is a popular recreation destination for fishermen, canoeists and kayakers. Hunting, hiking, bird-watching and skiing are popular activities on the adjoining public forestlands. The unique landscape and vegetation provide habitat for a wide range of plant and animal species, including many rare and/or threatened species.

**Eau Claire River**

The Eau Claire River in western Douglas County drains the Eau Claire Chain of Lakes on its 13-mile journey to the St. Croix River in the Town of Gordon. A portion of the river below the Eau Claire Lakes supports a resident trout population. Several small, undeveloped and partially developed lakes occur near the river.

**Namekagon-Brule Barrens**

This area is part of a large pine barren community extending from western Bayfield County, southwestward to northern Polk County. Land ownership is a mix public properties and large holdings by private industrial forest companies. This area has high conservation significance as there are

opportunities to restore habitat and maintain viable populations of barrens-associated species, including the sharp-tailed grouse, Connecticut warbler and upland sandpiper. Most of the lakes in this area which are not under public ownership and many are highly developed.

**Empire and Belden Swamps**

*Please refer to State Natural Areas section*

**Manitou Falls - Black River**

The Black River is a high quality water resource which flows through Pattison State Park. The river and surrounding area supports numerous rare and unique species. At 165 feet, Big Manitou Falls is the highest waterfall in Wisconsin and a unique scenic resource.

**Upper Tamarack and Spruce Rivers**

The Upper Tamarack and Spruce Rivers originate in the Empire and Belden Swamp in western Douglas County. These rivers, along with Chase Creek, provide a connective linkage between the expansive Douglas County Forest and the St. Croix State Forest across the border in Minnesota.

**Chase Creek**

Chase Creek drains the high quality wetlands of southwestern Douglas County. The stream itself supports a diverse aquatic ecosystem, and in conjunction with the Upper Tamarack and Spruce Rivers, provides connectivity between the Douglas County Forest and St. Croix State Forest in Minnesota. This stream is located in one of the most remote and isolated parts of Wisconsin and provides unique recreation opportunities.

**Highway 2 Grasslands**

Along US Highway 2 between Ashland and Superior is a series of non-native grasslands that provide critical habitat for birds, mammals, amphibians and waterfowl. Following human settlement, much of this area was cleared for agriculture; however, only a fraction of these lands are actively farmed. Fallow fields are





reverting back to brush and forestlands. Many wetland areas are reverting back to native species or are being restored.

**Lower Totagatic River**

This high quality warmwater stream is a tributary to the Namekagon River. The river is largely undeveloped and possesses a very wild character. The Totagatic recently was designated as an “Outstanding Resource Water” under Wisconsin Administrative Code NR 102. Designation as a state “Wild River” is currently being sought by the state and a variety of partners.

**St. Croix River**

The St. Croix River originates from the spring-fed waters of Upper St. Croix Lake. Meandering through the Douglas County Forest, the river flows through dense cedar, tamarack and spruce stands. The upper reach provides habitat for nesting birds and rare plants.

**Western Lake Superior Drowned River Mouths**

A drowned river mouth occurs when the lower end of a river is submerged or flooded by encroaching water from Lake Superior. The best examples in Douglas County are found on the Wisconsin side of the St. Louis River estuary. These areas provide critical wetland habitat for migratory and resident birds and spawning habitat for fish. In addition, these areas are home to many rare plants, birds and insects.



**STATE NATURAL AREAS**

State Natural Areas (SNA's) are formally designated sites devoted to scientific research, the teaching of conservation biology and preservation of their natural values and genetic diversity for future generations. A total of 18 SNA's have been designated within Douglas County. Douglas County SNA's are shown along with public lands in **Map 8.1**.

**Solon Springs Sharptail Barrens (240 acres)**

T44N-R12W, Section 11 S ½ NE ¼ SE ¼, Solon Springs Wildlife Area

A large pine barrens with scattered clumps of jack pine, Hill's oak, bur oak and red pine; vegetation characteristic of much of northwestern Wisconsin before human settlement. The barrens are maintained by controlled burning, which provides habitat for wildlife, including the sharp-tailed grouse. The Solon Springs Sharptail Barrens is owned by Douglas County and was designated a State Natural Area in 1968.

**Black Lake Bog (2200 acres)**

T45N-R15W, Sections 8, 17, 18, 19, 20, 29 & 30

A large, undisturbed wetland complex of bog lake, open bog, and northern wet forest. The bog and Black Lake form the headwaters of the Black River. Wildlife found on the tract includes waterfowl, great blue heron, beaver, and short-eared owl, which may nest in the bog. The area is also within the territory of a pack of timber wolves. Black Lake Bog is owned by Douglas County and was designated a State Natural Area in 1985.

**Brule River Boreal Forest (652 acres)**

Brule River State Forest, T49N-R10W, Sections 10, 15, 22, 23 & 27

Remnant boreal forest consisting of mature stands of white pine, white spruce, balsam fir, balsam poplar, and occasionally white cedar, situated along the steep slopes and terraces

bordering the Brule River. Boreal forest environment contains many unique plant species and provides habitat for rare animal species, including the bald eagle. The Brule River Boreal Forest is owned by the DNR and was designated a State Natural Area in 2003.

**Brule Glacial Spillway (2642 acres)**

Brule River State Forest, T45N-T11W Sections 3, 4, 8, 9 & 17; T46N-R10W, Sections 20, 29 & 20; T46N-R11W Sections 2, 35 & 36

As the glaciers melted and retreated, Lake Superior drained southwestward through the present day Bois Brule and St. Croix River valleys, creating a long, steep-sided valley which possesses many unique ecological features. Today, the Brule River flows through the valley northeastward, from its source near Solon Springs, to Lake Superior. Several rare plant species are found within this area, including sedge (*Carex vaginata*), sparse-flowered sedge (*Carex tenuiflora*), and the endangered Lapland buttercup (*Ranunculus lapponicus*). Nesting bird species include olive-sided flycatcher, golden-crowned kinglet, Lincoln's sparrow, saw-whet owl, and black-backed woodpecker. A rare dargonfly, the zebra clubtail (*Stylurus scudderii*), is found along this stretch of the river. The Brule Glacial Spillway is owned by the DNR and was designated a State Natural Area in 2003.

**Dwight's Point and Pokegama Wetlands (3,153 acres)**

Superior Municipal Forest, T48N-R14W, Sections 4, 5 & 6; T49N-R14W, Sections 19, 20, 29, 30, 31, 32 & 33

This wetland lies at the confluence of the Pokegama & St. Louis Rivers on the west side of the City of Superior. Vegetation includes boreal forest, emergent marsh, and wet clay flats supporting shrub swamp and wet meadow. The upland landscape along the St. Louis River is dissected into into a series of narrow, steep-sided ridges, the largest of which is Dwight's Point. The boreal forest landscape, influenced by the climate-moderating effect of Lake



Superior, is one of the best examples of its type in the region. Many plant and bird species which are endemic to boreal habitats are found here. Dwight's Point and Pokegama Wetlands is owned by the City of Superior and was designated a State Natural Area in 1994.

**Belden Swamp (1,862 acres)**

T45N-R14W, Sections 18, 19, 30; T45N-R15W, Sections 13, 23, 24, 25 & 26

Belden Swamp is a large wetland complex spanning the divide between the Black and Upper Nemadji River watershed and the Upper Tamarack River Watershed. The Belden Swamp forms the headwaters of the Spruce River, which flows south into the Mississippi River watershed; and the Black River, which flows north into the Lake Superior drainage basin. The area features the largest remaining undisturbed open bog in Wisconsin, and also features an extensive muskeg and conifer swamp. The isolated location and lack of development and roads provide habitat for timber wolves. Several rare bird species also occur. Belden Swamp is owned by Douglas County and was designated a State Natural Area in 1997

**Buckley Creek and Barrens (899 acres)**

T43N-R13W, Sections 10, 11, 14 & 15

Buckley Creek flows through a variety of wetland habitats including northern sedge meadow, northern wet forest, alder thicket, streams, and spring pond. Upland habitat includes Pine Barrens and aspen. The wetlands and barrens are ecologically diverse and contain many rare plant and animal species. Many diverse communities of butterflies are also found within this area. Buckley Creek and Barrens is owned by Douglas County and was designated a State Natural Area in 1997

**Erickson Creek Forest and Wetlands (2,089 acres)**

T45N-R13W, Sections 5, 6. T46N-R13W, Sections 19, 20, 21, 28, 29, 30, 31 & 32

This area is a diverse assemblage of different community types. The remoteness of the communities along with relative absence of recent disturbance elevates this area to a significant natural feature. The completeness of species assemblages in each community and their juxtaposition to each other makes this area unique in all of Wisconsin. Communities represented are open bog, northern wet forest, northern wet-mesic forest, northern hardwood swamp, northern sedge meadow, northern dry-mesic forest, boreal forest, and northern mesic forest. With an exceptional assemblage of natural communities within close proximity, diverse assemblages of species including rare species are possible. There are populations of several rare species found at this site. The bog and sedge meadow harbor populations of 15 special concern species: Three-toed Woodpecker, Great Gray Owl, Boreal Chickadee, Connecticut Warbler, LeConte's Sparrow, Bobolink, Northern Harrier, Sedge Wren, Dragon's Mouth Orchid, Freija Fritillary, Frigga Fritillary, Bog Fritillary, and the only location in Wisconsin for the Titania Fritillary. The denser conifers harbor Cape May Warbler and Swainson's Thrush. The mesic forest has two nesting pairs of the state-threatened Red-shouldered Hawk and the most westerly known population of Black-throated Blue Warbler. In the boreal forest an individual plant of the state-endangered Small Pyrola was discovered. Erickson Creek and Wetlands is owned by Douglas County and was designated a State Natural Area in 1997

**Nemadji River Floodplain Forest (341 acres)**

T48N-R14E, Sections 22, 23, 26 & 27

This floodplain forest along the banks of the Nemadji River contains a diverse flora including many canopy tree species. Large diameter silver



maple, swamp white oak, basswood, white cedar, white spruce, and three species of ash are present. The Nemadji River Floodplain Forest is owned by Douglas County as a County Forest Special Use Area and was designated a State Natural Area in 1997.

**Big Manitou Falls and Gorge (60 acres)**

Pattison State Park, T47N-R14W, Section 21

A unique river gorge carved out of both sandstone and basalt. Site also features the impressive Big Manitou Falls, which at 165 feet, is the highest waterfall in Wisconsin and the fourth highest east of the Rocky Mountains. Post glacial erosion of the soft sandstone and clays formed the steep-sided gorge, exposing the underlying and more resilient basalt rock. Two rare species have been found within the rocky gorge – Oregon woodsia (*Woodsia oregana* var. *cathcartiana*) and the mystery vertigo land snail (*Vertigo paradoxa*). Big Manitou Falls and Gorge is owned by the DNR and was designated a State Natural Area in 2003

**Motts Ravine (655 acres)**

Brule River State Forest, T46N-R10W, Sections 27, 32, 33 & 34

Mott’s Ravine is a deep depression on the east side of the ridge above the Bois Brule River. The depression lies on an old glacial outwash channel and contains jack pine forest, scrubby Hill’s and bur oak thickets, and small pine barrens remnants. The ravine provides habitat for many plant species, including barrens and prairie species such as big bluestem, prairie brome, bearberry, three-toothed cinquefoil, sweet-fern, asters, blazing star, bird’s-foot violet, pussy-toes, false dandelion, puccoon, and wood lily. The site is owned by the DNR and was designated as a State Natural Area in 2003.

**Brule Rush Lake (22 acres)**

Brule River State Forest, T46N-R10W, Sections 1 & 12

This small SNA features Brule Rush Lake, a 22-acre soft-water seepage lake with a natural, undeveloped shoreline and a good example of an inland lake beach. This site features an exceptional aquatic invertebrate community. Rare species present include a square-gilled mayfly (*Caenis youngi*) and rare crawling water beetle (*Haliphus canadensis*) Many other uncommon aquatic invertebrates have also been documented. The Brule Rush Lake area was designated as an State Natural Area in 2003 and is the first interior beach designation in the State Natural Areas Program. The property is owned and managed by the DNR.

**Bear Beach (103 acres)**

Brule River State Forest, T49N-R10W, Sections 8, 9 & 18; T49N-R11W Sections 13, 14 & 22

Located on the western terminus of the Brule River State Forest, Bear Beach features several expansive stretches of undeveloped sand beach along the Lake Superior shore. Within the site are slump clay banks that contain uncommonly occurring combinations of plants and animals. Uplands above the beach contain paper birch, speckled alder and trembling aspen, along with scattered white spruce, white pine, and balsam fir. This area is used as a foraging and resting site for migratory birds. Bear Beach is owned by the DNR and was designated a State Natural Area in 2003.

**Pokegama Carnegie Wetlands (1,440 acres)**

T48N-R14W, Sections 8, 9, 16, 17, 18, 19, 20 & 21.

This area is a shrub wetland complex situated on level clay flats between the Pokegama and Little Pokegama Rivers. The site is the largest and most intact of the red clay wetlands in northwest Wisconsin and supports a tremendous diversity of plant species and large populations of many rare species. Animal species inhabiting the site include amphibians such as the wood frog, spring peeper, green frog, leopard frog eastern gray tree frog, and American toad. Birds present include the yellow



warbler, golden-winged warbler, alder flycatcher, sora, Virginia rail, woodcock, sharp-shinned hawk, and common raven. The site is owned by Douglas County and the DNR and was designated a State Natural Area in 2006.

**Empire Swamp (1,538 acres)**

Douglas County Forest, T44N-R13W, Section 6; T44N-R14W, Sections 1, 2, 3, 11 & 12; T45N-R13W, Section 31; T45N-R14W, Sections 35 & 36.

Situated in a remote part of the Douglas County Forest, the Empire Swamp is a large peatland complex at the headwaters of the Tamarack River. The site supports a diverse natural community consisting of including northern sedge meadow, northern wet forest, tamarack swamp, black ash swamp, alder thicket, open bog, and muskeg. This extensive wetland sustains a great diversity of plants and animals, including many rare species. Empire Swamp is owned by Douglas County and was designated a State Natural Area in 2007.

**Blueberry Swamp (558 acres)**

Douglas County Forest, T47N-R10W, Sections 7 & 18; T47N-R11W, Sections 12 & 1

Blueberry swamp forms the headwaters of Blueberry Creek, a tributary to the Bois Brule River. The swamp's mineral-rich waters harbor a forest of black ash and white cedar. The swamp supports several rare plant and animal species, including a diverse array of orchids. Because the core of this area remains relatively undisturbed, the site is a valuable ecological reference area, providing a baseline for comparison with other non-protected areas.

The site has also been rated one of the top hardwood swamps in all of northern Wisconsin. Blueberry Swamp is owned by Douglas County and was designated a State Natural Area in 2007.

**Flat Lake (104 acres)**

T44N-R11W, Sections 3 & 4

Flat Lake is a shallow, 65-acre soft-water seepage lake in south-central Douglas County. The lake has a fluctuating shoreline and supports both emergent and submergent aquatic vegetation. Because the lake is shallow and lacks a fishery, it is an excellent site to study aquatic invertebrates and plant populations. Trumpeter Swans, the largest native waterfowl species in North America, use the lake and surrounding marsh to nest and fledge their young. Flat Lake is owned by Douglas County and was designated a State Natural Area in 2007

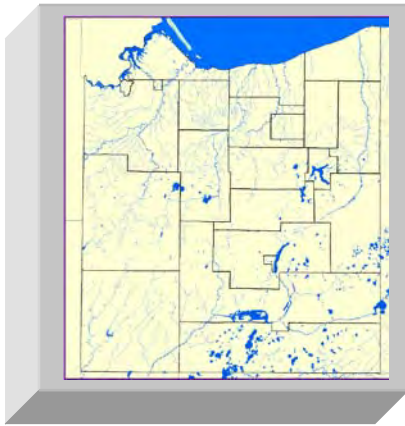
**Goose Lake (79 acres)**

Douglas County Forest, T43N-R10W, Section 10

Goose Lake is an undeveloped 22-acre soft water seepage lake with a fluctuating shoreline. Sedge and rushes are the most common plants and 20 acres of sedge meadow adjoins the lake. Rare and/or uncommon plant and animal species present include American shoreweed (*Litorella uniflora*), ternate grape fern (*Botrychium rugulosum*), common bog arrowgrass (*Triglochin maritima*), and Blanding's turtle (*Emydoidea blandingii*). Goose Lake is owned by Douglas County and was designated a State Natural Area in 2007.



SURFACE WATERS



Lakes and rivers are among the most sensitive and valued natural ecosystems in the world. These resources provide critical habitat for fish, mammals, birds, reptiles, amphibians, insects and a wide range of plant species. The physical, chemical and biological characteristics of surface waters vary across the landscape, resulting in differences in their quality, quantity, hydrology, and their sensitivity or resilience to ecological disturbances. Surface waters are also important recreational and scenic resources.

The human attraction to water resources becomes apparent when examining regional land use trends. Housing development, both seasonal and permanent lines the shoreline of many lakes and rivers across northern Wisconsin, including Douglas County. Surface waters are also coming under increasing pressure from recreational uses such as boating, personal watercraft use and fishing. These resources have a limited capacity to absorb human use and development and are extremely sensitive to changes in their watersheds. Small changes in the quality or quantity of water can adversely impact lakes and rivers, along with their associated ecosystems, sometimes irreversibly. It is important that local land use planning consider the potential impacts of land use change on all surface water resources, and that adequate protection be given to ensure the continued viability of these precious resources.

Douglas County surface water resources are depicted in **Map 5.8**.





WATERSHEDS

Figure 5.1: Douglas County Basins



A watershed is an area of land that drains to a lake or river. Douglas County is divided into two major drainage basins (Figure 5.1), Lake Superior and the Mississippi River. The division splits the county into two nearly equal halves, with the northern half draining to Lake Superior and the southern half draining to the Mississippi River.

There are 10 major watersheds (HUC 5) within Douglas County (Figure 5.2). Large watersheds are generally composed of several smaller subwatersheds, which define the drainage area for smaller creeks and streams. Lakesheds are also part of the drainage regime. A lakeshed defines the drainage area for individual lakes and ponds. The Town of Oakland lies almost entirely within the Lake Superior Basin.

Figure 5.2: Douglas County Watersheds (HUC 5)



Subwatershed-level mapping (HUC 6) has been completed for the Lake Superior Basin. Subwatershed boundaries are depicted along with major county watersheds in Map 5.9. The Town of Oakland lies within 3 HUC 5 watersheds. Planning at the watershed scale is appropriate because at this level natural and human actions most directly affect one another. If water quantity or quality is depleted upstream, then downstream users will ultimately feel the impact. It is important to recognize the fact that activities in one part of a watershed, can negatively impact other areas. Watershed level planning helps ensure that the implications of local planning decisions are assessed throughout the watershed and that potential environmental problems are avoided. Watershed statistics by municipality are shown in Table 5.10.



**Table 5.10: Watershed Statistics, Douglas County**

<i>LAKE SUPERIOR BASIN</i>	Acres Drained	% MCD <sup>2</sup>	<i>MISSISSIPPI RIVER BASIN</i>	Acres Drained	% MCD
<b>Amnicon and Middle Rivers</b>	<b>184,807.1</b>		<b>St Croix and Eau Claire Rivers</b>	<b>98,780.1</b>	
Town of Amnicon	23,646.6	94.5%	Town of Bennett	3,193.7	10.3%
Town of Bennett	13,040.4	42.2%	Town of Dairyland	29,233.1	32.5%
Town of Brule	3,974.2	11.1%	Town of Gordon	33,328.2	33.1%
Town of Cloverland	16,633.1	56.3%	<i>Town of Oakland</i>	242.6	0.6%
Town of Gordon	4,593.2	4.6%	Town of Solon Springs	16,127.8	29.7%
Town of Hawthorne	21,963.7	74.4%	Town of Summit	236.5	0.3%
Town of Lakeside	21,983.4	86.1%	Town of Wascott	16,418.3	18.2%
Town of Maple	12,782.9	62.3%	<b>Upper St Croix and Eau Claire Rivers</b>	<b>122,912.6</b>	
<i>Town of Oakland</i>	38,427.3	92.4%	Town of Bennett	3,380.2	10.9%
Town of Parkland	420.4	1.9%	Town of Gordon	61,116.3	60.7%
Town of Solon Springs	76.5	0.1%	Town of Highland	20,040.0	40.1%
Town of Summit	19,133.5	20.3%	Town of Solon Springs	29,566.5	54.5%
Town of Superior	810.0	1.2%	Town of Wascott	7,517.4	8.3%
Village of Poplar	7,321.9	95.9%	Village of Solon Springs	1,292.2	100.0%
<b>Black and Upper Nemadji River</b>	<b>80,349.7</b>		<b>Upper Tamarack River</b>	<b>76,827.4</b>	
Town of Dairyland	2.1	0.0%	Town of Dairyland	60,767.3	67.5%
Town of Summit	59,507.0	63.0%	Town of Gordon	563.1	0.6%
Town of Superior	20,840.6	30.2%	Town of Summit	15,497.0	16.4%
<b>Bois Brule River</b>	<b>115,447.9</b>		<b>Totagatic River</b>	<b>66,320.6</b>	
Town of Amnicon	350.3	1.4%	Town of Gordon	1,101.9	1.1%
Town of Bennett	11,286.9	36.5%	Town of Wascott	65,218.7	72.2%
Town of Brule	31,460.4	88.0%	<b>Lower Namekagon River</b>	<b>1,128.2</b>	
Town of Cloverland	9,181.7	31.1%	Town of Wascott	1,128.2	1.2%
Town of Hawthorne	7,566.1	25.6%			
Town of Highland	29,895.5	59.9%			
Town of Maple	7,745.8	37.7%			
Town of Solon Springs	8,469.3	15.6%			
Village of Lake Nebagamon	9,177.7	100.0%			
Village of Poplar	314.2	4.1%			
<b>Iron River</b>	<b>4,042.0</b>				
Town of Brule	314.1	0.9%			
Town of Cloverland	3,727.9	12.6%			
<b>St Louis and Lower Nemadji River</b>	<b>102,009.8</b>				
City of Superior	23,697.8	100.0%			
Town of Amnicon	1,014.5	4.1%			
Town of Lakeside	3,537.0	13.9%			
<i>Town of Oakland</i>	2,899.4	7.0%			
Town of Parkland	22,296.3	98.1%			
Town of Summit	21.3	0.0%			
Town of Superior	46,441.8	67.4%			
Village of Oliver	1,306.2	100.0%			
Village of Superior	795.6	100.0%			

<sup>2</sup> Percent of land area in municipality which is drained by the corresponding watershed





**OUTSTANDING AND EXCEPTIONAL RESOURCE WATERS**

Waters designated as Outstanding or Exceptional Resource Waters provide outstanding recreational opportunities, support valuable fisheries, have unique hydrologic or geologic features, have unique environmental settings, and are not significantly impacted by human activities. These are the highest quality waters in Wisconsin and, under the state’s 1989 anti-degradation policy, receive special protection from the impact of point source wastewater discharges. **Table 5.11** outlines the 66 Outstanding and Exceptional Resource Waters in Douglas County. These resources are also shown in **Map 5.10**.

**Table 5.11: Outstanding (ORW) and Exceptional Resource Waters (ERW), Douglas County**

Status	Portion	Name	Minor Civil Divisions
ERW	All	Beebe Creek	T. Bennett, T Solon Springs
ERW	All	Catlin Creek	T. Bennett, T. Solon Springs
ORW	All	Minnesuing Creek	T. Bennett, V. Lake Nebagamon
ORW	All	Lake Minnesuing	T. Bennett, T. Hawthorne
ORW	All	Kaspar Creek	T. Bennett, T. Hawthorne
ORW	All	Wilson Creek	T. Bennett, T. Solon Springs
ORW	All	Blueberry Cr T Tributary S17 T47N R10	T. Brule, T. Maple
ORW	All	Creek 17-11 T47N R10W	T. Brule
ORW	All	Creek 17-9 T47N R10W	T. Brule
ORW	All	Creek 21-8 T47N R10W	T. Brule
ORW	All	Creek 21-9 T47N R10W	T. Brule
ORW	All	Creek 29-11 T47N R10W	T. Brule, V. Lake Nebagamon
ORW	All excluding Brule trout hatchery	Bois Brule River	T. Brule, T. Cloverland, T. Highland, T. Solon Springs
ORW	All	Trask Creek	T. Brule, T. Cloverland
ORW	All	Percival Creek	T. Brule
ORW	All	Bois Brule Tributary T47N R10W S35-2	T. Brule
ORW	All	Bois Brule Tributary T47N R10W S35-12	T. Brule
ORW	All	Casey Creek	T. Brule
ORW	All	Casey Cr Tributary T47N R10W S3-12	T. Brule
ORW	All	Casey Cr Tributary T47N R10W S4-8d	T. Brule
ORW	All	Casey Cr Tributary T47N R10W S4-8c	T. Brule
ORW	All	Casey Cr Tributary T47N R10W S5-13	T. Brule
ORW	All	Rocky Run	T. Brule
ORW	All	Bois Brule Tributary T47N R10W S11-10	T. Brule
ORW	All	Little Bois Brule River	T. Brule
ORW	All	Sandy Run	T. Brule
ORW	All	Bois Brule Tributary T47N R10W S14-9	T. Brule
ORW	Down from CTH B	Nebagamon Creek	T. Brule, V. Lake Nebagamon



Status	Portion	Name	Minor Civil Divisions
ORW	All	Blueberry Creek	T. Brule, T. Maple
ORW	All	Creek 21-11 T47N R10W	T. Brule
ORW	All	Bois Brule Tributary T47N R10W S34-9	T. Brule
ORW	St. Croix flowage to the Burnett County line	St Croix River	T. Dairyland, T. Gordon, T. Wascott
ERW	All	Bacon Creek	T. Dairyland
ERW	All	Arnold Creek	T. Gordon
ORW	All	St Croix (Gordon) Flowage	T. Gordon, T. Wascott
ORW	All	Lower Eau Claire Lake	T. Gordon
ORW	All	Creek 34-1 T47N R11W	T. Hawthorne, V. Lake Nebagamon
ORW	All	Little Steele Lake	T. Hawthorne, V. Lake Nebagamon
ORW	All	Steele Lake	T. Hawthorne
ORW	All	Hansen Creek	T. Hawthorne
ORW	All	Lower Twin Lake	T. Hawthorne
ORW	All	McDougal Springs	T. Highland
ERW	All	Anderson Creek	T. Maple
ORW	All	Upper St Croix Lake	T. Solon Springs, V. Solon Springs
ERW	All	St Croix Creek	T. Solon Springs
ORW	All	Jerseith Creek	T. Solon Springs
ORW	All	Angel Creek	T. Solon Springs
ORW	All	West Fork Bois Brule River	T. Solon Springs
ORW	All	E Fork Bois Brule River	T. Solon Springs
ERW	All	Big Balsam Creek	T. Summit
ERW	All	Big Balsam Creek Tributary S23	T. Summit, T. Superior
ERW	All	Empire Creek	T. Summit
ERW	All	Little Balsam Creek	T. Summit
ERW	All	Big Balsam Tributary T46N R15W	T. Summit
ERW	All	Copper Creek Tributary S22 T47	T. Superior
ERW	All	Rock Creek	T. Superior
ERW	All	Red River	T. Superior
ERW	All	Cranberry Creek & Springs	T. Wascott
ORW	All	Bond Lake	T. Wascott
ORW	All	Bardon Lake	T. Wascott
ERW	All	Potter Creek	T. Wascott
ORW	All	Creek 36-3 T47N R11W	Village of Lake Nebagamon
ORW	All	Nebagamon Lake	Village of Lake Nebagamon
ORW	All	Creek 35-4 T47N R11W	Village of Lake Nebagamon
ORW	All	Creek 35-8d T47N R11W	Village of Lake Nebagamon
ORW	All	Creek 35-8b T47N R11W	Village of Lake Nebagamon

Source: Wisconsin Department of Natural Resources



## **INLAND LAKES**

High quality lakes are some of Douglas County's most valuable natural assets. Lakes provide critical habitat for many species of fish, birds, plants and animals, including many threatened and/or endangered species. Lakes are also places of great natural beauty, which makes them attractive to people. They provide recreational opportunities such as fishing, swimming, and boating, and they enhance the aesthetic quality of the overall landscape. Because of the values we associate with lakes, there is tremendous pressure to develop lake frontage. In the face of ever-increasing human use and development, retention of ecological and aesthetic values is a challenge facing many northern Wisconsin communities.

### **Douglas County Lake Facts**

- Total number of lakes = 431
- Named lakes = 154
- Unnamed lakes = 277
- Deepest lake = 102 feet, Whitefish Lake
- Average size of named lakes = 51.6 acres
- Total miles of shoreline = 513.2 miles
- Total lake surface area = 15170.2 acres
- Largest inland lake (surface area) = 831.5 acres, Whitefish Lake





**Lake Types**

There are three types of lakes found in Douglas County: spring lakes, seepage lakes and drainage lakes. Spring Lakes are natural lakes fed by groundwater, precipitation, and limited runoff. These water bodies have a stream outlet and are usually well buffered against acid rain and contain low to moderate amounts of nutrients. Seepage lakes are natural lakes fed by precipitation, limited runoff, and groundwater. Seepage lakes do not have a stream outlet and are generally acidic, low in nutrients, and susceptible to acid rain. Drainage lakes are lakes fed by streams, precipitation, groundwater, and runoff and are drained by a stream. In drainage lakes the nutrient content is usually high, with water exchange occurring quite rapidly. Water quality in these lakes is variable, depending on runoff and human activity in the watershed. Seepage lakes are the most common lake type in Douglas County.

**Water Quality**

In general, Douglas County lakes are low in alkalinity, and thus are considered to have low fertility. The pH range of Douglas County lakes is generally below 7, making the water acid rather than alkaline. Lakes with limited water exchange, or those bordered by boggy wetlands tend to be the most acidic. The low fertility of some Douglas County lakes tends to reduce potential for plant and fish productivity. Light

penetration in many lakes is low, particularly in the dark-stained waters of the acid bog lakes. In clear seepage lakes, more light tends to penetrate deeper in the water column thereby promoting increased planktonic growth and biomass production.

**Biological Components**

Douglas County's lakes provide critical habitat for many wildlife species. The Natural Heritage Inventory (NHI) indicates that there are 87 aquatic rare element occurrences (53 animals, 34 plants) and 27 important aquatic natural communities found in the county. In Douglas County, a total of 164 lakes and impoundments support gamefish populations, which include northern pike, walleye, muskellunge, large and smallmouth bass, panfish and trout. Many of the smaller, unnamed lakes support minnow populations, while others are subject to periodic winterkill, a seasonal low oxygen condition which limits fish survival. Lakes provide important habitat for waterfowl species, including mallards, blue-winged teal, wood ducks, mergansers and others. Migratory species which occasionally occur in Douglas County also rely on lakes for nesting habitat. Lakes also provide habitat for many shorebirds and raptors, including the bald eagle and osprey. Furbearers found in the lakes and wetlands of Douglas County include the beaver, mink, muskrat and otter.



**Physical Characteristics**

Natural lakes and manmade impoundments account for 15,170 total acres, or 1.9 percent of the total surface area of Douglas County. In addition, there are over 513 miles of lake frontage countywide. Physical characteristics of Douglas County lakes are shown in **Table 5.12**.

**Table 5.12: Lake Acres and Shorelines Miles, Douglas County**

<b>Municipality</b>	<b>Acres</b>	<b>Miles of Shoreline</b>
City of Superior	67.0	10.3
Town of Amnicon	22.1	3.7
Town of Bennett	493.2	15.1
Town of Brule	115.3	11.0
Town of Cloverland	16.2	2.8
Town of Dairyland	320.5	29.4
Town of Gordon	3,450.2	93.7
Town of Hawthorne	355.4	12.6
Town of Highland	1,040.7	56.3
Town of Lakeside	10.0	1.9
Town of Maple	11.1	2.1
<i>Town of Oakland</i>	<i>634.8</i>	<i>18.2</i>
Town of Parkland	14.6	2.7
Town of Solon Springs	1,127.5	37.4
Town of Summit	707.3	27.1
Town of Superior	91.7	12.5
Town of Wascott	5,289.2	147.7
Village of Lake Nebagamon	1,088.5	19.8
Village of Poplar	9.2	0.8
Village of Solon Springs	286.2	6.6
Village of Superior	19.6	1.7
<b>Grand Total</b>	<b>15,170.2</b>	<b>513.2</b>

Source: NWPRC, WDNR GIS Data



**RIVERS & STREAMS**

Douglas County’s high quality rivers and streams are vitally important ecological, scenic and economic resources. From the great coastal estuary at the head of Lake Superior to the tranquil waters of the upper Brule, rivers and streams are some of the most dominant features of the landscape. Stream character varies widely, ranging from fast-flowing coastal tributaries to the generally slower, meandering waterways found in the county’s southern interior. Some of northwestern Wisconsin’s wildest and most prominent rivers begin their journey in Douglas County, including the St. Croix, Brule, Tamarack and Spruce Rivers.

**Named Rivers**

Amnicon River	East Fork Moose River	Park Creek
Anderson Creek	Eau Claire River	Pearson Creek
Arnold Creek	Empire Creek	Percival Creek
Balsam Creek	Ericson Creek	Pokegama River
Bardon Creek	Fish Creek	Poplar River
Bear Creek	Fisher Creek	Porcupine Creek
Beaver Creek	Hansen Creek	Red River
Beebe Creek	Hanson Creek	Rock Creek
Bergen Creek	Haukkala Creek	Rocky Run
Black River	Haymaker Creek	Saint Croix Creek
Blueberry Creek	Jerseth Creek	Saint Croix River
Bluff Creek	Kaspar Creek	Sandy Run
Bois Brule River	Lake Creek	Sheosh Creek
Boyles Brook	Leo Creek	Silver Creek
Buckety Creek	Little Amnicon River	Smith Creek
Buckley Creek	Little Balsam Creek	Snake Creek
Carlson Creek	Little Bois Brule River	Spring Angel Creek
Casey Creek	Little Pokegama River	Spring Creek
Catlin Creek	Lord Creek	Spruce River
Chases Brook	Middle River	Stony Brook
Clear Creek	Miller Creek	Thompson Creek
Cole Creek	Minnesuing Creek	Toad Creek
Copper Creek	Moose River	Trask Creek
Cranberry Creek	Morrison Creek	Upper Ox Creek
Crawford Creek	Mud Creek	Upper Tamarack River
Crotte Creek	Nebagamon Creek	Wagner Creek
Dingle Creek	Nelson Creek	West Branch Hay Cr.
Dutchman Creek	Nemadji River	West Fork Bois Brule R.
East Branch Hay Cr.	O’Hara Creek	Williamson Creek
East Fork Bois Brule R.	Ounce River	Wilson Creek

In addition to the above named rivers and streams, there are numerous unnamed creeks and tributaries.



**Physical Characteristics**

The continental divide separates Douglas County into two drainage systems, Lake Superior and the Mississippi River. Lands to the north of the divide drain to Lake Superior via a network of high-gradient coastal tributaries. These streams occur on relatively impervious red clay soils, which results in rapid seasonal and precipitation-related runoff conditions. Lake Superior tributary streams receive groundwater inputs which are high in both carbonates and nutrients.

Streams within the Mississippi River drainage system include those lying roughly in the southern half of the county. These streams tend to a lower gradient than the Lake Superior tributaries and are relatively poor in carbonates and nutrients. The “tea” color characteristic of many of these streams is the result of natural tannins produced in the numerous surrounding wetlands and bogs **Table 5.13** reveals the physical characteristics of Douglas County rivers and streams.

**Table 5.13: Stream Physical Data, Douglas County**

<b>Municipality</b>	<b>Miles of Intermittent Streams</b>	<b>Miles of Perennial Streams</b>	<b>Total Stream Miles</b>
City of Superior	17.0	27.1	44.1
Town of Amnicon	28.6	61.9	90.5
Town of Bennett	23.4	13.4	36.8
Town of Brule	44.1	42.7	86.8
Town of Cloverland	116.0	11.6	127.6
Town of Dairyland	25.4	108.5	133.9
Town of Gordon	33.6	58.2	91.8
Town of Hawthorne	5.4	45.6	51.0
Town of Highland	7.3	7.0	14.3
Town of Lakeside	58.2	44.6	102.8
Town of Maple	76.0	11.1	87.1
<i>Town of Oakland</i>	<i>19.8</i>	<i>86.1</i>	<i>106.0</i>
Town of Parkland	25.5	85.7	111.2
Town of Solon Springs	55.9	35.7	91.7
Town of Summit	43.1	132.9	176.0
Town of Superior	113.9	155.6	269.5
Town of Wascott	8.8	67.5	76.3
Village of Lake Nebagamon	0.5	8.9	9.4
Village of Oliver	0.9	3.0	3.8
Village of Poplar	20.0	14.0	34.0
Village of Solon Springs	1.1	1.4	2.5
Village of Superior	0.6	1.9	2.5
<b>Douglas County</b>	<b>725.2</b>	<b>1024.4</b>	<b>1749.6</b>

Source: NWPRC, WDNR GIS Data



Fisheries and Habitat

Douglas County’s rivers and streams support both warmwater and coldwater habitats and fisheries. A unique fishery exists in many of the Lake Superior tributaries, where both inland and lake-run (anadromous) salmonid species coexist. During the spring through the fall of the year, some tributary streams receive migratory spawning runs of species of trout and salmon from Lake Superior. This unique fishery attracts many anglers to the region in pursuit of brown trout, coho and Chinook salmon, and the elusive migratory rainbow trout, the steelhead. Including the Lake Superior streams, Douglas County is home to over 300 miles of trout streams. These streams are considered general

environmental indicators of clean water, as trout will not survive in heavily contaminated waters. Table 5.14 portrays trout stream mileage by class and municipality. Class I streams are high quality trout waters that have sufficient natural reproduction to sustain populations of wild trout, at or near carry capacity. Class II streams have some natural reproduction, but not enough to utilize available food and space. Some stocking is usually required to maintain a fishery. Class III streams are marginal trout waters, with no natural reproduction. Different segments of the same stream may be assigned to different stream classes. Douglas County trout streams are shown on Map 5.11.

Table 5.14: Trout Stream Class Miles, Douglas County

Table with 5 columns: Minor Civil Division, Stream Class Miles (I, II, III), and Total Miles. Rows list various towns and villages in Douglas County, including Amnicon, Bennett, Brule, Cloverland, Dairyland, Gordon, Hawthorne, Highland, Maple, Oakland, Solon Springs, Summit, Superior, Wascott, Lake Nebagamon, and Poplar, ending with a total for Douglas County.

Source: Wisconsin Department of Natural Resources





**Impaired Waters**

Under the federal Clean Water Act, every two years, states are required to submit a list of waters determined to be "impaired" to the U.S. Environmental Protection Agency. The list helps develop priorities for restoring the state's waterbodies. Wisconsin submitted its first list in 1996, with the most recent update in 2008 (proposed as on 04/08). Impaired waterways in Douglas County are shown in **Table 5.15** and **Table 5.16**. Proposed additions to the state's Impaired Waters List are shown in **Table 5.17**.

**Table 5.15: Impaired Waters without approved TMDLs<sup>3</sup>, excluding those with impairments caused by atmospheric deposition of mercury, Douglas County**

Waterbody	Description	Pollutant	Impairment
Allouez Bay (St. Louis River AOC)		mercury	fish consumption advisory
Barker's Island Inner (L. Superior)	Beach	bacteria	bacteria
Brule River State Forest #2 (L. Superior)	Beach	bacteria	bacteria
Brule River State Forest #3 (L. Superior)	Beach	bacteria	bacteria
Crawford Creek (St. Louis River AOC)	Area of concern	polycyclic aromatic hydrocarbon, creosote	aquatic toxicity
Crawford Creek tributary (St. Louis River AOC)	Area of concern	polycyclic aromatic hydrocarbon, creosote	aquatic toxicity
Hog Island Inlet (St. Louis River AOC)		polycyclic aromatic hydrocarbon, metals, petroleum	aquatic toxicity
Newton Creek (St. Louis River AOC)		polycyclic aromatic hydrocarbon, metals, petroleum	aquatic toxicity
St Louis Bay AOC	Area of concern	mercury, polychlorobiphenyls, polycyclic aromatic hydrocarbon, metals	fish consumption advisory, aquatic toxicity
St Louis River AOC	Area of concern	mercury, polychlorobiphenyls, polycyclic aromatic hydrocarbon, metals	fish consumption advisory, aquatic toxicity
Superior Bay (St. Louis River AOC)	Area of concern	mercury, polychlorobiphenyls, polycyclic aromatic hydrocarbon, metals	fish consumption advisory, aquatic toxicity

Source: Wisconsin Department of Natural Resources

<sup>3</sup> TMDL – Total maximum Daily Load, implemented through Wisconsin's nonpoint source program.



**Table 5.16: Waters Impaired by Atmospheric Deposition of Mercury, Douglas County**

Waterbody	Pollutant	Impairment
<b>Amnicon Lake</b>	mercury	fish consumption advisory
<b>Lyman Lake</b>	mercury	fish consumption advisory
<b>Minnesuing Lake</b>	mercury	fish consumption advisory
<b>Minong Flowage</b>	mercury	fish consumption advisory
<b>Red Lake</b>	mercury	fish consumption advisory
<b>St. Croix Flowage</b>	mercury	fish consumption advisory

Source: Wisconsin Department of Natural Resources

**Table 5.17: Proposed 2008 Additions to Impaired Waters List, Douglas County**

Waterbody	Local Name	Source Category	Pollutant	Impairment
<b>Lake Superior</b>	Amnicon River Beach	non-point source	E. coli	Elevated Bacteria
<b>Lake Superior</b>	Middle River Beach	non-point source	E. coli	Elevated Bacteria
<b>Interfalls Lake</b>	Pattison Beach (State Park)	other Factors	E. coli	Elevated Bacteria
<b>Lake Superior</b>	Wisconsin Point Beach #2	other Factors	E. coli	Elevated Bacteria

Source: Wisconsin Department of Natural Resources



Lake Superior

Douglas County is one of four Wisconsin counties which border Lake Superior, the largest freshwater lake on earth. The county has 119.3 miles of coastal shoreline (including lands abutting the St. Louis River estuary) with 754 square miles of land draining into Lake Superior. An international sea port at Duluth-Superior serves as the economic hub of the northland.

The south shore has strong cultural ties to Lake Superior. Early settlers to the region relied on the lake for sustenance and income. Traditional primary economic activities such as lumbering and fishing have been largely replaced by tourism and recreation.

Shoreline Types

The characteristics of the Douglas County Lake Superior shore are described on the basis of differing physical features. Eleven different shore types are recognized in Douglas County (including the City of Superior). Douglas County has two prominent shore types, sand beach and clay



bluffs. Sand beaches extending along the north side of Wisconsin Point represent the most outstanding example of sand beach and dunes along the south shore of Lake Superior. This shore type extends for a distance of 2.3 linear miles. Clay bluffs extend 21.5 miles from Wisconsin Point east into Bayfield County. Steeply eroded clay bluffs overlooking driftwood cluttered sand beaches characterize this shore type. Offshore water here usually remains somewhat turbid from continual wave action. In areas where clay bluff erosion is most severe, large clay banks slide into Lake Superior, eliminating beaches completely. Sand spits also occur at the mouths of larger rivers. Table 5.18 indicates the miles of shoreline in Douglas County by type.

Table 5.18: Lake Superior Shoreline Types, Douglas County

Shoreline Type	Miles
Eroding Scarps in Unconsolidated Sediments	4.7
Exposed, Solid Man-made Structures	0.5
Extensive Wetlands	21.2
Fringing Wetlands	13.7
Mixed Sand and Gravel Beaches	14.4
Riprap Revetments, Groins, and Jetties	12.1
Riprap Revetments, Groins, and Jetties/Sand Beaches	0.1
Sand Beaches	10.6
Sheltered Sand/Mud Flats	0.1
Sheltered, Solid Man-made Structures	10.0
Sheltered, Vegetated Low Banks	31.8
<b>Total Miles of Shoreline</b>	<b>119.3</b>

Source: NOAA Environmental Sensitivity Index (ESI)



Figure 5.3: Shoreline Types, City of Superior

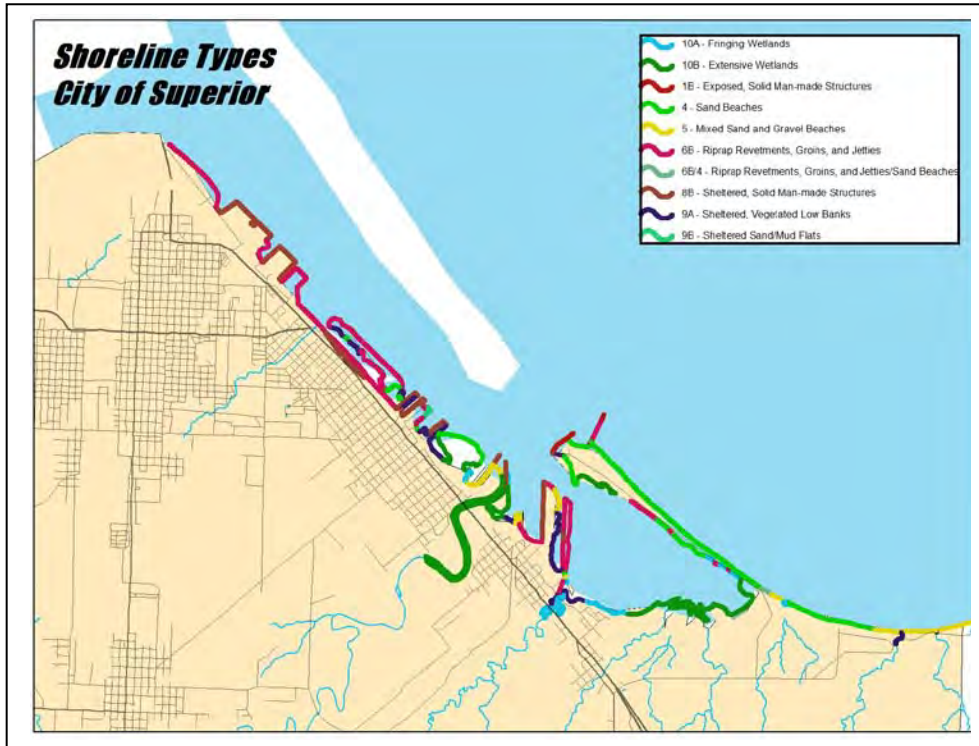
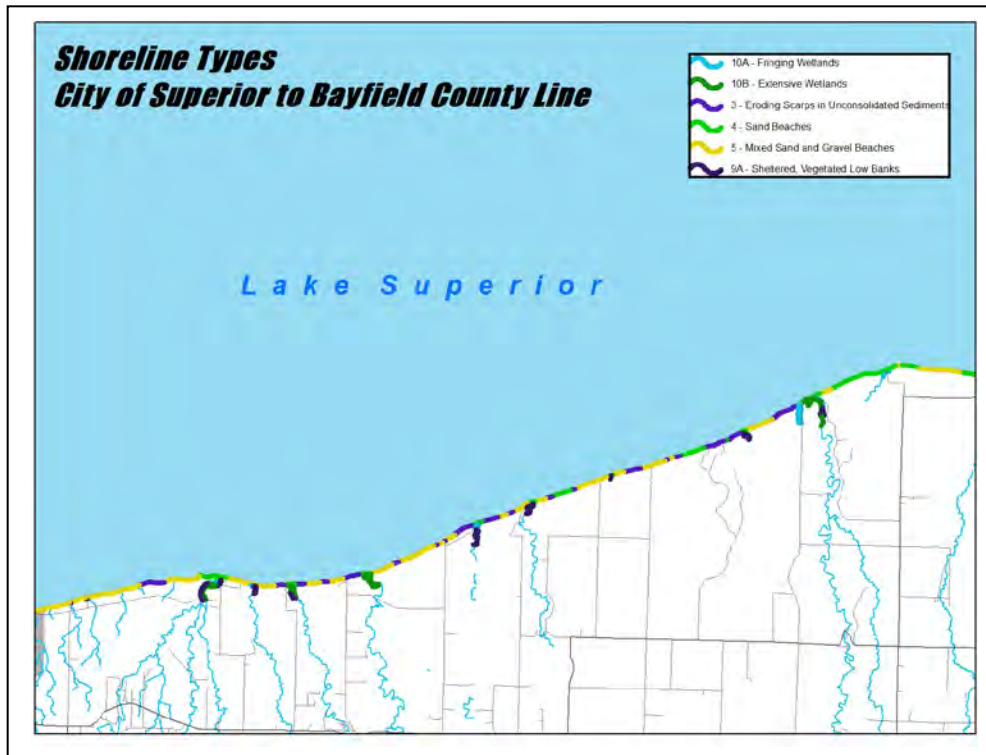


Figure 5.4: Shoreline Types, Superior to Bayfield County





**Lake Superior Watershed**

The Lake Superior watershed encompasses 754 square miles of land in Douglas County, 4 major watersheds and numerous coastal rivers and streams. The county’s most populous municipality, the City of Superior, is located entirely within the Lake Superior watershed. The total population of Douglas County residing within the Lake Superior watershed is estimated at 40,200, or nearly 93 percent of the total countywide population.

**Municipalities located entirely, or with a majority of land area within the Lake Superior watershed**

**Municipalities with a minor portion of land area within the Lake Superior watershed**

- City of Superior
- Town of Amnicon
- Town of Bennett
- Town of Brule
- Town of Cloverland
- Town of Hawthorne
- Town of Highland
- Town of Lakeside
- Town of Maple
- Town of Oakland*
- Town of Parkland
- Town of Summit
- Town of Superior
- Village of Lake Nebagamon
- Village of Oliver
- Village of Poplar
- Village of Superior

- Town of Solon Springs
- Town of Gordon

**Coastal Public Access**

Ensuring public access to the nation's coastlines is one of the goals of the Coastal Zone Management Act. Accordingly, providing access to coastal resources is foundational principal of the Wisconsin Coastal Management Program (WCMP). Public access to the coastline can be provided though developed boat launches and marinas, public parks and recreational lands, coastal heritage resources (open to the public, such as lighthouses), and other access sites such as trails and public beaches. **Figures 5.5** and **5.6** depict coastal public access points in the City of Superior and Douglas County.



Figure 5.5: Coastal Public Access, City of Superior

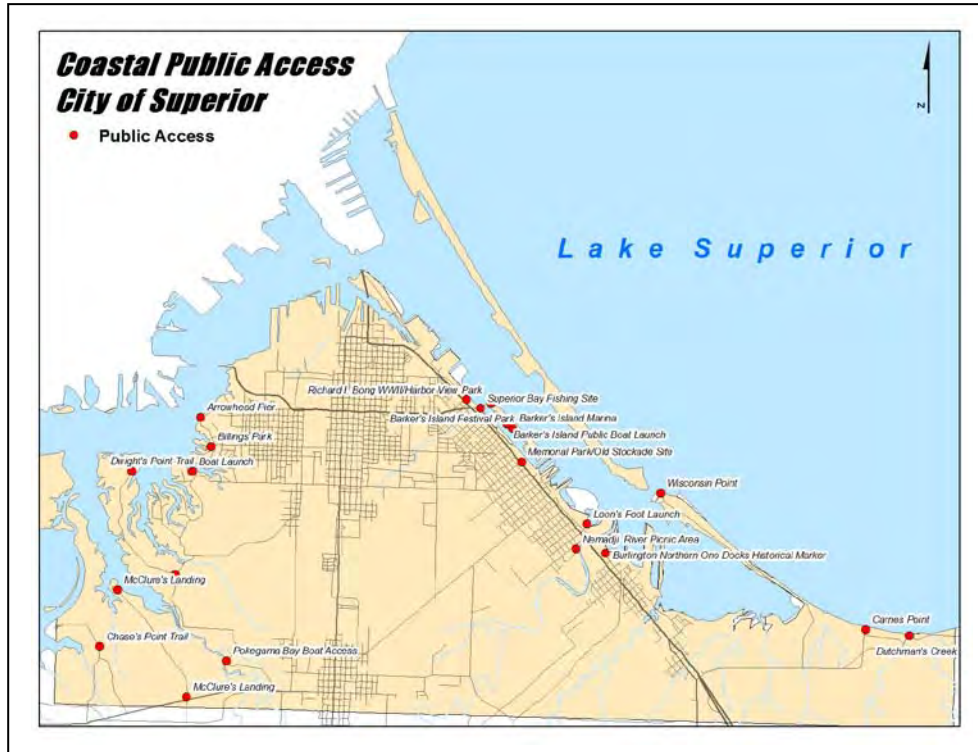
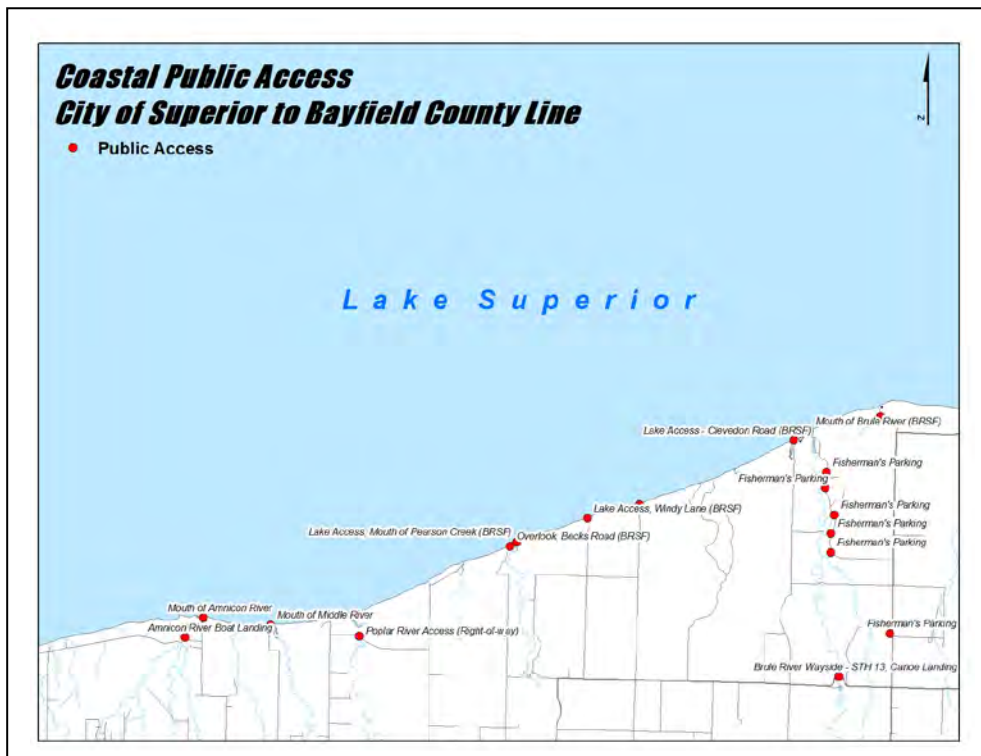


Figure 5.6: Coastal Public Access, City of Superior to Bayfield County Line





## COASTAL HAZARDS

### Bluff erosion



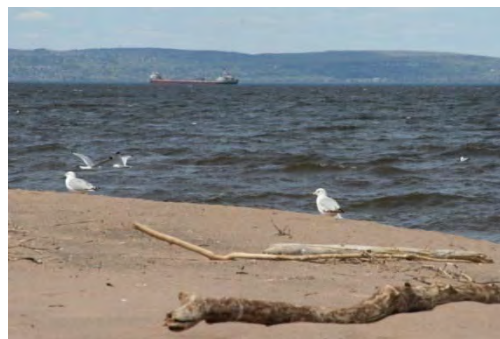
Coastal erosion is a natural geologic process. This process may occur slowly over a period of thousands of years, or rapidly as with landslides and severe storms. Coastal erosion is closely linked with lake levels; the higher the water, the greater the wave impacts which erode away shoreland bluffs. Other factors influencing coastal erosion include water currents, groundwater flow, freeze/thaw cycles, soil types and bank composition, and shoreline vegetation.

Erosion rates are particularly high along clay bluffs, sand plains, and high bluffs composed of till, with short-term erosion rates of 3 to 5 feet per year having been recorded along sand plains and 2 to 6 feet per year along high bluff lines. This natural process is not particularly problematic unless human development is threatened. Coastal erosion and the costs associated with it are well documented in the Great Lakes. Policies for reducing the risk of damages and loss due to coastal erosion are essential elements of any effective coastal management strategy.

Portions of the Lake Superior shoreline in Douglas County are extremely vulnerable to coastal erosion and bank slumping. Coastal erosion is of particular concern on the high clay bluffs extending from Wisconsin Point eastward to the Bayfield County line.

### Lake Levels

The water level of Lake Superior is directly affected by the amount of precipitation falling in the lake basin and evaporation. Extreme changes in the water level can be expressed as a drought or flood, which has a tremendous impact on plants and animals living in the region. Coastal flooding can create or exacerbate erosion problems. Conversely, low water levels can expose coastal hazards and create problems for shipping and recreation. Levels of some of the Great Lakes fell to record lows in the late 1920s, the mid-1930s, and the mid-1960s. In 2007, the lake again fell to near record low levels, affecting commercial shipping and recreational boating. High water levels occurred in the early 1950s, the early 1970s, and the mid-1980s. Lake levels reached all-time highs in 1986, causing significant coastal erosion damage. The chart datum water level is 601.1 feet and the highest all-time recorded lake level was 602.86 feet above sea level in 1876.





Water levels on Lake Superior can change locally in a matter of hours. Sustained high winds from one direction can push the water level up at one end of the lake (this is known as "surge") and make the level go down by a corresponding amount at the opposite end. When the wind stops, the water will oscillate back and forth until it levels itself out, much as it would in a bathtub. This phenomenon is known as "seiche".

**FLOODPLAINS**

Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property. Effective in the early 1990's, the Flood Insurance Rate Maps (FIRM) for Douglas County are the most recent source for identifying areas subject to flooding. These maps can be viewed in the Zoning Administrator's office at the county courthouse in Superior. The FIRMs are intended to be interim maps prior to the completion of a more detailed study and may



not include all flood hazard areas in the county. Additional field checking may be required to determine whether or not a given area is in the floodplain before development would be authorized or denied.

**WETLANDS**



Wetlands serve important environmental functions including flood control, water quality improvement and groundwater recharge and providing habitat for fish and wildlife. A complex set of local, state and federal regulations place limitations on the development and use of wetlands. The Department of Natural Resources regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes. The

Corps of Engineers has authority over the placement of fill materials in virtually all wetlands. The United States Department of Agriculture (USDA) incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, these agencies must be contacted to receive authorization. The latest wetland inventory in Douglas County estimates that about 190,000 acres of wetlands exist in the county. **Table 5.19** provides a breakdown of the various types of wetlands that occur in Douglas County by municipality. It should be remembered that this table understates the actual wetland acreage since it does not include wetlands less than two acres in size. **Map 5.10** depicts wetland types in Douglas County. In the Town of Oakland, there are 11,347 acres of emergent, forested and scrub/shrub wetlands.





**Table 5.19: Wetland Types by Minor Civil Division**

Municipality	Emergent	Forested	Scrub/Shrub	Total Acres
City of Superior	718.0	3,188.9	2,475.2	6,382.0
Town of Amnicon	48.0	1,715.7	546.7	2,310.4
Town of Bennett	266.6	6,508.4	2,832.7	9,607.7
Town of Brule	80.8	2,713.9	1,169.0	3,963.6
Town of Cloverland	126.5	5,570.6	1,198.8	6,896.0
Town of Dairyland	1,123.5	17,759.3	12,462.7	31,345.5
Town of Gordon	1,353.8	11,212.4	5,846.5	18,412.7
Town of Hawthorne	317.1	5,936.2	3,292.4	9,545.6
Town of Highland	85.7	1,471.3	529.0	2,086.1
Town of Lakeside	118.3	3,134.6	1,108.8	4,361.7
Town of Maple	15.1	3,271.3	230.4	3,516.7
<i>Town of Oakland</i>	376.2	6,555.0	4,415.6	11,346.7
Town of Parkland	108.2	4,097.3	1,532.2	5,737.7
Town of Solon Springs	374.8	6,008.5	2,914.0	9,297.3
Town of Summit	844.9	17,663.6	14,291.9	32,800.4
Town of Superior	485.1	11,830.0	4,126.7	16,441.7
Town of Wascott	1,183.6	7,338.4	4,849.5	13,371.5
V. of Lake Nebagamon	42.2	1,254.2	184.5	1,480.8
Village of Oliver	5.2	273.7	1.8	280.8
Village of Poplar	4.2	237.8	42.6	284.6
Village of Solon Springs		10.4	4.0	14.5
Village of Superior	2.3	68.9	25.4	96.6
<b>Grand Total</b>	<b>7,679.8</b>	<b>117,820.4</b>	<b>64,080.4</b>	<b>189,580.7</b>

Source: Wisconsin Wetland Inventory

**Priority Coastal Wetlands**

Within the Lake Superior drainage basin of northern Douglas County there are thirteen wetland sites which have been classified as “priority coastal wetlands” by the Wisconsin Department of Natural Resources. These sites exemplify the best examples of wetlands and aquatic resources in the Lake Superior Basin. **Map 5.12** depicts priority coastal wetlands in Douglas County.

**Black Lake Bog\***

The Black Lake Bog is a large acid peatland at the headwaters of the Black River. Surrounding Black Lake are several thousand acres of open bog, muskeg, and black spruce swamp. This area provides

critical habitat for many species of birds, including two rare species, LeConte’s sparrow (*Ammodramus leconteii*) and the Yellow-bellied flycatcher (*Empidonax flaviventris*). \*Additional information can be found in the “State Natural Areas” section of this chapter.

**Belden Swamp\***

Belden Swamp is a large undisturbed acid peatland at the headwaters of the Spruce River. Peatlands are largely composed of open bog, muskeg black spruce swamp and fen communities. Rare species present include, LeConte’s sparrow (*Ammodramus leconteii*, Freija fritillary (*Boloria freija*) Frigga fritillary (*Boloria frigga*), Purple lesser fritillary (*Boloria titania*) , Bog fritillary (*Boloria eunomia*) , Yellow-bellied flycatcher



(*Empidonax flaviventris*), Bog copper (*Lycaena epixanthe*) and Jutta arctic (*Oeneis jutta ascerta*). \*Additional information can be found in the “State Natural Areas” section of this chapter.

**Mud Lake Bog/Ericson Lake**

This site is located west of Mud Lake in the Town of Summit and features a diverse combination of wetland and terrestrial attributes. Surrounding the wetlands are scattered mature stands of maple-basswood and pine forest, with dense pockets of white spruce and balsam fir giving the area a boreal forest like appearance. Peatland birds present include Lincoln’s sparrow, palm warbler, Nashville warbler and red crossbill. Rare species present include Freija fritillary (*Boloria freija*), Purple lesser fritillary (*Boloria titania*), Bog fritillary (*Boloria eunomia*), Red-disked alpine (*Erebia discoidalis*), Bald eagle (*Haliaeetus leucocephalus*), Bog copper (*Lycaena epixanthe*), Jutta arctic (*Oeneis jutta ascerta*) and the Gray jay (*Perisoreus canadensis*).

**Nemadji River Bottoms**

Located in the Town of Superior, this deeply cut segment of the Nemadji River valley contains forest elements rare to the Lake Superior clay plain. Within the valley, canopy cover is dominated by black and green ash, basswood, maples, balsam poplar and bur oak. Scattered conifers occur along the steep slopes adjacent to the river. Rare species occurrences include the Wisconsin threatened wood turtle (*Clemmys insculpta*).

**Pokegama-Carnegie Wetlands\***

This site is an extensive wetland complex which forms the headwaters of the Pokegama and Little Pokegama Rivers in the Town of Superior. This site is significant due to the presence of many rare plants and the relative abundance of birds and

amphibians found here. Rare species present include Slender spike-rush (*Eleocharis nitida*), Vasey’s rush (*Juncus vaseyi*), Marsh grass-of-Parnassus (*Parnassia palustris*), Arrow-leaved sweet-coltsfoot (*Petasites sagittatus*), Small yellow water crowfoot (*Ranunculus gmelinii var hookeri*), Seaside crowfoot (*Ranunculus cymbalaria*), Northern bur-reed (*Sparganium glomeratum*), and the New England violet (*Viola novae-angliae*).

\*Additional information can be found in the “State Natural Areas” section of this chapter.

**Red River Breaks/St. Louis River Marshes**

This site borders the Red River and tributaries of the lower St. Louis River in the Town of Superior. Forest cover is dominated by aspen, with a dense understory of alder. Once dominant, conifers occur in small stands or as scattered individuals. Some of the steep sided ravines support remnant stands of white cedar and uncommon herbs. Several springs also occur in this area. The St. Louis River marshes are an extensive complex of emergent marshes occurring along the St. Louis River estuary from Fond du Lac to the Village of Oliver. These marshes are biologically significant and provide habitat for many species of birds. Documented rare species occurring in this area include the Small yellow lady’s-slipper (*Cypripedium parviflorum*), Showy lady’s-slipper (*Cypripedium reginae*), Variegated horsetail (*Equisetum variegatum*), Marsh horsetail (*Equisetum palustre*), Bald eagle (*Haliaeetus leucocephalus*), Vasey rush (*Juncus vaseyi*), Arrow-leaved sweet-coltsfoot (*Petasites sagittatus*), Small yellow water crowfoot (*Ranunculus gmelinii var hookeri*), Northern black currant (*Ribes hudsonianum*), Tea-leaved willow (*Salix planifolia*) and the Northern bur-reed (*Sparganium glomeratum*).



**Oliver Marsh**

This site is an expansive marsh along the St. Louis River between the Village of Oliver and the City of Superior Municipal Forest. Marsh vegetation includes an abundance of emergent plants including bulrushes, bur-reeds and cattails. Wild rice can also be found within the protected bays of this area. The Wisconsin shore remains undeveloped and has a uniquely ‘wild’ flavor, especially given its proximity to a major urban center.

**Superior Municipal Forest**

The Superior Municipal Forest is the third largest forest within a city in the U.S. The densely forested landscape provides a wild character which is unique within an urban population center. Notable features include mature conifer stands, which give the area a boreal flavor. The site borders the St. Louis River estuary, and emergent marshes occur along the shorelines and in backwater areas. The site provides habitat for many species of resident and migratory birds, mammals and unique plants. Documented rare species occurring in this area include the Pine siskin (*Carduelis pinus*), Vasey rush (*Juncus vaseyi*), Arrow-leaved sweet-coltfoot (*Petasites sagittatus*), Small yellow water crowfoot (*Ranunculus gmelinii var hookeri*) and the Northern bur-reed (*Sparganium glomeratum*).

**Superior Airport/Hill Avenue Wetlands/South Superior Triangle**

Now separated by urban development, road and railroads, these three sites were once a large contiguous wetland. Dominated by shrub swamp and open meadows and emergent marsh, these sites provide valuable habitat for resident birds. Wetland fragmentation, isolation and hydrological alteration have left these sites vulnerable to negative impacts from future development. Rare species found at one or more of these sites includes, Vasey rush

(*Juncus vaseyi*), Arrow-leaved sweet-coltfoot (*Petasites sagittatus*), Small yellow water crowfoot (*Ranunculus gmelinii var hookeri*), Seaside crowfoot (*Ranunculus cymbalaria*), Northern bur-reed (*Sparganium glomeratum*) and the New England violet (*Viola novae-angliae*).

**Nemadji River Marshes**

This site includes emergent marshes occurring along developed portions of the Nemadji River in the City of Superior. Steep, occasionally forested, clay bluffs along the river valley are generally undeveloped and serve as a buffer between urban areas and the river. These marshes provide habitat for many plant species, while drier portions contains species of grasses. Wild rice can also be found in the deeper, slow-flowing sloughs.

**Wisconsin Point-Allouez Bay Marshes\***

Wisconsin Point lies along an extensive sand spit which divides the waters of Lake Superior from Allouez Bay. Prominent features of this site include interdunal wetlands, sand beaches, dunes and pine forest. Allouez Bay, on the east side of Wisconsin Point contains a large marsh which is dominated by flowering plants and sedges. This extensive wetland has high wildlife value and supports nesting birds and other wildlife. Rare species present in the marshes of Wisconsin Point and Allouez Bay includes the Northern harrier (*Circus cyaneus*), Crinkled hairgrass (*Deschampsia flexuosa*), Marsh horsetail (*Equisetum palustre*), Variegated horsetail (*Equisetum variegatum*), Merlin (*Falco columbarius*), Hoary elfin (*Incisalia polia*), Least bittern (*Ixobrychus exilis*), Fir clubmoss (*Lycopodium selago*), Savin-leaved club moss (*Lycopodium sabinaefolium*), Adder’s-tongue (*Ophioglossum vulgatum var pseudopodum*), Marsh grass-of-Parnassus (*Parnassia palustris*), Canada gooseberry (*Ribes oxycanthoides*), Franklin’s ground squirrel (*Spermophilus franklinii*), Common



tern (*Sterna hirundo*), Black meadowhawk (*Sympetrum danae*) and the Veined meadowrue (*Thalictrum venulosum*).

\*Additional information can be found in the “State Natural Areas” section of this chapter.

**Divide Swamp**

This site in the Brule River State Forest contains a mix of lowland forests, shrub swamp and springs. The surrounding area forms the headwaters of the Brule River and the St. Croix River. Lowland forests, consisting of tamarack, spruce, cedar and black ash contrast with the sandy, rolling uplands of aspen and pine. Rare species present in the Divide Swamp include the Black-tipped darner (*Aeshna tuberculifera*), A caenid mayfly (*Caenis youngi*), Autumnal water-starwort (*Callitriche hermaphroditica*), Large water-starwort (*Callitriche heterophylla*), Sparse-flowered sedge (*Carex tenuiflora*), Sheathed sedge (*Carex vaginata*), Small yellow lady’s-slipper (*Cypripedium parviflorum*), Marsh willow-herb (*Epilobium palustre*), A predaceous diving beetle (*Hydroporus pseudovilis*), Fir clubmoss (*Lycopodium selago*), Osprey (*Pandion haliaetus*) and Northern black currant (*Ribes hudsonianum*).

**Brule Spillway\***

Wetlands adjoining this six-mile stretch of the upper Brule River include conifer swamp, shrub swamp, sedge meadows and

springs. Uplands consist of mature, old-growth white and red pine. Several rare bird, insect and plant species are found here, including the Northern goshawk (*Accipiter gentilis*), LeConte’s sparrow (*Ammodramus leconteii*), Autumnal water-starwort (*Callitriche hermaphroditica*), Fairy slipper (*Calypso bulbosa*), Pine siskin (*Cartelist pinus*), Sheathed sedge (*Carex vaginata*), Evening grosbeak (*Coccothraustes vespertinus*), Small yellow lady’s-slipper (*Cypripedium parviflorum*), Cape may warbler (*Dendroica tigrina*), Yellow-bellied flycatcher (*Empidonax flaviventris*), Marsh willow-herb (*Epilobium palustre*), Bald eagle (*Haliaeetus leucocephalus*), Jutta arctic (*Oeneis jutta ascerta*), Gray jay (*Perisoreus Canadensis*), Black-backed woodpecker (*Picoides arcticus*), Lapland buttercup (*Ranunculus lapponicus*), Northern black currant (*Ribes hudsonianum*) and the Ski-tailed emerald (*Somatochlora elongate*). \*Additional information can be found in the “State Natural Areas” section of this chapter.

For further information on priority coastal wetland sites in Douglas County, one may consult the “Priority Wetland Sites of Wisconsin’s Lake Superior Basin”. This document is an excerpt from the “Wisconsin’s Lake Superior Coastal Wetlands Evaluation: A Report to the Great Lakes National Program Office of the U.S. Environmental Protection Agency.”



GROUNDWATER

Groundwater in Douglas County is generally of very good quantity and quality. It is usable for most purposes except in a few local areas where excessive mineral content, hardness, and high iron concentrations are present. The main chemical constituents in solution are calcium, magnesium, and bicarbonate.

Figure 5.7: Douglas County Well Depths

Well Depths, Douglas County

The Hydrologic Atlas for the Lake Superior and St. Croix River basins identify the groundwater elevations for Douglas County. Generally elevations range from 600 feet near Lake Superior, to nearly 1,200 feet in the central part of the county. This correlates very closely to the topographic variations in the county and also correlates well with the well drillers' logs. Generally this means that groundwater could be found at or near the surface in many areas of the county with the maximum depth to groundwater approximately 200 feet. However, wells for domestic use are usually finished deeper than the first occurrence of groundwater in the drilling process.

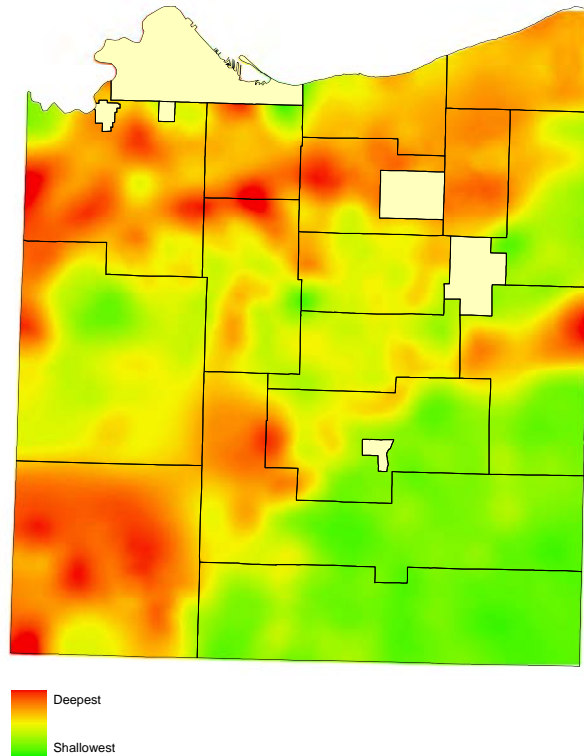


Figure 5.7 depicts generalized well depths in Douglas County based on well drillers log records. Map 5.13 indicates the generalized groundwater contamination susceptibility in Douglas County. The deepest wells in the Town of Oakland tend to be found within the clay plain near the northern border of the town.



**METALLIC AND NONMETALLIC MINERAL RESOURCES**

**Metallic Mineral Resources**

Native Americans were the first to discover metallic minerals in the rocks of the Copper Range in Douglas County. With European settlement to the region in the early 1800’s came increased exploration and extraction of copper resources. By the mid 1800’s there was considerable exploration and mining at Copper Creek (Pattison State Park) and near the Amnicon River. Copper exploration and mining was also occurring near the Brule River and other parts of the county. Early discoveries were promising and eventually led to widespread exploration. Following a decline in copper prices after the Civil War, mining efforts in Douglas County were abandoned. The remnants of these early mining ventures are still evident in the open pits, trenches, test holes and tunnels found scattered across the landscape today. Historic mining sites and prospects in Douglas County are depicted in **Table 5.20**.

**Table 5.20: Former Metallic Mining Sites and Prospects, Douglas County**

<b>Site Name</b>	<b>Major Commodities</b>	<b>Development Status</b>	<b>Municipality</b>
North Wisconsin	Copper	Unknown	T. Amnicon
Chippewa Copper-Nickel Mine	Copper, Zinc	Occurrence	T. Amnicon
Unnamed Prospect	Copper	Occurrence	T. Amnicon
Chippewa Copper-Nickel Mine	Nickel, Silver, Copper, Gold	Prospect	T. Amnicon
Unnamed Prospect	Copper	Occurrence	T. Amnicon
Astor	Copper	Unknown	T. Brule
Unnamed Prospect	Copper, Lead	Occurrence	T. Brule
Percival	Copper	Unknown	T. Brule
Unnamed Prospect	Copper	Occurrence	T. Brule
Unnamed Prospect	Copper	Occurrence	T. Dairyland
Unnamed Prospect	Zinc, Copper	Occurrence	T. Dairyland
Unnamed Prospect	Copper	Occurrence	T. Dairyland
Cemetery	Copper	Occurrence	T. Dairyland
Unnamed Prospect	Copper	Occurrence	T. Gordon
Unnamed Prospect	Copper	Occurrence	T. Gordon
Unnamed Prospect	Copper	Occurrence	T. Gordon
Unnamed Prospect	Copper	Occurrence	T. Gordon
Unnamed Prospect	Copper	Occurrence	T. Gordon
Unnamed Prospect	Copper	Occurrence	T. Gordon
Unnamed Prospect	Copper, Zinc	Occurrence	T. Lakeside
Unnamed Prospect	Copper	Occurrence	T. Lakeside
Unnamed Prospect	Copper, Lead	Occurrence	T. Maple
<i>Fon Du Lac</i>	<i>Copper</i>	<i>Unknown</i>	<i>T. Oakland</i>
<i>Starkweather</i>	<i>Copper</i>	<i>Unknown</i>	<i>T. Oakland</i>
<i>Aminicon</i>	<i>Copper</i>	<i>Unknown</i>	<i>T. Oakland</i>



Site Name	Major Commodities	Development Status	Municipality
<i>Unnamed Prospect (Sunnyside)</i>	Copper	Occurrence	T. Oakland
<i>Unnamed Prospect (Sunnyside)</i>	Copper	Occurrence	T. Oakland
Unnamed Prospect	Copper, Lead	Occurrence	T. Parkland
Catlin	Copper	Unknown	T. Parkland
Unnamed Prospect	Copper	Occurrence	T. Parkland
Culligan	Copper	Unknown	T. Superior
Copper Creek	Copper	Unknown	T. Superior
Weyerhaeuser	Copper, Lead	Prospect	T. Wascott
Weyerhaeuser Explorations	Copper, Silver	Prospect	T. Wascott

Source: MRDS, US Geological Survey

**Current Status**

Currently there are no active metallic mineral mines in Douglas County.

**Regulations**

A metallic mine in Wisconsin is subject to many rules and regulations. Before a mine can be developed, Wisconsin requires a metallic mining permit and approved plans for environmental monitoring, mining, and reclamation; a risk assessment and a contingency plan. An Environmental Impact Statement (EIS) must be prepared by the Department of Natural Resources in order to assess the potential impacts of the proposed mine. WDNR is also responsible for monitoring construction, mining, and reclamation activities. The Wisconsin mining statutes state that the local

municipality within which a metallic mine site is located has zoning approval authority over a proposed metallic mine. Before a proposed metallic mine can receive approval from the state, the local municipality must have granted approval under its zoning or land use ordinances or have entered into a legally binding agreement with the mining proponent.

**Non-Metallic Mineral Resources**

Non-metallic mineral resources include sand, gravel, and aggregate deposits. Minerals extracted from Douglas County are primarily used for construction purposes. Historic and current non-metallic mineral resource sites and occurrences are shown in **Table 5.21**.



**Table 5.21: Non-Metallic Mineral Resources, Douglas County**

Site Name	Commodities	Development Status	Municipality
McLean Dredge	Sand and Gravel, Construction	Unknown	C. Superior
Superior Grinding Plant	Stone, Crushed/Broken	Plant	C. Superior
Smith Quarry	Stone, Crushed/Broken	Producer	C. Superior
Superior Refinery--Murphy Oil	Sulfur	Unknown	C. Superior
Albany Crushing Plant Plant	Sand and Gravel, Construction	Plant	C. Superior
Albany Crushing Plant	Sand and Gravel, Construction	Producer	C. Superior
Lakeside Rd & Amnicon R. Pits	Sand and Gravel, Construction	Occurrence	T. Lakeside
Middle River Gravel Pits	Sand and Gravel, Construction	Occurrence	T. Lakeside
Vokovich Pit	Sand and Gravel, Construction	Occurrence	T. Lakeside
Pattison Park Pit	Sand and Gravel, Construction	Producer	T. Lakeside
Johnson Pit	Sand and Gravel, Construction	Occurrence	T. Lakeside
Sclavi Pit	Sand and Gravel, Construction	Past Producer	T. Lakeside
Hemmerling Pit	Sand and Gravel, Construction	Occurrence	T. Lakeside
Udeen Pit	Sand and Gravel, Construction	Past Producer	T. Lakeside
Granum Quarry	Stone, Crushed/Broken	Past Producer	T. Lakeside
Stupak Quarry	Stone, Crushed/Broken	Producer	T. Lakeside
Nemadji River Pit	Sand and Gravel, Construction	Occurrence	T. Lakeside
Big Manitou Falls Quarry	Stone, Crushed/Broken	Occurrence	T. Lakeside
Copper Creek Pit #3	Sand and Gravel, Construction	Past Producer	T. Lakeside
Rock Creek Pit #2	Sand and Gravel, Construction	Occurrence	T. Lakeside
Copper Creek Pit #2	Sand and Gravel, Construction	Occurrence	T. Lakeside
Copper Creek Pit #1	Sand and Gravel, Construction	Occurrence	T. Lakeside
La Gro Pit	Sand and Gravel, Construction	Producer	T. Lakeside
Manitou Falls Pit	Sand and Gravel, Construction	Occurrence	T. Lakeside
Copper Creek Quarry #1	Stone, Crushed/Broken	Occurrence	T. Lakeside
William Culligan Pit	Sand and Gravel, Construction	Occurrence	T. Lakeside
Copper Creek Quarry #2	Stone, Crushed/Broken	Occurrence	T. Lakeside
Rock Creek Pit #1	Sand and Gravel, Construction	Occurrence	T. Lakeside
Oliver Pit	Sand and Gravel, Construction	Past Producer	V. Oliver
Anderson & Mckay Pits	Sand and Gravel, Construction	Past Producer	T. Parkland
Fire Tower Pit	Sand and Gravel, Construction	Producer	T. Parkland
Johnstad Pit	Sand and Gravel, Construction	Producer	T. Parkland
Flannagan Fire Tower Quarry	Stone, Crushed/Broken	Occurrence	T. Parkland
Sam Anderson Quarry	Stone, Crushed/Broken	Past Producer	T. Parkland
Largro Pit	Sand and Gravel, Construction	Unknown	T. Parkland
Roadside Pit	Sand and Gravel, Construction	Occurrence	T. Maple





Site Name	Commodities	Development Status	Municipality
Blueberry Gravel Pit	Sand and Gravel, Construction	Occurrence	T. Maple
Martinson Clay & Gravel Pit	Clay, Sand and Gravel, Construction	Past Producer	T. Maple
Hendrickson Rd Sand Pit	Sand and Gravel, Construction	Occurrence	T. Maple
Troy Rd Pit	Sand and Gravel, Construction	Occurrence	T. Brule
Bellwood Pit	Sand and Gravel, Construction	Occurrence	T. Brule
Fish Hatchery Rd Pit #2	Sand and Gravel, Construction	Past Producer	T. Brule
Winneboujou Pit	Sand and Gravel, Construction	Occurrence	T. Brule
Fish Hatchery Rd Pit #3	Sand and Gravel, Construction	Past Producer	T. Brule
Blueberry Creek Pit #2	Sand and Gravel, Construction	Past Producer	T. Brule
Troy Pit	Sand and Gravel, Construction	Producer	T. Brule
Blueberry Creek Pit #1	Sand and Gravel, Construction	Past Producer	T. Brule
Fish Hatchery Rd Pit #1	Sand and Gravel, Construction	Past Producer	T. Brule
Blueberry Creek Pit #4	Sand and Gravel, Construction	Occurrence	T. Brule
Fish Hatchery Rd Pit #4	Sand and Gravel, Construction	Past Producer	T. Brule
South Slope Pit	Sand and Gravel, Construction	Past Producer	T. Brule
Hokkinen Rd Pit	Sand and Gravel, Construction	Occurrence	T. Brule
Bois Brule River Pit #1	Sand and Gravel, Construction	Past Producer	T. Brule
Hoodoo Lake Pit	Sand and Gravel, Construction	Prospect	T. Brule
Ranger Sta. Rd Pit	Sand and Gravel, Construction	Past Producer	T. Brule
Blueberry Creek Pit #3	Sand and Gravel, Construction	Past Producer	T. Brule
Cleveland Rd Pit	Sand and Gravel, Construction	Occurrence	T. Brule
Robert Missine Quarry	Stone, Crushed/Broken	Occurrence	T. Amnicon
Farmers' Union Pits	Sand and Gravel, Construction	Past Producer	T. Amnicon
Amnicon River Gravel Pit	Sand and Gravel, Construction	Occurrence	T. Amnicon
Berg Park Pit	Sand and Gravel, Construction	Past Producer	T. Amnicon
Amnicon Falls Station Quarry	Stone, Crushed/Broken	Occurrence	T. Amnicon
Willox Rd Gravel Pit	Sand and Gravel, Construction	Past Producer	V. Poplar
Maple & E Lakeview Rd Pit	Sand and Gravel, Construction	Past Producer	V. Poplar
Poplar Pit	Sand and Gravel, Construction	Producer	V. Poplar
Pine Dr Pit	Sand and Gravel, Construction	Past Producer	V. Poplar
Lindquist Pit	Sand and Gravel, Construction	Past Producer	V. Poplar
Lyman Lake Pit	<i>Sand and Gravel, Construction</i>	<i>Producer</i>	<i>T. Oakland</i>
George Larson Quarry	<i>Stone, Crushed/Broken</i>	<i>Prospect</i>	<i>T. Oakland</i>
Jacksino Rd Sand Pit	<i>Sand and Gravel, Construction</i>	<i>Past Producer</i>	<i>T. Oakland</i>
Silver Creek Sand Pit	<i>Sand and Gravel, Construction</i>	<i>Past Producer</i>	<i>T. Oakland</i>
Stupac Pit	Stone	Producer	T. Hawthorne
Larson Sand Pit	Sand and Gravel, Construction	Occurrence	T. Hawthorne
Erickson-Harstad Pit	Sand and Gravel, Construction	Past Producer	T. Hawthorne
Anthony Jacksino Pit	Sand and Gravel, Construction	Prospect	T. Hawthorne



Site Name	Commodities	Development Status	Municipality
Middle River Sand Pit	Sand and Gravel, Construction	Past Producer	T. Hawthorne
Cecil Williams Sand Pit	Sand and Gravel, Construction	Occurrence	T. Hawthorne
Rothenbeuler Pit	Sand and Gravel, Construction	Past Producer	T. Hawthorne
Berry Rd Sand Pit	Sand and Gravel, Construction	Occurrence	T. Hawthorne
Tavern Pit	Sand and Gravel, Construction	Producer	T. Hawthorne
Largo Pit	Sand and Gravel, Construction	Unknown	V. Lake Nebagamon
Black River Pit	Sand and Gravel, Construction	Occurrence	T. Summit
Old Logging Rd Pit	Sand and Gravel, Construction	Past Producer	T. Summit
Bear Lake Pit	Sand and Gravel, Construction	Producer	T. Summit
Milchesky Pit	Sand and Gravel, Construction	Producer	T. Summit
Bear Creek Pit	Sand and Gravel, Construction	Occurrence	T. Summit
Church Pit	Sand and Gravel, Construction	Past Producer	T. Summit
Highland Fire Tower Pit	Sand and Gravel, Construction	Occurrence	T. Highland
Bois Brule River Pit #4	Sand and Gravel, Construction	Occurrence	T. Highland
Bois Brule River Sand Pit	Sand and Gravel, Construction	Past Producer	T. Highland
Bois Brule River Pit #3	Sand and Gravel, Construction	Past Producer	T. Highland
Bois Brule River Pit #2	Sand and Gravel, Construction	Occurrence	T. Highland
Bois Brule River Pit #5	Sand and Gravel, Construction	Occurrence	T. Highland
Wasko Rd Sand Pit	Sand and Gravel, Construction	Occurrence	T. Bennett
Bennett Rd Sand Pit	Sand and Gravel, Construction	Occurrence	T. Bennett
Fire Tower Rd Pit	Sand and Gravel, Construction	Past Producer	T. Bennett
Hagman Rd Sand Pit	Sand and Gravel, Construction	Occurrence	T. Bennett
N Flowage Dr Pit #1	Sand and Gravel, Construction	Past Producer	T. Gordon
Mike Mix Pit	Sand and Gravel, Construction	Producer	T. Gordon
N Flowage Dr Pit #3	Sand and Gravel, Construction	Past Producer	T. Gordon
Many Lakes Pit	Sand and Gravel, Construction	Past Producer	T. Gordon
N Flowage Dr Pit #2	Sand and Gravel, Construction	Occurrence	T. Gordon
Robert Nelson Sand Pit	Sand and Gravel, Construction	Occurrence	T. Solon Springs
Sauntry Pit	Sand and Gravel, Construction	Past Producer	T. Solon Springs
Leo Creek Pits	Sand and Gravel, Construction	Past Producer	T. Solon Springs
Upper St Croix Lake Pit	Sand and Gravel, Construction	Occurrence	T. Solon Springs
Richard Flamang Sand Pit	Sand and Gravel, Construction	Past Producer	V. Solon Springs
Kingsdale Rd Pit	Sand and Gravel, Construction	Past Producer	T. Dairyland
Repke Pit	Sand and Gravel, Construction	Producer	T. Dairyland
Upper Tamarack River Pit	Sand and Gravel, Construction	Occurrence	T. Dairyland
Toad Creek Pit #1	Sand and Gravel, Construction	Occurrence	T. Dairyland
Swedish Hwy Pit	Sand and Gravel, Construction	Occurrence	T. Dairyland
Beaver Creek Pit	Sand and Gravel, Construction	Past Producer	T. Dairyland



Site Name	Commodities	Development Status	Municipality
Miller Pit	Sand and Gravel, Construction	Occurrence	T. Dairyland
Chase Creek Pit #1	Sand and Gravel, Construction	Occurrence	T. Dairyland
Swamp Pit	Sand and Gravel, Construction	Occurrence	T. Dairyland
Toad Creek Pit #2	Sand and Gravel, Construction	Occurrence	T. Dairyland
Crotte Creek Pit	Sand and Gravel, Construction	Occurrence	T. Dairyland
St Croix River Pit	Sand and Gravel, Construction	Occurrence	T. Dairyland
New Pit	Sand and Gravel, Construction	Producer	T. Dairyland
Spruce River Pit	Sand and Gravel, Construction	Occurrence	T. Dairyland
Toad Creek Pit #3	Sand and Gravel, Construction	Occurrence	T. Dairyland
Chase Creek Pit #2	Sand and Gravel, Construction	Occurrence	T. Dairyland

Source: MRDS, US Geological Survey

**Current Status**

Based are 52 active non-metallic mining permits in Douglas County. All of which produce sand and gravel or stone products. A complete list of active 2008 non-metallic mining permits can be found in **Appendix A**.

**Regulations**

Chapter NR135 of the Wisconsin Administrative Code requires that all counties develop and adopt a non-metallic mining reclamation ordinance. NR 135 ensures that all nonmetallic mining sites are reclaimed in compliance with the uniform statewide reclamation standards by providing the detailed requirements and reclamation standards for local ordinances.



**CULTURAL & SCENIC RESOURCES**

**Historic Resources**

**Introduction**

Our lives are influenced by what we learn from our own experiences and by the events that have shaped the communities we live in and the institutions and organizations we encounter. Our history gives us a sense of place and a framework to understand the world. It provides continuity and meaning in our lives and it can be a basis for economic development through preservation programs and Heritage Tourism.

People have been living in the area for thousands of years, with hunting, fishing, farming, and forestry playing a central role in their lives. This story of agriculture, resource use, and land stewardship is preserved in archaeological sites, buildings, landscapes, written accounts, photographs, governmental records, and the thoughts and ideas people remember and pass along by word of mouth. Planning can play a critical part in protecting these resources and in learning from this wealth of experience. Land-use planning and land-use decisions will directly impact historic buildings, archaeological sites, and cemeteries.

**Archaeological Sites and Cemeteries**

Archaeological sites include places where people lived, where they worked, and where they worshiped. These sites were made by the people who lived at the village, farm, or logging camp located just down the road. Archaeological sites occur figuratively and literally under our feet. Archaeology is well suited for providing important information about the lives of people who are not well represented in the written

record. Archaeological sites are non-renewable resources and once a site is destroyed, either by natural or human related activities, it cannot be reclaimed.

The Wisconsin Historical Society (WHS) maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI) a component of the Wisconsin Historic Preservation Database (WHPD). The Archaeological Site Inventory (ASI) is the most comprehensive list of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites available. The ASI does not include all of the sites and cemeteries present in the state, however. It includes ONLY those sites that have been reported to the Wisconsin Historical Society. The information in the ASI is a compilation of reports covering a period of 150 years. The information for each entry varies widely and WHS has not been able to verify all of the entries. Few of these sites have been evaluated for their importance. The ASI is changed and updated on a daily basis and recommendations about site importance may change as new information becomes available. The attached site list will become quickly out of date and a procedure for updating the list should be developed.

This ASI information is confidential and is not subject to Wisconsin’s open records law (Wis. Stats. §§ 44.48 and 157.70). This information is also protected by Federal law (Section 304 of the National Historic Preservation Act, Section 9(a) of the Archaeological Resources Protection Act of 1979). This caution not only helps protect



archaeological sites but also protects landowners since private landowners own the majority of archaeological sites in the Town.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If you have any questions concerning the law, please contact Chip Brown at 608-264-6508.

**Archaeological Sites and Cemeteries in Douglas County**

The Wisconsin Historical Society maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI). Since only a small portion of the county has been surveyed for the presence of archaeological sites and cemeteries, the sites listed in the inventory represent only a fraction of the sites that are actually present. Local residents and American Indian communities who have and do live and work in the area possess much additional information on other archaeological sites and cemeteries. Steps should be taken to have this information incorporated into the land use plan.

Up to this point in time, 182 archaeological sites and cemeteries have been reported for Douglas County; while no sites have been reported in the Town of Oakland. The following types of sites have been identified:

- Cemeteries, Indian burial mounds
- Campsite/village
- Cabins/homesteads
- Farmsteads
- Shipwrecks
- Military Sites
- Mining sites
- Trading Post
- Boarding House
- Railroad

Clearly this sample of sites does not reflect the rich history of the area. Many more sites are present in the area, but they are not recorded because no systematic survey of the county has been completed. The Brule-St. Croix River Portage (GD-112) is listed on the National and State Register of Historical Places, but many sites in the county certainly may be eligible and are important.

**Where are archaeological sites going to be located?**

Using the results of archaeological surveys, relevant historical and environmental data, the following high priority areas were designated:

- higher, dryer areas adjacent to rivers, streams, creeks, lakes, wetlands
- higher, dryer areas adjacent to older, abandoned rivers, streams, creeks, lakes, wetland
- areas adjacent to rock outcrops
- areas adjacent to older historic features such as trails, early roads, rail corridors, and earlier communities

**Cemeteries, Burial Mounds, and Other Burials**

Cemeteries and burial areas have been set aside as special areas throughout Wisconsin history and they have been given special protection under the law.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If anyone suspects that a Native American burial mound or an unmarked or marked burial is present in an area, the Wisconsin Historical Society should be notified. If human bone is unearthed during any phase of a project, all work must cease, and the Wisconsin Historical Society must be contacted at 1-800-342-7834 to be in compliance with Wis. Stat. 157.70 which



provides for the protection of all human burial sites. Work cannot resume until the Burial Sites Preservation Office gives permission. If you have any questions concerning the law, please contact Chip Brown at 608-264-6508.

At the present time, one cemetery or burial site has been identified in Douglas County. Since a systematic survey of the county has not been completed, cemeteries and burials may be present. As part of the planning process all cemeteries and burials in the Town should be cataloged under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.

**How do we know which archaeological sites need preservation?**

Under Wisconsin law Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected. In addition to these, a wide variety of archaeological sites may be worthy of preservation. Through the use of the State and National Register of Historic Places a procedure for identifying important sites is available. The criteria include: a good local example of an architectural style and period; association with a person important in our past; represent an important period, movement or trend in local, state or national history; or have the potential to yield important information about our past through archaeological investigations.

**Protection of Important Archaeological Sites**

The wide variety of methods used to protect natural resources can also be used to protect archaeological sites. For example, land purchases, conservation easements, zoning, and the state operates a tax exemption program for property owners. With the 1991 changes to Wis. Stats. 70.11 [see 70.11(13m)] it became possible to provide a property tax exemption for owners of archaeological sites listed in the National or State Register of Historic Places. To obtain the tax exemption, the landowner has to agree to place a permanent protective covenant for the site area in the deed for the property. The tax exemption program makes the landowner and subsequent owner's stewards of Wisconsin's past. The intent of the program is not to discourage all use of the property containing a site, but to encourage land use planning that protects sites.

**How are archaeological sites and cemeteries identified and evaluated?**

Archaeological identification and evaluations are required for a variety of projects that receive Federal or State funding, licenses, or permits. These projects are automatically forwarded to the Wisconsin Historical Society for review. Local residents frequently report sites and cemeteries.



RECOMMENDATIONS

- The development of a strong cultural resource component will allow the residents to identify valuable sites and locations and clarify the important role they play in the present and in planning for the future. This can provide a variety of rewards such as heritage tourism, economic development and other community enrichments.
- Local residents and American Indian communities who have or do live and work in the area possess much additional information on the history of Douglas County and steps should be taken to have this information incorporated into the comprehensive plan.
- As part of the planning process, all cemeteries and burials in the county should be cataloged under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.

Archaeological investigations should be completed at the locations of known archaeological sites to assess the impacts of projects on these resources and archaeological investigations should be completed at high potential areas as identified through research.

CAUTION

It is not uncommon to find evidence of American Indian villages and other earlier settlements in the form of houses, storage areas, burials, and other undisturbed deposits underneath the tilled layer in farm fields or in urban settings. Archaeological sites are non-renewable resources and once a site is destroyed, either by natural or human related activities, it cannot be reclaimed. Only a small percentage of archaeological sites in the Town have been identified. **Table 5. 22** contains an inventory of known archeological sites and cemeteries in Douglas County.

Table 5.22: Archaeological Sites & Cemeteries in Douglas County

State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
DG-0064	Coppermine Dam	Dam/historic earthwork	Historic Euro-American	43, 13, W, 8
DG-0063	Unnamed Site	Logging camp	Historic Euro-American	43, 13, W, 8
DG-0065	Unnamed Site	Cabin/homestead Foundation/depression	Historic Euro-American	43, 14, W, 13
DG-0066	Unnamed Site	Dam/historic earthwork	Historic Euro-American	43, 14, W, 13 43, 14, W, 24
DG-0067	Unnamed Site	Dam/historic earthwork	Historic Euro-American	43, 14, W, 23
DG-0068	Unnamed Site	Dam/historic earthwork	Historic Euro-American	43, 14, W, 34
DG-0007	Eau Claire Lake Mounds 1	Mound(s) - Conical Mound(s) - Linear Mound(s) - Other/Unk	Late Woodland	44, 10, W, 24



State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
DG-0008	Eau Claire Lake 2 Mounds	Mound(s) - Other/Unk Mound(s) - Conical	Woodland	44, 10, W, 25 44, 10, W, 25 44, 10, W, 25
DG-0031	Rindo	Campsite/village	Woodland	44, 12, W, 1 44, 12, W, 1 44, 12, W, 1
DG-0032	Scotts Bridge	Cabin/homestead Campsite/village	Historic Euro-American Unknown Prehistoric	44, 13, W, 35
DG-0070	Unnamed Site	Dam/historic earthwork	Historic Euro-American	44, 13, W, 35
DG-0071	Unnamed Site	Dam/historic earthwork Transportation site	Historic Euro-American	44, 13, W, 35
DG-0011	Sucices	Campsite/village	Late Paleo-Indian Unknown Prehistoric	44, 12, W, 1 44, 12, W, 1
DG-0072	Unnamed Site	Dam/historic earthwork	Historic Euro-American	44, 13, W, 36
DG-0015	Unnamed Site	Campsite/village	Unknown	45, 11, W, 8
DG-0014	Upper St. Croix Lake Chisel	Campsite/village	Old Copper	45, 11, W, 30
DG-0003	St. Croix Lake Mounds	Mound(s) - Other/Unk	Woodland	45, 12, W, 35
DG-0017	Unnamed Site	Campsite/village	Unknown	45, 12, W, 36
DG-0019	Unnamed Site	Trading/fur post Campsite/village	Historic Euro-American Historic Indian	45, 12, W, 36
DG-0012	Prevost Mound	Mound(s) - Other/Unk	Woodland	45, 12, W, 36
DG-0018	Prevost Camp	Campsite/village	Woodland	45, 12, W, 36
DG-0020	Unnamed Site	Campsite/village	Unknown	46, 13, W, 22
DG-0010	Tomahawk Island	Campsite/village Cemetery/burial	Unknown Prehistoric	46, 14, W, 13
DG-0021	Unnamed Site	Campsite/village	Unknown	46, 14, W, 13
DG-0022	Unnamed Site	Campsite/village	Unknown	47, 10, W, 14





State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
DG-0028	St. Marie	Workshop site Campsite/village	Unknown Prehistoric	47, 12, W, 9
DG-0030	C.A.I. Wis-1-2	Cabin/homestead	Historic Euro-American	48, 12, W, 28
DG-0029	C.A.I. Wis-1-1	Cabin/homestead	Historic Euro-American	48, 14, W, 34
DG-0023	Osaugie's Village	Campsite/village	Historic Indian	49, 10, W, 10
DG-0025	Unnamed Site	Campsite/village	Unknown	49, 15, W, 25
DG-0084	Northwest Company Wintering Quarters	Trading/fur post	Historic Euro-American	49, 14, W, 10
DG-0085	B. H. Connor House	Cabin/homestead	Historic Euro-American	49, 14, W, 11
DG-0006	Connor's Point	Campsite/village Cemetery/burial	Unknown Prehistoric Historic Indian	49, 14, W, 14
DG-0024	Wisconsin Point	Campsite/village Cemetery/burial	Historic Indian Unknown Prehistoric	49, 13, W, 28
DG-0027	Unnamed Site	1. Campsite/village	Historic Indian	49, 13, W, 29
DG-0033	Old Stockade	Military site	Historic Euro-American	49, 13, W, 19
BDG-0001	Bennett Cemetery	Cemetery/burial	Historic Euro-American	46, 12, W, 22
BDG-0002	Hawthorne Cemetery	Cemetery/burial	Historic Euro-American	46, 12, W, 3 46, 12, W, 4
BDG-0003	St. Aloysius Church And Cemetery	Cemetery/burial	Historic Euro-American	47, 14, W, 31
BDG-0004	Pine Ridge Cemetery	Cemetery/burial	Historic Euro-American	47, 10, W, 24
BDG-0005	Maple Church And Cemetery	Cemetery/burial	Historic Euro-American	48, 11, W, 23 48, 11, W, 23
BDG-0006	Dairyland Town Cemetery	Cemetery/burial	Historic Euro-American	43, 14, W, 6
BDG-0007	Covenant Cemetery	Cemetery/burial	Historic Euro-American	43, 15, W, 3
BDG-0008	Summit Cemetery	Cemetery/burial	Historic Euro-American	46, 15, W, 18



State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
BDG-0009	Gordon Memorial Cemetery	Cemetery/burial	Historic Euro-American	44, 11, W, 31 44, 11, W, 31
BDG-0010	Wascott Cemetery	Cemetery/burial	Historic Euro-American	43, 12, W, 25
BDG-0011	Highland Memorial Cemetery	Cemetery/burial	Historic Euro-American	45, 10, W, 5
BDG-0012	Blueberry Cemetery	Cemetery/burial	Historic Euro-American	47, 10, W, 6
BDG-0013	Lake Nebagamon Cemetery	Cemetery/burial	Historic Euro-American	47, 11, W, 34 47, 11, W, 34 47, 11, W, 34 47, 11, W, 34
BDG-0014	Ever Rest Cemetery	Cemetery/burial	Historic Euro-American	48, 10, W, 13
BDG-0015	Rest Haven Cemetery	Cemetery/burial	Historic Euro-American	49, 10, W, 26
BDG-0016	Unnamed Cemetery	cemetery/burial	Historic Euro-American	47, 11, W, 6
BDG-0018	Lakeside Cemetery	Cemetery/burial	Historic Euro-American	48, 12, W, 12 48, 12, W, 12
BDG-0019	Riverhill Cemetery	Cemetery/burial	Historic Euro-American	43, 14, W, 14
BDG-0020	Evergreen Cemetery	Cemetery/burial	Historic Euro-American	45, 12, W, 34
BDG-0021	Unnamed Cemetery	Cemetery/burial	Historic Euro-American	47, 14, W, 4
BDG-0022	Nemadji Cemetery	Cemetery/burial	Historic Euro-American	49, 13, W, 30 49, 13, W, 31
BDG-0023	Unnamed Cemetery	Cemetery/burial	Historic Euro-American	49, 13, W, 31
BDG-0024	St. Francis Cemetery	Cemetery/burial	Historic Euro-American	49, 13, W, 31
BDG-0025	Woodlawn Cemetery	Cemetery/burial	Historic Euro-American	48, 13, W, 7
BDG-0026	Greenwood Cemetery	Cemetery/burial	Historic Euro-American	48, 14, W, 14 48, 14, W, 15
BDG-0029	Hebrew Cemetery	Cemetery/burial	Historic Euro-American	48, 14, W, 9 48, 14, W, 9
BDG-0030	Graceland Cemetery	Cemetery/burial	Historic Euro-American	48, 14, W, 9
BDG-0031	Riverside Cemetery	Cemetery/burial	Historic Euro-American	48, 14, W, 9



State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
BDG-0032	Catholic Cemetery	Cemetery/burial	Historic Euro-American	48, 14, W, 4
BDG-0033	Calvary Cemetery	Cemetery/burial	Historic Euro-American	48, 14, W, 4 48, 14, W, 9
BDG-0034	Parkview Cemetery	Cemetery/burial	Historic Euro-American	46, 12, W, 4 46, 12, W, 4
DG-0158	Clevedon Colony Cemetery	Cemetery/burial	Historic Euro-American	49, 10, W, 10
DG-0035	Cockerhan	Campsite/village	Late Woodland Unknown Prehistoric	46, 14, W, 6
DG-0036	Monorail	Cabin/homestead	Historic Euro-American	47, 14, W, 32
DG-0037	CCC Well	CCC/WPA site	Historic Euro-American	47, 14, W, 28
DG-0038	Chaffey School	School	Historic Euro-American	45, 14, W, 7
DG-0039	Befera	Cabin/homestead	Historic Euro-American	45, 14, W, 18
DG-0048	Jones-Nelson Cemetery	Cemetery/burial	Historic Euro-American	44, 12, W, 2
DG-0040	Road Water	Cabin/homestead	Historic Euro-American	43, 12, W, 36
DG-0062	Dump # 7	Dump Jobber camp	Historic Euro-American	43, 12, W, 25
DG-0041	Bergen Springs	Campsite/village	Unknown Prehistoric	43, 12, W, 13
DG-0069	Dump #6	Dump Jobber Camp	Historic Euro-American	44, 12, W, 24
DG-0042	Two Pits	Cabin/homestead Farmstead Logging camp	Historic Euro-American Historic Indian	44, 12, W, 24
DG-0043	Hanson Homestead	Cabin/homestead Farmstead	Historic Euro-American	44, 12, W, 12
DG-0044	Wayside	Campsite/village	Unknown Prehistoric	44, 12, W, 1
DG-0045	Scruffy Eagle	Campsite/village	Woodland	44, 12, W, 1
DG-0046	Hotel-Motel	Boarding House	Historic Euro-American	44, 12, W, 1



State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
DG-0057	Lucius #2	Campsite/village	Unknown Prehistoric	44, 12, W, 1
DG-0047	Poodle Pit	Cabin/homestead	Historic Euro-American	44, 12, W, 13
DG-0049	Sumpthing Else	Cabin/homestead	Historic Euro-American	45, 12, W, 35
DG-0050	Tree Farm	Cabin/homestead	Historic Euro-American	45, 12, W, 26
DG-0051	Tin House	Cabin/homestead	Historic Euro-American	45, 12, W, 11
DG-0052	Porcupine Tree	Campsite/village	Unknown Prehistoric	44, 12, W, 1
DG-0055	Fat White Dog	Cabin/homestead	Historic Euro-American	45, 12, W, 26
DG-0053	Hundreds-Of-Cans	Logging camp	Historic Euro-American	45, 12, W, 23
DG-0054	Karls Kaverns	Cabin/homestead	Historic Euro-American	45, 12, W, 14
DG-0056	Blackman	Cabin/homestead	Historic Euro-American	45, 12, W, 24
DG-0077	Mc-D9	Cabin/homestead	Historic Euro-American	45, 12, W, 26
DG-0075	Mc-D10	Cabin/homestead Logging camp	Historic Euro-American	45, 12, W, 25
DG-0078	Mc-D11	Cabin/homestead Logging camp	Historic Euro-American	45, 12, W, 26
DG-0074	Mc-D8	Cabin/homestead Logging camp	Historic Euro-American	45, 12, W, 23
DG-0081	Proposal #2 Dump #1	Dump Jobbers camp	Historic Euro-American	45, 12, W, 35
DG-0083	Proposal #2 Dump #2	Dump Jobbers Camp	Historic Euro-American	45, 12, W, 35
DG-0082	Proposal #3 Dump #1	Dump Jobbers Camp	Historic Euro-American	45, 12, W, 35
DG-0076	Proposal #3 Dump #2	Dump Jobbers Camp	Historic Euro-American	45, 12, W, 26



State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
DG-0080	Proposal #3 Dump #5	Dump 2. Jobbers Camp	Historic Euro-American	45, 12, W, 26 45, 12, W, 26
DG-0073	Proposal #3 Dump #3	Dump Jobbers Camp	Historic Euro-American	45, 12, W, 14
DG-0058	Sheldon School Foundation	Dump Jobbers Camp	Historic Euro-American	48, 14, W, 25
DG-0088	90wi2	Campsite/village	Woodland	48, 11, W, 29
DG-0089	90wi5	Campsite/village	Unknown Prehistoric	48, 10, W, 23
DG-0090	90wi4	Cabin/homestead	Historic Euro-American	48, 11, W, 27
DG-0091	90wi3	Cabin/homestead	Historic Euro-American	48, 11, W, 27
DG-0092	Nebagamon Lumber Co.- Middle River	Logging camp	Historic Euro-American	48, 12, W, 25
DG-0093	Gitchee Manitou	Campsite/village	Unknown Prehistoric	47, 14, W, 21
DG-0094	Bowling Lane	Campsite/village	Late Paleo-Indian	44, 12, W, 36
DG-0098	Paske	Cabin/homestead Campsite/village	Historic Euro-American Unknown Prehistoric	45, 14, W, 32
DG-0097	Toad Site	Campsite/village	Unknown Prehistoric	44, 14, W, 17
DG-0096	Moose Meander Site	Campsite/village	Unknown Prehistoric	44, 14, W, 20
DG-0095	Belden Swamp Site	Campsite/village	Unknown Prehistoric	45, 14, W, 30
DG-0101	Tom Green Road Site	Cabin/homestead	Historic Euro-American	45, 12, W, 12
DG-0099	Bemis Ridge Site	Campsite/village	Unknown Prehistoric	46, 12, W, 2
DG-0100	Siegel Foundation	Cabin/homestead	Historic Euro-American	46, 12, W, 2
BDG-0043	Isolated Burial (?)	Cemetery/burial	Historic Euro-American	
BDG-0046	Solon Springs Catholic Church And Cemetery	Cemetery/burial	Historic Euro-American	45, 12, W, 26



State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
DG-0106	Hines Camp #3	Logging camp	Historic Euro-American	48, 11, W, 11 48, 11, W, 11
DG-0104	Pellinen School	School	Historic Euro-American	48, 11, W, 15
DG-0105	Nelson House	Cabin/homestead	Historic Euro-American	48, 11, W, 1
DG-0103	Saari Site	Cabin/homestead	Historic Euro-American	48, 11, W, 10
DG-0102	Cedar Grove School	School	Historic Euro-American	48, 12, W, 14
DG-0107	Polaske Home Site	Campsite/village	Late Paleo-Indian Unknown Prehistoric	48, 10, W, 20
DG-0108	John Semo	Campsite/village	Unknown Prehistoric	47, 14, W, 21
DG-0109	Algonquin (1839)	Shipwreck	Historic Euro-American	49, 13, W, 19
DG-0110	Box Of Rain	Foundation/depression	Historic Euro-American	48, 12, W, 35
DG-0111	Clarence (1930)	Shipwreck	Historic Euro-American	49, 14, W, 10
DG-0145	Martinsen Graves	Cemetery/burial	Historic Euro-American	49, 10, W, 2
DG-0112	Brule-St. Croix Portage	Transportation site	Historic Euro-American Historic Indian	45, 11, W, 9 45, 11, W, 17 45, 11, W, 17 45, 11, W, 17
DG-0114	Unnamed Site	Cabin/homestead	Historic Euro-American	44, 13, W, 35
DG-0113	Unnamed Site	Dam/historic earthwork	Historic Euro-American	43, 14, W, 33
DG-0115	Unnamed Site	Campsite/village	Historic Euro-American	48, 14, W, 34
DG-0116	Unnamed Site	Dam/historic earthwork	Historic Euro-American	48, 15, W, 31
DG-0117	Unnamed Site	Cabin/homestead	Historic Euro-American	48, 14, W, 1
DG-0118	Unnamed Site	Cabin/homestead	Historic Euro-American	48, 14, W, 1
DG-0119	Unnamed Site	Campsite/village	Unknown Prehistoric	47, 13, W, 23
DG-0157	Bois Brule Bridge Grave	Cemetery/burial	Historic Euro-American	47, 10, W, 27



State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
DG-0120	Amnicon Quarry	Quarry Dam/historic earthwork Foundation/depression Cabin/homestead Transportation site	Historic Euro-American	48, 12, W, 29 48, 12, W, 29
DG-0121	BN Railroad	Transportation site	Historic Euro-American	48, 12, W, 30 48, 12, W, 30
DG-0122	Unnamed Site	Campsite/village	Terminal Woodland Unknown Prehistoric	48, 14, W, 31
DG-0123	Clevedon Colony	Community Farmstead	Historic Euro-American	49, 10, W, 2 49, 10, W, 9 49, 10, W, 10 49, 10, W, 3 49, 10, W, 2 49, 10, W, 2
DG-0124	Unnamed Site	Transportation site	Historic Euro-American	47, 13, W, 4
DG-0125	Unnamed Site	Foundation/depression Cabin/homestead	Historic Euro-American	45, 12, W, 15
DG-0126	Unnamed Site	Campsite/village	Unknown Prehistoric	43, 11, W, 20
DG-0127	Unnamed Site	Campsite/village	Unknown Prehistoric	43, 11, W, 20
DG-0128	Unnamed Site	Campsite/village	Unknown Prehistoric	43, 11, W, 21
DG-0135	Brule Spillway Vista #2	Campsite/village	Unknown Prehistoric	46, 10, W, 30
DG-0134	Brule Spillway Vista #1	Campsite/village	Unknown Prehistoric	45, 11, W, 2
DG-0133	Beaupre Springs #2	Campsite/village	Unknown Prehistoric	45, 11, W, 9
DG-0132	Beaupre Springs #1	Campsite/village	Unknown Prehistoric	45, 11, W, 9
DG-0131	Lake Duluth Beach #1	Campsite/village	Unknown Prehistoric	48, 10, W, 22
DG-0129	Lake Superior Vista #1	Campsite/village	Unknown Prehistoric	48, 10, W, 23
DG-0130	Lake Superior Vista #2	Campsite/village	Unknown Prehistoric	48, 10, W, 23
DG-0136	M. Pattison Lumber Camp	Logging camp	Historic Euro-American	47, 14, W, 27



## Town of Oakland Comprehensive Plan 2010 - 2030

State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
DG-0138	Imac 52-1	Foundation/depression Cabin/homestead	Historic Euro-American	43, 11, W, 33
DG-0137	Imac 15-1	Cabin/homestead	Historic Euro-American	47, 13, W, 14
DG-0141	Big Falls Tunnel	Quarry	Historic Euro-American	47, 14, W, 21
DG-0139	Big Falls Pits	Quarry	Historic Euro-American	47, 14, W, 21
DG-0140	No Name Falls Diggings	Quarry	Historic Euro-American	47, 14, W, 14 47, 14, W, 15 47, 14, W, 15
DG-0142	Cliff Dwelling	Cabin/homestead	Historic Euro-American	48, 12, W, 29 48, 12, W, 29
DG-0143	Glarc 03.043-01	Mine	Historic Euro-American Unknown Prehistoric	47, 14, W, 12
DG-0146	Coppermine Road	Logging camp Dam/historic earthwork Trading/fur post Mine	Historic Euro-American	43, 10, W, 11
DG-0147	Fort St. Louis	Trading/fur post Campsite/village	Historic Indian Historic Euro-American	49, 14, W, 13
DG-0148	Sugar Sugar	Sugar bush	Historic Indian	48, 10, W, 30
DG-0149	Rice Lake Camp	Campsite/village	Historic Indian	42, 12, W, 16
DG-0150	Pokegama Camp	Campsite/village	Historic Indian	42, 12, W, 33
DG-0151	Gaudin Post	Trading/fur post	Historic Euro-American Historic Indian	44, 11, W, 31
DG-0152	Fort St. Croix	Trading/fur post	Historic Euro-American	45, 12, W, 25
BDG-0049	Apostolic Lutheran And Faith Lutheran Cemeteries	Cemetery/burial	Historic Euro-American	
DG-0060	Amik Island	Corn hills/garden beds	Historic Indian	48, 15, W, 8
DG-0059	Nekuk Island	Campsite/village	Historic Indian	48, 15, W, 8





State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
BDG-0050	Nissly Pioneer Cemetery	Cemetery/burial	Historic Euro-American	48, 12, W, 35
DG-0153	H-121-1	Cabin/homestead	Historic Euro-American	45, 12, W, 10
DG-0154	P-132-1	Campsite/village	Unknown Prehistoric	43, 11, W, 6
DG-0155	Danelski Tombstone	Cemetery/burial	Unknown	48, 15, W, 8
DG-0156	Bear Creek East Site	Campsite/village	Unknown Prehistoric	48, 13, W, 16
DG-0159	Copper Mine	Mine	Unknown Historic Indian Unknown Prehistoric	47, 13, W, 8



**The National and State Register of Historic Places**

The National Register of Historic Places was authorized under the National Historic Preservation Act of 1966. Properties listed in the register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. The National Register is administered by the National Park Service (NPS), which is part of the U.S. Department of the Interior. National Register listings in Douglas County are shown in **Table 5.23**. No sites in the Town of Oakland are listed in the Register.

The State Register of Historic Places was established in 1989. State listings must meet evaluation criteria, which include:

- Property is associated with events that have made a significant contribution to the broad patterns of national, state or local history.
- Property is associated with the lives of persons significant to our past.
- Architectural, engineering or artistic merit
- Archaeological significance

**Table 5.23: Wisconsin National Register of Historic Places, Douglas County**

Municipality	Location	Historic Name	Certification	Type
C. Superior	917--927 Tower Ave.	Berkshire Block	N/S	Building
T. Solon Springs	Brule River State Park	Brule-St. Croix Portage	N/S	Site
T. Lakeside	SE of Superior on STH 13	Davidson Windmill	N/S	Structure
C. Superior	502--520 Twenty-second Ave. E	Descent Block	E/O	Building
C. Superior	1313 Belknap St.	Douglas County Courthouse	N/S	Building
C. Superior	1202--1208 Tower Ave.	Empire Block	N/S	Building
V. Lake Nebagamon	1st St.	Lake Nebagamon Auditorium	N/S	Building
C. Superior	NW tip of Barkers Island	METEOR (Whaleback carrier)	N/S	Structure
C. Superior	1221--1227 Tower Ave.	Maryland Block	N/S	Building
C. Superior	1525--1531 Tower Ave.	Massachusetts Block	N/S	Building
C. Superior	1501--1511 Tower Ave.	Minnesota Block-Board of Trade Bldg.	N/S	Building
C. Superior	1422-1432 Tower Ave. and 1705-1723 Belknap Ave.	New Jersey Building	N/S	Building



Municipality	Location	Historic Name	Certification	Type
C. Superior	1402--1412 Tower Ave.	New York Block	N/S	Building
C. Superior	2229 East 5th St.	Northern Block	N/S	Building
C. Superior	906 E. 2nd St.	Pattison, Martin, House	N/S	Building
C. Superior	1700-1714 (even) North 21st Street and 2105-2109 (odd) Ogden Avenue	Roosevelt Terrace	N/S	Buildings
C. Superior	1200 Fifteenth Ave. E	St. Joseph Orphan Home	E/O	Buildings
C. Superior	Superior Entry South Breakwater	Superior Entry South Breakwater Light	N	Site
C. Superior	916 Hammond Ave.	Trade and Commerce Building	N/S	Buildings
C. Superior	1517--1523 Tower Ave.	Washington Block	N/S	Building
C. Superior	1301--1305 Tower Ave.	Wemyss Building	N/S	Building

Source: Wisconsin Historical Society Certification=N/S (National/State), E/O (Eligible/Owner Objection)

**Wisconsin Architecture and Heritage Inventory**

The official historic resource catalog for the State of Wisconsin is the Wisconsin Architecture and Heritage Inventory (AHI). The AHI is a search engine which contains a documentation of 120,000 properties in the State of Wisconsin. This database is maintained by the Wisconsin Historical Society, based in Madison, Wisconsin.

It is important to note that the AHI is not a comprehensive listing of Wisconsin’s historic resources. It is likely that other historic properties and resources exist

within Douglas County but have yet to be identified or published. Properties listed in the AHI are not given any special status or increased level of protection. Most of properties listed in the inventory are privately owned and are not open to the public. WHS advises users of AHI data to “Please respect the rights of private property owners when visiting any of these properties.” Currently, there are 149 entries in the AHI database for towns in Douglas County (**Table 5.24**). There are no entries for the Town of Oakland. Please refer to Appendix A for the complete AHI inventory for Douglas County.



**Table 5.24: AHI, Douglas County**

Municipality	Total	Municipality	Total
T. Amnicon	7	T. Lakeside	5
T. Bennett	5	T. Maple	15
T. Brule	47	T. Parkland	4
T. Cloverland	7	T. Solon Springs	2
T. Dairyland	5	T. Summit	7
T. Gordon	8	T. Superior	18
T. Hawthorne	2	T. Wascott	5
T. Highland	12		

Source: Wisconsin Historical Society

**SCENIC RESOURCES**

The Douglas County Critical Resource Information Booklet identifies fifty (50) potentially critical scenic areas in Douglas County.

- Brule River
- Wisconsin Point
- Pattison Park
- Gordon Flowage
- Lake Superior shoreline
- Amnicon Falls
- Portage Trails
- Billings Park and Billings Drive
- Lower St. Croix River
- Ice buildup in the Wisconsin Point area
- St. Louis River
- Brule River valley
- Panoramic views of Lake Superior
- Mouth of the Brule River
- Lucius Woods State Park
- St. Croix River and St. Croix Lake
- Finnish Windmill
- View of Duluth Hills at night
- Superior waterfront, Connors Point
- Red River area
- Estuaries of Amnicon, Poplar and Middle Rivers
- Stream valleys that drain red clay basin
- Scenic value of the entire county
- View from Lake Superior to the shoreline
- Superior Forest area
- Barkers Island
- Superior High Bridge, Connors Point
- View of grain elevators, Tower Bay slip
- Eau Claire River and lake area
- Highway 13, Amnicon – Miller Creek area
- Douglas County Historical Museum
- Deer herds in winter
- Brule River Fish Hatchery
- Coolidge Memorial Drive
- Stockage Viewpoint, Bay side
- Dewey Foxboro
- Lake Nebagamon
- Minong Flowage
- Allouez waterfront view
- Douglas County Bird Sanctuary
- Commercial forest cropland (sand barrens)
- Bear Lake Park
- Lyman Lake Park
- Maple Hill area
- Well kept and maintained farms
- Riverview Drive
- Beebe Creek
- Bennett Firetower area
- Small, undeveloped lakes
- Itasca waterfront



**AGRICULTURAL RESOURCES**

Conventional seed-crop agriculture has never been a significant part of Douglas County’s economy. The region’s climate and marginal soils have been the primary factors limiting agricultural productivity. While environmental conditions may limit productivity for seed crops, these conditions are ideal for timber growth. Consequently, Douglas County is one of the leading timber producing counties in Wisconsin.

**Number of Farms**

As shown in **Table 5.25**, the number of farms in Douglas County has declined by nearly 80 percent since 1920, while total agricultural acreage declined by more than

50 percent. While the county has been losing agricultural lands, the average size of remaining farms increased by nearly 140 percent. This change is likely the result of the consolidation of smaller farms into larger units that can benefit from efficiencies of scale. At least some of the agricultural land loss can be directly attributable to increased rural development; much of this acreage has simply been idled and taken out of agricultural production.

Data from the 2002 Census of Agriculture suggests that the trends in farm numbers may be reversing. According to the 2002 figures, there were 391 farms in 2002. By 2002, the total countywide agricultural acreage had increased to 84,858 acres.

**Table 5.25: Douglas County Farms, 1920-2000**

Year	Number of Farms	Farm Acreage	Average Farm Size
1920	1,557	154,671	99.4
1930	1,922	169,961	88.4
1940	2,103	175,661	83.5
1950	1,533	188,210	122.8
1960	609	112,655	185.0
1970	347	79,147	228.1
1980	369	82,493	223.6
1990	340	83,000	244.0
2000	320	76,000	238.0

Sources: Douglas County Farmland Preservation Plan, NASS Statistics



**Table 5.26: Trends in Farm<sup>4</sup> Numbers, Douglas County Towns**

Town Name	Estimated Farm Numbers		Percent Change 90-97	Estimated Farms Per Square Mile	Dairy Farm Numbers			Dairy Farms per Square Mile, 2002	Percent Change 89-02
	1990	1997			1989	1997	2002		
Amnicon	30	31	3.3%	0.8	5	2	1	0.0	-80.0%
Bennett	10	13	30.0%	0.3	0	0	0	0.0	0.0%
Brule	43	51	18.6%	0.9	1	1	1	0.0	0.0%
Cloverland	46	52	13.0%	1.1	10	4	1	0.0	-90.0%
Dairyland	16	25	56.3%	0.2	4	2	0	0.0	-100.0%
Gordon	8	0	-100.0%	0	0	0	0	0.0	0.0%
Hawthorne	3	0	-100.0%	0	0	0	0	0.0	0.0%
Highland	2	1	-50.0%	0	0	0	0	0.0	0.0%
Lakeside	45	16	-64.4%	0.4	5	4	1	0.0	-80.0%
Maple	14	9	-35.7%	0.3	7	5	4	0.1	-42.9%
<i>Oakland</i>	25	26	4.0%	0.4	2	2	1	0.0	-50.0%
Parkland	11	9	-18.2%	0.3	6	1	2	0.1	-66.7%
Solon Springs	15	22	46.7%	0.3	0	0	0	0.0	0.0%
Summit	37	19	-48.6%	0.1	1	0	0	0.0	-100.0%
Superior	28	32	14.3%	0.3	4	6	2	0.0	-50.0%
Wascott	0	0	0.0%	0	0	0	0	0.0	0.0%
<b>All Towns</b>	<b>333</b>	<b>306</b>	<b>-8.1%</b>	<b>0.2</b>	<b>45</b>	<b>27</b>	<b>13</b>	<b>0.01</b>	<b>-71.1%</b>

Source: Wisconsin Town Land Use Data Project: Program on Agricultural Technology Studies, University of Wisconsin-Madison

<sup>4</sup> Farm estimates were based on the published number of farms in 1990 reported for each county by the Wisconsin Agricultural Statistics Service (WASS). (WASS defines farms as places where at least \$1,000 worth of agricultural products were produced in a given year.) County totals were allocated to each town based on property tax information. The estimated number of farms in each town was calculated by multiplying the town's proportion of county agricultural improvement parcels by the county farm total.



**Douglas County Agricultural Crops and Commodities**

**Table 5.27: Agricultural Crops and Commodities, 2002**

Item	Quantity	State Rank
<b>MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD (\$1,000)</b>		
Total value of agricultural products sold	4,696	68
Value of crops including nursery and greenhouse	1,584	67
Value of livestock, poultry, and their products	3,111	65
<b>VALUE OF SALES BY COMMODITY GROUP (\$1,000)</b>		
Grains, oilseeds, dry beans, and dry peas	15	70
Vegetables, melons, potatoes, and sweet potatoes	6	71
Fruits, tree nuts, and berries	(D)	(D)
Nursery, greenhouse, floriculture, and sod	(D)	(D)
Cut Christmas trees and short rotation woody crops	4	63
Other crops and hay	559	61
Poultry and eggs	4	67
Cattle and calves	1,447	64
Milk and other dairy products from cows	1,280	65
Hogs and pigs	15	63
Sheep, goats, and their products	51	44
Horses, ponies, mules, burros, and donkeys	109	46
Aquaculture	195	16
Other animals and other animal products	10	61
<b>TOP LIVESTOCK INVENTORY ITEMS (number)</b>		
Cattle and calves	7,502	64
Horses and ponies	803	52
Layers 20 weeks old and older	709	61
Sheep and lambs	662	46
Broilers and other meat-type chickens	590	50
<b>TOP CROP ITEMS (number)</b>		
Forage - land used for all hay and haylage, grass silage, and greenchop	24,530	50
Corn for silage	482	66
Oats	217	67
All Berries	(D)	13
Nursery stock	(D)	23

Source: National Agricultural Statistics Service  
 Note: (D) Data not disclosed



In 2002, the total value of agricultural products sold in Douglas County was \$4,696,000, which ranked 68<sup>th</sup> out of Wisconsin’s 72 counties. In terms of the value of products sold, livestock sales exceeded crop sales by a margin of nearly 2 to 1. The county ranked below the 25<sup>th</sup> percentile of all Wisconsin counties in all categories except berries and aquaculture. Douglas County’s notable ranking in berry-production stems from the county’s position as a prominent cranberry producer. Cranberries are Wisconsin’s leading fruit crop, both in terms of acreage and value. In 2002, the county ranked 16<sup>th</sup> out of 72 counties in value of sales related to aquaculture. This industry, which includes the commercial production of many fish and plant species, represents a small, but growing, sector of the state and national agricultural economies. The 2002 Census of Agriculture statistics for agricultural crops and commodities in Douglas County are depicted in **Table 5.27**.

**Prime Farmland**

Prime farmland is defined by the Natural Resources Conservation Service (NRCS) as “land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops. The land must also be available for these uses (cropland, pastureland, forestland, or other land but not water or urban built-up land).”

Prime farmland has the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when treated and managed, including water management, according to acceptable farming methods.

According to the NRCS, prime farmland generally:

- has an adequate and dependable water supply from precipitation or irrigation,
- has a favorable temperature and growing season,
- has acceptable acidity or alkalinity,
- has few or no rocks,
- is permeable to air and water,
- is not excessively erodible,
- is not saturated with water for long periods of time, and
- does not flood frequently or is protected from flooding.

Douglas County prime farmlands and farmlands of statewide importance are depicted in **Map 5.15**. Most of the prime agricultural land in Douglas County is located north of the escarpment on the Lake Superior clay plain.

There is little prime farmland, as defined by the NRCS, in the Town of Oakland. However, the clayey soils in the northern quarter of the town are classified as farmlands of statewide importance.





**Douglas County Forest Products Industry**

**Forest Products Industry Output**

In 2003, the forest products and processing industry output was \$87,000,000 (MIG, Inc. 2006), or 2.0% of the total county industrial output. Forest related industries employed 494 (MIG, Inc. 2006) people, and accounted for 1.6% of the total county employment.

**Douglas County Forest**

At over 262,000 acres in size, the Douglas County Forest is the largest County Forest in Wisconsin. County Forest lands are managed for multiple uses including production of timber, protection of wildlife and water resources and outdoor recreation. On the Douglas County Forest, large tracts of aspen are being managed for game species such as whitetail deer, ruffed grouse, and woodcock, as well as other associated upland non-game species.

Additionally, several scientific and research study areas have been established throughout Douglas County where unusual or rare resource features are being observed, studied, and protected.

Timber harvesting operations on the Douglas County Forest generate over \$2,000,000 in revenue each year. Local municipalities with County Forest land receive an annual severance payment based on County Forest stumpage revenues.

**Table 5.28** shows annual timber revenues from the Douglas County Forest for the 10-year period from 1997-2007. The average annual revenue during this period was \$2,037,282. **Table 5.29** shows the severance payments issued to local municipalities in 2007.

**Table 5.28: Douglas County Forest Timber Sales Revenue, 1997 – 2007**

Year	Total Value of Harvested Timber Sales
1997	\$1,278,641.57
1998	\$1,318,894.11
1999	\$1,845,187.23
2000	\$1,755,691.33
2001	\$1,861,928.22
2002	\$1,639,645.94
2003	\$1,913,230.31
2004	\$2,711,105.82
2005	\$2,906,078.70
2006	\$2,862,304.14
2007	\$2,317,398.30
<b>TOTAL</b>	<b>\$22,410,105.67</b>

Source: Douglas County Forestry Department, March 2008

**Table 5.29: Douglas County Forest Severance Payments to Local Municipalities, 2007**

Town	Dollars
Bennett	\$6,050.43
Brule	\$6,075.33
Dairyland	\$48,776.91
Gordon	\$47,681.36
Hawthorne	\$5,378.16
Highland	\$2,664.18
V. Lake Nebagamon	\$771.87
Lakeside	\$24.90
Maple	\$3,187.06
Oakland	\$11,602.88
Solon Springs	\$13,370.70
Summit	\$59,483.43
Superior	\$6,025.53
Wascott	\$37,896.10
<b>TOTAL</b>	<b>\$248,988.84</b>

Source: Douglas County Forestry Department, March 2008



**Dependence on Agriculture**

**Table 5.30** shows the number of individuals living and working on Douglas County farms in 2000. The data indicates that less than 3 percent of the county’s rural population resided on farms in 2000 and about 2 percent of the county’s employed adults worked on farms.

**Table 5.30: Dependence on Agriculture in 2000, Douglas County**

Town Name	Population	Population Living On Farms:		Employed Adults Working on Farms:	
		Number	Percent	Number	Percent
Amnicon	1,074	27	2.5%	14	2.8%
Bennett	622	0	0.0%	10	3.4%
Brule	591	0	0.0%	6	2.3%
Cloverland	247	48	19.4%	4	3.8%
Dairyland	186	12	6.5%	0	0.0%
Gordon	645	8	1.2%	8	3.7%
Hawthorne	1,045	20	1.9%	5	1.1%
Highland	245	9	3.7%	2	2.4%
Lakeside	609	37	6.1%	10	3.6%
Maple	649	29	4.5%	10	3.4%
<i>Oakland</i>	<i>1,144</i>	<i>16</i>	<i>1.4%</i>	<i>13</i>	<i>2.2%</i>
Parkland	1,240	22	1.8%	8	1.3%
Solon Springs	807	20	2.5%	8	2.1%
Summit	1,042	22	2.1%	6	1.1%
Superior	2,058	37	1.8%	16	1.5%
Wascott	714	0	0.0%	2	0.7%
<b>Total</b>	<b>12,918</b>	<b>307</b>	<b>2.4%</b>	<b>122</b>	<b>2.0%</b>

Source: Wisconsin Town Land Use Data Project: Program on Agricultural Technology Studies, University of Wisconsin-Madison



## Chapter 6

# **Economic Development**





INTRODUCTION

Douglas County’s economy differs considerably from many of its surrounding counties in Wisconsin, primarily due to inclusion of the City of Superior Metropolitan Statistical Area (MSA). Apart from this difference, the remainder of the county relies heavily on natural resources related to the leisure and hospitality industry. The county’s many lakes and woodlands sustain tourism, and at the same time the county sustains the region’s largest manufacturing base, two of the main stays of the local economy.

Several factors or characteristics of the labor force and the economic base of the county play a major role in its economic development and will be discussed in this element. In addition, the strengths and weaknesses of the county with respect to attracting and retaining businesses will be explored along with an inventory of the top 20 existing businesses. Finally, state, federal, county, and regional economic development programs and organizations will be identified that apply to Douglas County.

LABOR FORCE

The labor force is that portion of the population 16 years or older that is employed or unemployed but actively looking for a job. Table 6.1 provides an overview of some of the key characteristics of the population and labor force in Douglas County and Wisconsin.

**Table 6.1: General Characteristics of the Population, Douglas County**

CHARACTERISTICS	City of Superior	Douglas County	Wisconsin
Labor Force, 2007	14,114	23,157	3,086,243
Employed, 2007	13,401	21,773	2,930,869
Unemployed, 2007	714	1,384	155,374
Unemployment Rate, 2007	5.1%	6.0%	5.0%
Labor Participation Rate, 2007	52.0%	52.4%	54.7%
Education Beyond High School (25 or older), 2006	NA	87.2%	50.6%
Bachelor's Degree or Higher (25 or older), 2006	NA	18.8%	22.4%
Per Capita Personal Income, 2005	\$30,092	\$25,813	\$33,278
Median Household Income, 2006	\$31,921	\$39,524	\$46,142
Average Annual Wage, 2006	NA	\$29,442	\$32,422
Poverty Rate, 2004	13.4%	9.9%	10.9%
Population Change (from 4/2000 to 7/2003)	-0.6%	1.8%	3.6%
Median Age, 2006	NA	38.2	36.0

Sources: 2000 Census SF 3, WI Department of Workforce Development

Douglas County’s population over the age of 60 is a much larger share of the total than the state or the nation. This is reflected in the county’s median age (38.2), which is substantially higher than the state (36.0) or the national (35.3) median age.

The labor force participation rate is the number of residents who are either working or looking for work divided by the total non-institutional

population over 16 years of age. The Douglas County labor force participation rate (67.8%) is considerably lower than the Wisconsin rate (73%). The lower participation rates in Douglas County could reflect jobs that require more physical labor; residents who move to the county to retire – not work; or, part time jobs with hours and pay rates that do not entice older workers. Labor force participation rates are highest for the middle age groups and



lowest for the older age groups. This is typical. However, by 2020 the number of Douglas County residents over 55 years old in the labor force will increase from 30 percent to over 40%. This is usually the age when participation in the labor force wanes.

Unemployment rates are on the rise in the county and the state, initially beginning with the loss of railway and nursing home closures/layoffs; and, punctuated in 2003 due to a loss in manufacturing and telemarketing job worker layoffs. Nearly half of all the job loss in 2003 in Douglas County was caused by the decline in production jobs, with industrial equipment manufacturers being the hardest hit. High unemployment rates in Douglas County are also caused by the numerous seasonal and part-time jobs, many of which are for laborers and entry-level positions.

Although Wisconsin had a higher majority (71.2%) of high school students that pursued some form of post secondary education after graduation in 2005-2006 compared to a national estimate (60%)<sup>1</sup>, it lags behind the nation in its ability to retain those students following completion of their degree program. The national average is 71.3 percent compared to Wisconsin's 61.6 percent.<sup>2</sup> Douglas County, like the state, suffers from this college out-migration commonly referred to as "Brain Drain." About 22 percent of residents age 25 - 34 have at least a bachelor's degree, then falls to 16 percent for the 35 - 44 age group.<sup>3</sup> Given the large manufacturing presence in the state, vocational/technical programs have high participation rates in these areas.<sup>4</sup> It is most likely that the composition of the industry base and the lack of professional jobs in the county

contribute to this lower number. There are 14 K-12 public schools and two post-secondary institutions.

Per capita, median household income and average annual income in Douglas County all are well below corresponding state (approximately the 25th percentile) and national figures. There are several reasons for the low wages that are endemic in the county. Nearly half of all employment in the county is in the trade or services industry division, which consists of many seasonal and part time jobs; therefore, the people in these jobs do not work the standard number of hours in a year, which reduces the average annual wage. In addition to being part time and seasonal, many of these jobs are in trades where hourly wages are low. Furthermore, because of the seasonality of many jobs related to tourism and forestry, there is more turnover and every time someone starts a new job, they generally start at the lowest wage. One more contributing factor to the low wages is that many of the jobs in the county are for laborers and entry-level positions, which often translates to lower wages. A further discouraging projection is that general merchandise stores are expected to create the largest number of jobs over the next 5 years, with average annual wages of \$16,860.<sup>5</sup> It is noted that incomes are higher in the City of Superior. This is likely influenced by the fact that the two largest employers are the School District of Superior and the University of Wisconsin - Superior.

**LOCAL UNEMPLOYMENT DATA**

The most recent statistical employment data for local units of government is available through 2000 Decennial Census. **Table 6.2** provides an overview of key census population and employment statistics for Douglas County, local municipalities and comparable areas within the region. In 2000, the Town of Oakland had a

<sup>1</sup> Wisconsin Department of Public Instruction

<sup>2</sup> Indiana's Human Capital Retention Project. Graduate Migration from Indiana's Postsecondary Institutions. Bloomington, IN. Indiana Fiscal Policy Institute. March 1999

<sup>3</sup> US Dept. of Commerce, Census 2000, Summary file 4, QT-P20

<sup>4</sup> Wisconsin Department of Workforce Development. Mortarboards, Paychecks, and Crystal Balls: The Link Between Education and Wisconsin's Labor Force. October 2002

<sup>5</sup> 2007 Douglas County Workforce Profile; Wisconsin - DWD/Office of Economic Advisors



higher labor force participation rate than much of the county and was near the median

unemployment rate for the county.

**Table 6.2: Population & Employment, Douglas County: 2000 Census**

Municipality	Total Pop.	Pop. 16+	In Labor Force	In Armed Forces	Civilian Employ.	Civilian Unemp.	Labor Force Part. Rate	Unemp. Rate
<b>Towns</b>								
Amnicon	1,074	755	533	4	500	29	70.6%	5.4%
Bennett	622	505	320	0	297	23	63.4%	7.2%
Brule	591	416	281	0	260	21	67.5%	7.5%
Cloverland	247	186	108	0	106	2	58.1%	1.9%
Dairyland	186	185	102	0	95	7	55.1%	6.9%
Gordon	645	456	240	2	215	23	52.6%	9.6%
Hawthorne	1,045	771	474	3	450	21	61.5%	4.4%
Highland	245	203	92	0	84	8	45.3%	8.7%
Lakeside	609	482	289	0	280	9	60.0%	3.1%
Maple	649	525	317	3	291	23	60.4%	7.3%
<i>Oakland</i>	<i>1,144</i>	<i>895</i>	<i>624</i>	<i>0</i>	<i>583</i>	<i>41</i>	<i>69.7%</i>	<i>6.6%</i>
Parkland	1,240	980	673	5	624	44	68.7%	6.5%
Solon Springs	807	682	404	0	382	28	59.2%	6.9%
Summit	1,042	830	587	8	533	46	70.7%	7.8%
Superior	2,058	1,582	1,117	8	1,049	60	70.6%	5.4%
Wascott	714	614	286	0	273	13	46.6%	4.5%
Douglas County	43,287	34,376	22,264	74	20,616	1,574	64.8%	7.1%
City of Superior	27,368	21,957	14,286	32	13,152	1,102	65.1%	7.7%
Washburn County	16,036	12,748	7,618	10	7,298	463	59.8%	6.1%
Bayfield County	15,039	11,813	7,386	8	6,980	629	62.5%	8.5%
State of Wisconsin	5,363,675	4,157,030	2,872,104	2,868	2,734,925	134,311	69.1%	4.7%

Source: 2000 Census SF 3

**ECONOMIC BASE**

Douglas County is a rural county with only one city that has a population greater than 2,500, the City of Superior. It has one of the major Wisconsin north-south freeways, U.S. Highway 53, running through the middle of the county and another major highway, U.S. Highway 2, running from the northwest corner to the northeast corner. Thus, a great proportion of the local economic activity occurs near the cities and towns that are located along this highway system.

**OCCUPATIONS**

**Table 6.3** provides an overview and comparison of occupation, industry and class of worker data for the Town of Oakland, Douglas County and the State of Wisconsin. In 2000, most Oakland residents were employed within the educational, health and social services sector. The leading occupations of employed Oakland residents included sales and office occupations. Over 17 percent of employed persons worked in government positions.



**Table 6.3: Occupation, Industry and Class of Worker Statistics**

	Douglas County		Town of Oakland		Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
Employed civilian population 16 years and over	20,616	100	895	100	2,734,925	100
<b>OCCUPATION</b>						
Management, professional, and related occupations	5,500	26.7	162	27.8	857,205	31.3
Service occupations	3,792	18.4	73	12.5	383,619	14
Sales and office occupations	5,721	27.8	175	30	690,360	25.2
Farming, fishing, and forestry occupations	141	0.7	2	0.3	25,725	0.9
Construction, extraction, and maintenance occupations	2,112	10.2	63	10.8	237,086	8.7
Production, transportation, and material moving occupations	3,350	16.2	108	18.5	540,930	19.8
<b>INDUSTRY</b>						
Agriculture, forestry, fishing and hunting, and mining	281	1.4	15	2.6	75,418	2.8
Construction	1,251	6.1	46	7.9	161,625	5.9
Manufacturing	2,055	10	81	13.9	606,845	22.2
Wholesale trade	786	3.8	19	3.3	87,979	3.2
Retail trade	2,573	12.5	72	12.3	317,881	11.6
Transportation and warehousing, and utilities	1,750	8.5	29	5	123,657	4.5
Information	451	2.2	8	1.4	60,142	2.2
Finance, insurance, real estate, and rental and leasing	1,182	5.7	41	7	168,060	6.1
Professional, scientific, management, administrative, and waste management services	1,182	5.7	24	4.1	179,503	6.6
Educational, health and social services	4,974	24.1	154	26.4	548,111	20
Arts, entertainment, recreation, accommodation and food services	2,127	10.3	33	5.7	198,528	7.3
Other services (except public administration)	1,091	5.3	19	3.3	111,028	4.1
Public administration	913	4.4	42	7.2	96,148	3.5
<b>CLASS OF WORKER</b>						
Private wage and salary workers	16,236	78.8	457	78.4	2,217,490	81.1
Government workers	3,199	15.5	101	17.3	340,792	12.5
Self-employed workers in own not incorporated business	1,111	5.4	21	3.6	167,248	6.1
Unpaid family workers	70	0.3	4	0.7	9,395	0.3

Source: 2000 Census SF 3





**Employment by Industry, Douglas County**

Based on data from the Wisconsin Department of Workforce Development, Douglas County was home to an average of 3,090 businesses with 14,035 jobs in 2006. **Table 6.4** lists Douglas County’s top ten businesses by industry sector using the new North American Industry Classification System (NAICS). Jobs that are exempt or otherwise not covered by unemployment insurance are not included in the Covered Employment and Wages tabulations.

<b>Industry Sector</b>	<b>Number of Businesses</b>	<b>Average Employees</b>	<b>% Of Total Employment</b>
All Industries	3,090	14,035	64.5%
Educational Services	7	1,755	12.5%
Food services & Drinking Places	126	1,601	11.4%
Truck Transportation	27	1,325	9.4%
Executive, Legislative & Gen. Gov’t	24	1,019	7.3%
Retail Wholesalers, Nondurable Goods	23	713	5.1%
Administrative and Support Services	23	676	4.8%
Ambulatory Health Care Services	36	633	4.5%
Nursing and Residential Care Facilities	10	608	4.3%
Professional & Business Services	40	600	4.3%
Rail Transportation **	**	**	**
Food and Beverage Stores	23	483	3.4%

\*\* Data suppressed to maintain confidentiality

Sources: WI Department of Workforce Development, U.S. Dept. of Labor, Bureau of Labor Statistics; DOC – Census Bureau

According to the U.S. Census Bureau, **nonemployers** are businesses with no paid employees but are subject to federal income tax. These nonemployers are typically self-employed individuals or partnerships that they have chosen not to incorporate. In 2005, there were 2,350 nonemployer establishments in Douglas County of which 1,099 were non-farm. **This means that 53.2 percent of employment in Douglas County is related to farming or small home businesses.**

by examining employment hiring and wage demographics. **Table 6.4** uses an industry focus of Douglas County’s ranked top public and private non-farm industries.

Deeper insight can be gained through an examination of Douglas County NAICS sectors

<sup>6</sup> Total employed non-farm civilian labor force, n=14,035



**Table 6.5: 2006 Ranked NAICS Douglas County Industries (Public & Private Non-Farm)**

Rank	Industry (All NAICS Sectors)	Avg. Total Employment	New Job Growth *	Total Hiring Growth**	Average Annual Wage
1	Retail Trade	2,465	7.5%	10.0%	\$22,500
2	Accommodation & food Services	2,013	2.2%	-21.6%	\$10,128
3	Educational Services	1,864	2.2%	NA	\$32,352
4	Health Care and Social Assistance	1,743	2.9%	7.8%	\$33,744
5	Transportation and Warehousing	1,521	18.6%	26.2%	\$43,560
6	Manufacturing	1,194	1.4%	-46.4%	\$48,048
7	Wholesale Trade	907	12.1%	2.4%	\$49,020
8	Construction	936	45.1%	46.4%	\$55,272
9	Public Administration	889	-1.6%	NA	\$40,296
10	Other Services (not incl. Public Administration)	684	5.2%	23.0%	\$24,000
11	Administrative/t/Waste Mgmt/ & Remediation	446	28.4%	-47.1%	\$23,028
12	Finance and Insurance	385	-0.8%	-72.7%	\$37,884
13	Professional/Scientific/ & Technical Services	299	8.0%	76.9%	\$52,212
14	Arts, Entertainment and Recreation	202	43.3%	NA	\$24,036
15	Real estate and Rental and Leasing	139	-3.5%	73.6%	\$29,208
16	Utilities	131	2.3%	NA	\$53,100
17	Information	114	-7.3%	NA	\$37,248
18	Management of Companies & Enterprises	89	-6.3%	NA	\$35,136
19	Agriculture, Forestry, Fishing and Hunting	35	-25.5%	NA	\$28,848
	<b>Total All Sectors</b>	<b>16,056***</b>	<b>7.1%</b>	<b>5.4%</b>	<b>\$35,770</b>

\* Net 2006 Q1 thru Q4 expressed as a percentage

\*\* Total hiring within the industry – it is the total of new created jobs and hires to fill existing positions

\*\*\* Avg. Total Employment is higher here than in Table 6.3 due to the inclusion of public sector employment

[Source: Wisconsin of Workforce Development – Office of Economic Advisors, QWI Quickfacts

One of the first items noted in **Table 6.5** are the negative values found under New Job Growth and Total Hiring Growth. New job growth reflects the creation of new jobs that never existed previously; therefore, a negative figure in that column indicates that a particular industry sector is shrinking.

The Total Hiring Growth column reveals some interesting traits about an industry sector. A high positive value in this column indicates industries with high turnover rates. High negative values are indicative of employers that are reducing their workforce through attrition

by not filling existing positions when an individual leaves.

In the Manufacturing sector, there is wide diversity with many different types of manufacturers. It is noteworthy that **Table 6.5** indicates there is marginal new growth in the Manufacturing sector of 1.4%; yet, Total Hiring Growth is -46.4%. This tends to indicate that large established manufacturers are reducing their workforce, while newer small-scale manufacturing is producing sufficient growth to trigger positive growth.



Negative values in either column should indicate that there are dynamics in that sector that should be examined closely. The -72.7% figure in the Finance and Insurance sector is acute, and there may be several reasons that contribute to the downturn.

The Other Services category includes businesses such as: repair and maintenance, funeral homes, barber and beauty shops, and religious organizations. Included in the Agriculture, Forestry, Fishing and Hunting sector for Douglas County are agriculture crop producers, and forestry and logging businesses.

As shown in **Table 6.5**, the largest number of jobs in the county is in the Retail Trade and Accommodations and Food Services industry sector. This One explanation for this is the fact that the Duluth-Superior MSA serves as a magnet for commerce. It is the largest commercial shopping district serving a 60-mile radius.

Education Services and the Health Care and Social Assistance industry sectors are next largest grouping of jobs in Douglas County. Again, the Duluth-Superior MSA plays a major role. It is host to the regions only Level I trauma center, Furthermore, Superior is the only city in the northwest region of Wisconsin that has a well-developed system of mass transportation. This is beneficial to support a large elderly population, and many elderly persons living on marginal fixed incomes will prefer to transition

from a rural to urban setting to eliminate large transportation maintenance costs and live in close proximity to multiple large retail outlets. Poor families living in poverty will also find Superior attractive for the same reasons. The high number of jobs in education can be attributed to the two post-secondary schools.

The largest number of employment in the business sector is in the Transportation and warehousing, Manufacturing, and Wholesale trade industry sectors. To a large extent, these industry sectors have a symbiotic relationship. Furthermore the City of Superior serves as both the largest railway hub and switching yard, and the largest port city on the Great Lake of Superior. Both of these have distinct advantages for trans-modal shipping and warehousing and manufacturing.

According to the Bureau of Economic Analysis, in 2006, farm employment comprised 5.5 percent of total employment in the county. In some communities, however, it is the prime contributor to the economy and provides a stable market for many service and retail businesses.

### **Douglas County Businesses**

**Table 6.6** lists the top 20 employers in Douglas County as of March 2007 per the Wisconsin Department of Workforce Development. More than eighty-five percent of these companies are located in or near the City of Superior.



**Table 6.6: Ranked Top 20 Employers in Douglas County (Public and Private)**

Employer Name	Industry Product or Service	Employment Size Range
School District of Superior	Elementary & secondary schools	500-999
University of Wisconsin- Superior	Colleges & universities	250-499
Wal-Mart	Discount department stores	250-499
Halvor Lines Inc	General freight trucking, long-distance TL	250-499
County of Douglas	Executive & legislative offices, combined	250-499
City of Superior	Executive & legislative offices, combined	250-499
School District of Maple	Elementary & secondary schools	100-249
Jeff Foster Trucking Inc	General freight trucking, long-distance TL	100-249
Super-One Foods	Supermarkets & other grocery stores	100-249
Murphy Oil USA Inc	Petroleum refineries	100-249
St. Mary's Hospital of Superior	General medical & surgical hospitals	100-249
St. Francis Home in the Park	Nursing care facilities	100-249
Amsoil Inc.	Managing offices	100-249
Advanced Data Comm.	Telemarketing bureaus	100-249
Enbridge Employee Services Inc.	Pipeline transportation of crude oil	100-249
General Mills Operations Inc	All other miscellaneous food manufacturing	100-249
Middle River Health Care Center Inc.	Nursing care facilities	100-249
The Duluth Clinic	Offices of physicians, except mental health	100-249
Genesis Attachments	Construction machinery manufacturing	100-249
Fraser Shipyards Inc	Ship building & repairing	100-249

Source: WI Department of Workforce Development, LMI – Worknet – March 2007

**Table 6.7** lists the top 20 private industries by three-digit NAICS code in Douglas County as of December 2006 per the U.S. Census. Employment in these industry subsectors accounts for over 75% of all employment in Douglas County.



**Table 6.7: Ranked Top 20 Private Industries by 3-Digit NAICS Code (2006)**

Rank	Industry	Avg. Quarterly Employment
	<b>All NAICS subsectors</b>	12,720
<b>1</b>	722 Food Services and Drinking Places	1,693
<b>2</b>	484 Truck Transportation	905
<b>3</b>	452 General Merchandise Stores	872
<b>4</b>	623 Nursing and Residential Care Facilities	548
<b>5</b>	424 Merchant Wholesalers, Nondurable Goods	490
<b>6</b>	624 Social Assistance	473
<b>7</b>	621 Ambulatory Health Care Services	440
<b>8</b>	238 Specialty Trade Contractors	430
<b>9</b>	445 Food and Beverage Stores	407
<b>10</b>	561 Administrative and Support Services	403
<b>11</b>	423 Merchant Wholesalers, Durable Goods	336
<b>12</b>	721 Accommodation	328
<b>13</b>	522 Credit Intermediation and Related Activities	298
<b>14</b>	236 Construction of Buildings	282
<b>15</b>	541 Professional, Scientific, and Technical Services	281
<b>16</b>	447 Gasoline Stations	265
<b>17</b>	881 Repair and Maintenance	264
<b>18</b>	441 Motor Vehicle and Parts Dealers	255
<b>19</b>	812 Personal and Laundry Services	228
<b>20</b>	326 Plastics and Rubber Products Manufacturing	220

[Source: Dept. of Commerce, US Census – LED, Industry focus]

It is noteworthy that as of 2002, 34.5% of all businesses in Douglas County are listed as women-owned Firms. This is nearly 10% higher than the Wisconsin State percentage. Other key statistics the US Census Bureau noted in 2006 relative to Douglas County businesses include,

- 177 building permits were issued in 2006.
- Population growth is 1.8%, nearly 2% less than the statewide level.
- Minorities are dramatically under-represented, particularly among Black and Hispanic or Latino populations.
- Considering the Duluth-Superior MSA boasts an international airport, only 1.6% of residents are foreign born. Again, 2% less than the statewide level of 3.6%.

- The mean travel time to work is 21 minutes.

According to the Wisconsin Department of Workforce Development, the Douglas County industries with the largest percentage of growth throughout 2006 were Construction, Transportation, and Warehousing, and Wholesale Trade. **Table 6.8** lists the region-wide<sup>7</sup> employment projections (by occupation) developed by the Wisconsin Department of Workforce Development (DWD), while **Table 6.10** depicts the ten fastest growth and most job opening occupational projections by 2010. Local area employment projections for Douglas County are shown in **Table 6.9**.

<sup>7</sup> Northwest region includes Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor and Washburn counties



**Table 6.8: Northwest Region Employment Projections (by Occupation) 2004-2014**

Occupation Title	2004	2014	Change	% Change	New Jobs	Replacements	Total
Healthcare Practitioners and Technical Occupations	3,030	3,790	760	25.1%	80	60	140
Computer and Mathematical Occupations	550	680	130	23.6%	10	10	20
Personal Care and Service Occupations	2,020	2,490	470	23.3%	50	50	100
Healthcare Support Occupations	2,190	2,680	490	22.4%	50	30	80
Community and Social Services Occupations	1,370	1,620	250	18.2%	30	30	60
Education, Training, and Library Occupations	4,220	4,880	660	15.6%	70	90	160
Building and Grounds Cleaning and Maintenance Occupations	2,500	2,880	380	15.2%	40	50	90
Business and Financial Operations Occupations	1,910	2,200	290	15.2%	30	40	70
Construction and Extraction Occupations	3,430	3,950	520	15.2%	50	70	120
Legal Occupations	280	320	40	14.3%	<5	<5	<5
Food Preparation and Serving Related Occupations	7,210	8,170	960	13.3%	100	290	390
Life, Physical, and Social Science Occupations	530	600	70	13.2%	10	10	20
Management Occupations	2,390	2,660	270	11.3%	30	40	70
Arts, Design, Entertainment, Sports, and Media Occupations	730	810	80	11.0%	10	10	20
Architecture and Engineering Occupations	860	930	70	8.1%	10	20	30
Installation, Maintenance, and Repair Occupations	2,650	2,860	210	7.9%	20	60	80
Transportation and Material Moving Occupations	6,640	7,160	520	7.8%	50	150	200
Protective Service Occupations	1,870	2,010	140	7.5%	10	50	60
Sales and Related Occupations	6,450	6,850	400	6.2%	40	230	270
Office and Administrative Support Occupations	10,200	10,440	240	2.4%	20	240	260
Production Occupations	8,440	8,430	-10	-0.1%	<5	210	210
Farming, Fishing, and Forestry Occupations	240	230	-10	-4.2%	<5	10	10
<b>Total, All Occupations</b>	<b>69,700</b>	<b>76,620</b>	<b>6,920</b>	<b>9.9%</b>	<b>690</b>	<b>1,740</b>	<b>2,430</b>

Source: Wisconsin Department of Workforce Development



**Table 6.9: Local Area Employment Projections to 2030**

Municipality	Forecast Method	Estimated Jobs in 2000	New Jobs by 2030 (Low)	New Jobs by 2030 (High)
Amnicon	<i>Service Area Relationship</i>	107	36	67
	<i>Residential Relationship</i>	107	60	111
Bennett	<i>Service Area Relationship</i>	53	8	16
	<i>Residential Relationship</i>	53	10	18
Brule	<i>Service Area Relationship</i>	186	11	21
	<i>Residential Relationship</i>	186	17	32
Cloverland	<i>Service Area Relationship</i>	21	0	0
	<i>Residential Relationship</i>	21	0	0
Dairyland	<i>Service Area Relationship</i>	54	-10	-18
	<i>Residential Relationship</i>	54	-7	-12
Gordon	<i>Service Area Relationship</i>	96	17	31
	<i>Residential Relationship</i>	96	28	53
Hawthorne	<i>Service Area Relationship</i>	212	35	66
	<i>Residential Relationship</i>	212	33	62
Highland	<i>Service Area Relationship</i>	33	24	44
	<i>Residential Relationship</i>	33	33	62
Lakeside	<i>Service Area Relationship</i>	16	0	0
	<i>Residential Relationship</i>	16	0	0
Maple	<i>Service Area Relationship</i>	198	2	3
	<i>Residential Relationship</i>	198	2	4
Oakland	<i>Service Area Relationship</i>	82	58	108
	<i>Residential Relationship</i>	82	48	90
Parkland	<i>Service Area Relationship</i>	148	-33	-62
	<i>Residential Relationship</i>	148	-20	-38
Solon Springs	<i>Service Area Relationship</i>	160	51	95
	<i>Residential Relationship</i>	160	77	143
Summit	<i>Service Area Relationship</i>	79	6	11
	<i>Residential Relationship</i>	79	8	15
Superior	<i>Service Area Relationship</i>	521	77	144
	<i>Residential Relationship</i>	521	141	263
Wascott	<i>Service Area Relationship</i>	93	40	75
	<i>Residential Relationship</i>	93	57	106
All Towns	<i>Service Area Relationship</i>	2,059	322	601
	<i>Residential Relationship</i>	2,059	489	912

**Local Area Employment Projections**

Employment projections for local units of government in Douglas County were derived by the Northwest Regional Planning Commission. **Table 6.9** depicts an estimate of future jobs within each municipality based on projected growth in commercial and industrial land use. Employment estimates are based on the two models (service area relationship and residential relationship) used to forecast future commercial and industrial land demand. The number of jobs within each community in 2000 was estimated using the Census Bureau worker flow data.

There were an estimated 82 jobs in the Town of Oakland in 2000. Based on projected growth in commercial and industrial land use, the town could gain 58 to 108 new jobs by 2030 using the service area relationship land demand model. Using the residential relationship land demand model, between 48 and 90 new jobs would be created in Oakland by 2030.



**Table 6.10: NORTHWEST REGION OCCUPATION PROJECTIONS: 2010**

	<b>Top Ten Occupations</b>	<b>Education &amp; Training Typically Required*</b>	<b>Average Wage**</b>
Fastest Growth	Computer Support Specialists	Associate degree	\$15.50
	Personal and Home Care Aide	1-month or less training	\$8.13
	Home Health Aides	1-month or less training	\$8.95
	Social/Human Service Assistants	1-12 Months on-the-job Training	\$12.72
	Hotel/Motel/Resort Desk Clerks	1-month or less training	\$7.94
	Security Guards/Gaming Surveillance Officers	1-month or less training	NA
	Food Preparation/Service Workers/Fast Food Workers	1-month or less training	\$6.47
	Emergency Medical Technicians/Paramedics	Post-secondary vocational training	\$9.82
	Teachers – Primary/Secondary/Adult/all other	Bachelor’s degree	\$10.19
	Fitness Trainers/Aerobics Instructors	Post-secondary vocational training	\$7.54
Most Openings	Food Preparation/Service Workers/Fast Food Workers	1-month or less training	\$6.47
	Cashiers	1-month or less training	\$7.09
	Waiters/waitresses	1-month or less training	\$7.38
	Retail Salespersons	1-month or less training	\$8.23
	Registered Nurses	Bachelor’s degree	\$20.27
	Nursing Aides/Orderlies/Attendants	1-month or less training	\$9.27
	Bartenders	1-month or less training	\$6.65
	Maids/Housekeeping Cleaners	1-month or less training	\$7.76
	Truck Drivers/Heavy/Tractor-Trailer	1-12 Months on-the-job Training	\$15.61
General and Operations Managers	Work experience and degree	\$26.89	

The most common way to enter the occupation, not the only way.  
 Wages from Occupation Employment Statistics survey responses for the region, 2001 (Northwest WDA).  
 [Source: WI DWD, Bureau of Workforce Information 2002

**Worker Commuter Patterns**

**Table 6.11** shows the commuting patterns for Douglas County based on Census 2000 data. The county has a large share of residents employed outside of the county. About 35 percent of the commuting workforce who live in the county traveled elsewhere for a job; however, 85 percent of those commuted across the river to St. Louis County, MN.

Over 75 percent of the workers traveling into Douglas County come from with the MSA counties of St. Louis and Carlton Minnesota. Approximately another 15% came from the neighboring counties of Bayfield and Washburn in Wisconsin. Worker commute pattern data for the Town of Oakland can be found in the Demographics Chapter.





**Table 6.11: Douglas County Commuting Patterns, 2000**

Live In:	Work In	Count	Travel To:	From:	Count
Douglas Co. WI	Douglas Co. WI	13,175	Douglas Co. WI	St. Louis Co. MN	2,948
	St. Louis Co. MN	5,991		Bayfield Co. WI	365
	Carlton Co. MN	246		Carlton Co. MN	363
	Washburn Co. WI	227		Washburn Co. WI	128
	Bayfield Co. WI	120		Lake Co. MN	86
	Sawyer Co. WI	106		Ashland Co. WI	46
	Ashland Co. MN	46		Itasca Co. MN	33
	Hennepin Co. MN	42		Pine Co. MN	23
	Barron Co. WI	23		Barron Co. WI	21
	Crow Wing Co MN	22		Sawyer Co. WI	17
	Mille Lacs Co. MN	16		Cook Co. MN	17
	Scott Co. MN	13		Wood Co. WI	15
	Ramsey Co. MN	12		Dane Co. WU	15
	Elsewhere	199		Elsewhere	267
Totals		20,222	Totals		4,344

Source: Census 2000, County to County Worker Flow Files, WI Dept. of Workforce Development

**ATTRACTING AND RETAINING BUSINESS AND INDUSTRY**

Historically, business attraction has centered on manufacturing and will likely continue to do so; but increasingly, attracting retail, tourism, technology, and service-oriented businesses has become important in order to diversify and expand business clusters in the area. To be successful, an attractive and competitive environment must be provided. Entrepreneurship and small business development are necessary to create new jobs and provide stability to the local economic base.

Because of structural changes in the economy and the transition from a primarily physical-labor industrial age economy to an intellectual-labor, information age or knowledge-based economy, the development of technology-based businesses has become even more important to attract high-skilled, high-paying jobs. Douglas County, as indicated in the following sections, has the necessary amenities, such as high-speed access, adequate power sources, and access to financing to attract knowledge-based businesses.

It is estimated that 85 percent of the employment in an area is generated by the existing businesses; therefore, retaining these companies is a high priority for local officials and economic development organizations. To accomplish this, the obstacles that restrict the growth of existing businesses must be removed and assistance must be given to help businesses remain competitive in a global economy. This section provides information on existing programs, initiatives, infrastructure, and organizations available to attract/retain businesses and industries in Douglas County.

**SuperiorLife Technology Zone Program**

In June 2002, Douglas County was one of six counties in Northwest Wisconsin designated as a Technology Zone (called SuperiorLife) by the Wisconsin Department of Commerce. Developed out of the Build Wisconsin initiative, the Technology Zone program brings \$5 million in income tax incentives for high-tech development in the area. The Technology Zone program will help the county generate high-wage jobs through the startup and expansion of technology-based businesses.



The SuperiorLife Technology Zone designation is designed to attract and retain high-wage workers to the region and foster regional partnerships to promote entrepreneurship. The Department of Commerce will certify eligible businesses for tax credits based on their ability to create high-wage jobs and investment and support the development of high-tech industries in the region.

**Workforce Development**

WoodLINKS-USA is a program designed to respond to the serious lack of skilled workers in the wood industry. It is an industry education partnership designed to enhance the wood product industry competitiveness and economic development through significant improvement of entry-level work force skills.

The WoodLINKS program is designed to attract young people to the wood industry and provide solid wood manufacturing education through high schools. The program combines traditional classroom training with experienced based learning both in schools and in cooperating industry partners.

Wisconsin Indianhead Technical College (WITC) is an accredited postsecondary educational institution serving Northwestern Wisconsin, with a campus located in Superior. WITC offers customized training and technical assistance to business and industry to help them become more competitive, increase productivity, and to retain workers. This customized training is available at the business site or in a campus classroom setting.

The Northwest Wisconsin Concentrated Employment Program, Inc. (NWCEP) is a non-profit corporation whose mission is to strengthen the economy by providing effective and efficient workforce development services to businesses and workers. In existence since 1968, it administers programs to help local youth and adults gain marketable skills and find better jobs. In addition, NWCEP provides a

variety of services, including workshops, conferences, and newsletters for businesses and business development. Although its main office is in Ashland, it has a satellite office located in Douglas County.

**Business Development Assistance**

There are several options available for small businesses in Douglas County seeking technical assistance. One is the Wisconsin Business Innovation Corporation (WBIC), a partner organization formed by the Northwest Regional Planning Commission (NWRPC). Since its beginning in 1996, WBIC has developed a unique array of technical, financial, and business support services for start up and expanding businesses. This work involves analyzing a firm’s financial needs including preparation or review of financial projections, analyzing requirements and procedures of the various financing programs, identifying the appropriate funding sources, structuring sources and uses of funds, and the preparation of forms and documents needed in applications.

Another source for technical assistance is the University of Wisconsin-Superior Small Business Development Center (SBDC). It assists entrepreneurs, small business owners, and managers who are in the pre-venture, start-up, or existing business stage. SBDC offer confidential, one-to-one counseling on business management topics through personal visits, email, and telephone. The center maintains a business-to business network so a new business can ask for business expertise from a pertinent resource.

Technical assistance for small businesses is also available through the SCORE Association (Service Corps of Retired Executives), which is a resource partner with the U.S. Small Business Administration. There is a chapter in neighboring Douglas County that offers help with any business questions, strategy, and concerns. Small business counseling is available via telephone, email, workshops, and activities.



**Access to Financing and Venture Capital**

Small businesses create the lion's share of new jobs but are the least able to obtain reasonable financing for job-creating expansions and start-ups. Because of the shortage of long-term financing, small businesses are frequently unable to match the term of financing with the life of the asset.

The Northwest Wisconsin Business Development Corporation (NWBD) is a non-profit corporation formed by NWRPC to address the critical need for business financing in Northwest Wisconsin. Its office is located in the City of Spooner in Douglas County. It is targeted at the best economic development opportunities of the area: the timber and wood products industry, tourism, and other manufacturing and service industries.

NWBDC manages three revolving loan funds (RLFs) and a technology seed fund. The overall goal of the RLFs is to stimulate private sector investment in long-term business assets and to create new jobs. The funds partially fill the gap in private capital markets for long-term fixed rate financing. The technology seed fund can be used to complete research and development activities and validate the technology, develop prototypes, and file patents and copyrights.

In late 2000, a community-based venture capital (equity) fund called the Wisconsin Rural Enterprise Fund, LLC (WREF) was established by the Wisconsin Business Innovation Corporation. It was formed to create a capital fund that would provide self-sustaining, moderate growth through financial investments made in rural businesses that meet the WREF criteria.

Technology intensive businesses, which have the potential to create high-skilled, high-wage jobs in rural areas, are the targeted businesses. Currently, it is the only Northwest Wisconsin community-based venture capital fund; and its members include, besides WBIC, rural electric

cooperatives and local community development organizations.

In addition to the NWBD loan funds, Douglas County has a local revolving loan fund available to small businesses for start up and expansion purposes. The fund was originally established by a grant from the Wisconsin Department of Commerce to help a county business. As that money comes back in, it is being used to help other businesses.



**PHYSICAL INFRASTRUCTURE**

One of the factors limiting economic development activity in rural Douglas County is access to municipal services, such as sewer and water. These services are currently available within incorporated communities, such as the Villages of Poplar, Solon Springs and within the City of Superior. Given the absence of these services in the rural areas, it is unlikely that a large commercial or industrial enterprise would locate in these areas. With the exception those communities along US Highway's 2 & 53, and position as the economic hub of Douglas County.

State Highway 35, access to major transportation routes and facilities is limited across much of rural Douglas County. The City of Superior, which is situated at the nexus of several major transportation routes, has a much greater economic development advantage in terms of transportation access. Access to rail, trucking and commercial shipping through the port of Duluth/Superior further cements the cities





**ISSUES & OPPORTUNITES**

Based on input from representatives from economic development organizations, the county board, local businesses, and local units of government from Douglas County, the following strengths and weaknesses of the county were identified with respect to attracting and retaining businesses and industries.

**Strengths for Attracting and Retaining Business & Industry to the Town of Oakland**

Quality of life

**Challenges and Difficulties in Retaining Business & Industry to the Town of Oakland**

Taxes  
Regulations

**Types of Business and Industry Desired by the Town of Oakland**

Grocery/small store/mom and pop  
Farming/orchards  
Non-polluting

**Quality of Life**

A good quality of life is becoming increasingly important to employers and employees alike, not only in Wisconsin, but around the country. Douglas County has a premium quality of personal life, with a beautiful physical environment, excellent quality and quantity of water, a good public education system (K-12 and vocational), excellent public services, and an above average labor force with a good work ethic. Natural, recreational, and lifestyle

amenities abound throughout the county and tranquility and solitude of the great outdoors is plentiful.

The lack of traffic jams and low crime rates enhance the quality living environment. Clean, unpolluted air, as well as lots of open space for recreation and expansion, adds to the general overall quality of life to residents of Douglas County.



TOURISM IMPACT TO THE LOCAL ECONOMY

Douglas County is a vacationland for local and distance travelers and ranks 28th in the state for traveler spending. Its natural amenities, an abundance of woods and water, significantly contribute to the number of visitors to Douglas County. Businesses that cater to tourism, such as motels, resorts, campgrounds, B&Bs, and retail stores complement the hundreds of miles of snowmobiling and biking trails as well as the

many parks, golf courses, historic sites, and area attractions.

Tourism is an extremely vital part of Douglas County's economy. According to the State Department of Tourism, visitors to Douglas County in 2006 spent a total of nearly \$127 million. Summer is the top tourism season and generated traveler expenditures of \$50 million. Winter/spring travelers spent an average of \$21 million, and fall visitors spent \$34 million.

Table 6.12: Douglas County Tourism Expenditures

County	2000 Population	1994	2004	2005	2006	% Change 1994-2006
Douglas	43,932	\$58,623,896	\$125,315,249	\$127,537,413	\$126,843,907	116.4%

Source: Wisconsin Dept. of Tourism, March 2005; WI Dept. of Administration – Demographics Services Center

Since 1994, travel expenditures in Douglas County increased 116 percent, from \$58.6 million to \$126.8 million. Counting all people in 2003 employed both directly and indirectly as a result of tourism in Douglas County, traveler spending supported 3,267 full-time equivalent jobs. Employees in the county earned an estimated \$80 million in wages generated from tourist spending.

The total impact of tourism extends far into the county, making a contribution to schools and local governments. Local revenues (property taxes, sales taxes, lodging taxes, etc.) collected as a result of tourist spending in Douglas County resulted in an estimated \$6 million in 2006. State revenue (lodging, sales and meal taxes) generated in the county due to travelers was another \$16 million.

Tourism in the Town of Oakland

The Town of Oakland is situated in close proximity to a large population base in the port cities of Superior and Duluth, which are regional tourism destinations. A significant tourism resource in the town is the Wild Rivers State Trail, a multi-use recreational trail that cuts

through the northeast corner of the town. The Town of Oakland also has a large number of other snowmobile and ATV trails, as well as lakes, a county park, and county forestland to draw tourists in.

REDEVELOPMENT SITES

Comprehensive plans funded by Wisconsin Comprehensive Planning Grants are required to identify development and redevelopment areas referred to as "smart growth areas (Wisconsin Statutes (16.965(1)(b))." Smart Growth Areas include sites that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental and utility costs.

In rural Douglas County, no major redevelopment areas have been identified. Areas outside of the incorporated communities are generally not served by municipal infrastructure. Rural compact design and development efficiency are reflected in the



future land use maps of individual jurisdictions. In rural towns, small scale redevelopment opportunities could include the redevelopment or reuse of former commercial enterprise sites. While revitalization of these individual properties will not generally be discouraged, their redevelopment or reuse may not constitute the creation of a “Smart Growth Area” as defined in State Statutes. Many of these sites are located within relatively remote areas, have little connectivity to existing development and have no municipal services. There are numerous redevelopment opportunities within the City of Superior. Detailed information regarding these sites can be found in the *City of Superior Comprehensive Plan*.

At this time, no brownfield or redevelopment sites have been identified within the Town of Oakland. The Wisconsin DNR’s database of information about contaminated properties (BRRTS) reveals two remediation activity sites within the Town of Oakland. The sites are spill sites, and are listed as **closed**, meaning investigation and cleanup of the contamination has been completed and the state has approved all cleanup actions.

**ECONOMIC DEVELOPMENT PROGRAMS AND ORGANIZATIONS**

There are many programs at the federal, state, county, and regional level that can help Douglas County in the support and development of economic development efforts. In addition, there are programs available to assist individual businesses in start-up and expansion. This section contains a list of the major agencies and programs that are most likely to be used by the county in its economic development efforts. In addition to programs, there are economic development organizations throughout the county that provide assistance to local units of government and businesses. These are also listed in this section.

**FEDERAL PROGRAMS**

**Economic Development Administration**

The U.S. Department of Commerce Economic Development Administration offers two programs for assistance with economic development that apply to Douglas County. One is the Public Works and Economic Development Facilities Assistance Program, which supports the construction or rehabilitation of essential public infrastructure and development facilities necessary to generate private sector jobs and investment, including investments that support technology-led development, redevelopment of brownfield sites, and eco-industrial development. Secondly, the Economic Adjustment Assistance Program is available to: (1) address the immediate needs of businesses and communities presently undergoing transition due to a sudden and severe job loss; and (2) demonstrate new and proactive approaches for economic competitiveness and innovative capacity for threatened regions and communities.

**USDA Wisconsin Rural Development**

Several loan and grant programs of benefit to the county and local business development are available from the USDA Rural Development. One of those programs is the Community Facility Guaranteed Loans Program, which provides funding to local units of government to construct, enlarge, extend, or otherwise improve community facilities providing essential services in rural areas and towns.

The Rural Economic Development Loans and Grants Program helps develop projects that will result in a sustainable increase in economic productivity, job creation, and incomes in rural areas. Projects may include business start-ups and expansion, community development, incubator projects, medical and training projects, and feasibility studies.



The purpose of the Business and Industry Direct Loan Program is to improve, develop, or finance business, industry, and employment and improve the economic and environmental climate in rural communities. Loan purposes include purchase and expansion of land, equipment, buildings, and working capital. Loans to public bodies can be used to finance community facilities and construct and equip industrial plants for lease to private businesses.

The Community Facilities Direct Loans and Grants Program provides funding for essential community facilities (CF) such as municipal buildings, day care centers, and health and safety facilities. Examples include fire halls, fire trucks, clinics, nursing homes, and hospitals. CF loans and grants may also be used for such things as activity centers for the handicapped, schools, libraries, and other community buildings.





**STATE PROGRAMS**

**Wisconsin Department of Commerce**

At least three programs are available to local units of government through the Wisconsin Department of Commerce. The first program is the Community Development Block Grant for Economic Development (CDBG-ED). Its purpose is to provide resources to local governments that will enable them to assist economic development projects in their community. The local unit of government is the applicant and recipient of the funds. A specific business, which must be located in a municipality of 50,000 or less, is loaned the funds for eligible business development uses. When the funds are repaid to the local government, they may stay in the community to be used as a revolving loan fund to assist other businesses in the community.

The second program is the Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED). Its purpose is to provide grant funds to local governments that will enable them to provide needed public facilities (i.e., streets, sewer mains, water mains, etc.) to private business enterprises that are going to create full-time jobs by starting or expanding their businesses because of the availability of the funded public facilities.

The third program available from the Wisconsin Department of Commerce is the Community-Based Economic Development Program (CBED). Its purpose is to provide financing assistance to local governments and community-based organizations that undertake planning or development projects or that provide technical assistance in support of business (including technology-based businesses) and community development.

**Wisconsin Departments of Tourism and Commerce**

The Tourism Development Initiative is a multi-faceted program designed to assist tourism businesses that have been severely affected by consecutive winters with minimal snowfall. The program offers planning and training grants that focus on tourism development and diversification at the business and municipal levels. A Snow Emergency Loan is available to qualifying small businesses that can document significant revenue loss caused by the lack of snow.

**Wisconsin Department of Transportation**

Available from the Wisconsin Department of Transportation is a program called the Transportation Facilities Economic Assistance and Development Program (TEA). The intent of the TEA program is to help support new business development in Wisconsin by funding transportation improvements that are needed to secure jobs in the state. A governing body, a business, a consortium group, or any combination thereof can apply for TEA program funding.

**REGIONAL PROGRAMS**

**Northwest Regional Planning Commission**

The Northwest Regional Planning Commission is a cooperative venture of the local units of governments in the ten counties of Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Douglas and the five tribal nations of Bad River, Lac Courte Oreilles, Red Cliff, St. Croix, and Lac du Flambeau in the region. The purpose of NWRPC is to assist the communities of the membership to promote sustainable economic development, develop public facilities, provide planning and technical services, efficiently manage and conserve natural resources, and protect the environment. Every three years, NWRPC, with



the cooperation of the local units of government in its region, prepares a Comprehensive Economic Development Strategy (CEDS) for the entire northwest region. The CEDS is updated at the mid-point of the three year period.

In an effort to build a focused development strategy for the northwest region, NWRPC developed four non-profit development corporations, each focusing on a specific area need and opportunity including: 1) financing for business start up and expansions (Northwest Wisconsin Business Development Corporation), 2) technology-based business development (Wisconsin Business Innovation Corporation), 3) a regional-based Revolving loan fund (Northwest Wisconsin Rural Economic Development Fund), and 4) affordable housing (Northwest Affordable Housing, Inc.). A fifth development corporation, the Wisconsin Rural Enterprise Fund (WREF) was the first community-based venture capital fund created in Wisconsin, and it focuses on new technology development by providing bridge financing to companies that wish to market proprietary technology products in northwest Wisconsin.

**Northwest Wisconsin Business Development Corporation**

A strategic partner of the Northwest Regional Planning Commission, the Northwest Wisconsin Business Development Corporation has available revolving loan funds to address a gap in private capital markets for long-term, fixed rate, low down-payment, and low interest financing to assist businesses in job creation/retention and growth.

**SuperiorLife Technology Zone Program**

The Technology Zone program was developed out of the Build Wisconsin initiative, which is firmly based in the concepts of promoting regional cooperation and developing a technology base. Douglas County is part of the SuperiorLife Technology Zone and won

designation as such by the Wisconsin Department of Commerce (WDOC) in 2002. Each designated zone will get \$5 million in income tax incentives for high-tech development. The WDOC will certify eligible businesses for tax credits based on their ability to create high-wage jobs and investment and support the development of high-tech industries in the region. The SuperiorLife Technology Zone offers the potential for growth in the computer software, medical, and forestry clusters, among others.

**LOCAL PROGRAMS & RESOURCES**

**The Development Association, Inc.**

The Development Association, Inc. is a nonprofit 501 (c)(6) organization. Its mission is to assist with retention, expansion, creation and recruitment of businesses in Superior and Douglas County Wisconsin. The organization administers the Douglas County Revolving Loan Fund on behalf of Douglas County and also manages the Superior Business Center, Inc., an incubator facility.

**Northeast Entrepreneur Fund**

The Northeast Entrepreneur Fund is a private nonprofit organization which helps individuals starting or expanding small businesses in northeastern Minnesota and northwestern Wisconsin. This organization offers financing (\$1,000 to \$100,000 loans) for business start-up and for existing businesses.

**OTHER PROGRAMS**

There are many more federal, state, and local programs offering assistance to businesses that are too numerous to mention here; however, they are listed in the Economic Development Manual prepared by the Wisconsin Bankers Association and the Wisconsin Financing Alternatives booklet prepared by the Wisconsin Department of Commerce.



## Chapter 7

# **Intergovernmental Cooperation**





**INTRODUCTION**

Municipalities within Douglas County city share more than common boundaries. They also share services and resources which cross jurisdictional lines, including government and emergency services, roads, trails and infrastructure, school districts, fire protection areas, drainage basins and watersheds and natural features. Many communities within Douglas County are faced with the same or similar issues and concerns. The county and the local units of government recognize the need for maintaining or improving cooperation and communication in order to promote efficiency, reduce costs and improve services available to the citizens of Douglas County. As indicated by the comprehensive planning survey, Douglas County landowners also recognize the need for intergovernmental cooperation. An overwhelming majority of survey respondents (89.3%) indicated that they support, or strongly support, coordination and cooperation among nearby units of government.

The intergovernmental cooperation chapter identifies opportunities for establishing or maintaining cooperative relationships between Douglas County, local units of government and adjacent and overlapping jurisdictions. Cooperation opens or improves lines of communication between different units of government, aids in the identification and resolution of conflicts, and allows for the identification of mutual service needs and improvements.

**Jurisdictional Authority**

The Town of Oakland is one of 22 individual governmental units within Douglas County. Wisconsin counties have administrative home rule powers, which allow them to organize their administrative departments or consolidate them as they see fit. Counties can only undertake activities that are permitted or mandated by the state. Counties also are responsible for enforcing state laws and providing services such as law enforcement and social service programs. The home rule authority granted to counties has allowed them to gradually expand as a regional government in areas such as recycling, water quality management, transportation planning, and zoning review, but only in cases where a municipality or group of municipalities have requested the county to do so on their behalf through voluntary agreements. Counties may also enact and enforce ordinances and regulations.

The City of Superior and the five incorporated villages have broad constitutional and statutory home rule powers. Cities and villages have the authority to enact and enforce ordinances as long as the ordinances do not conflict with existing state legislation.

The 16 unincorporated towns in Douglas County are “direct democracies” which do not have home rule powers. Towns in Douglas County are reliant upon the county to provide many government services and programs. One of the most important town responsibilities is road maintenance. All towns can enact limited ordinances or regulations where there is specific or implied authority. Towns with village powers may adopt regulations when there is no explicit or implied town statutory authority to do so.



COUNTY RELATIONSHIP TO INTERNAL, ADJACENT AND OVERLAPPING JURISDICTIONS

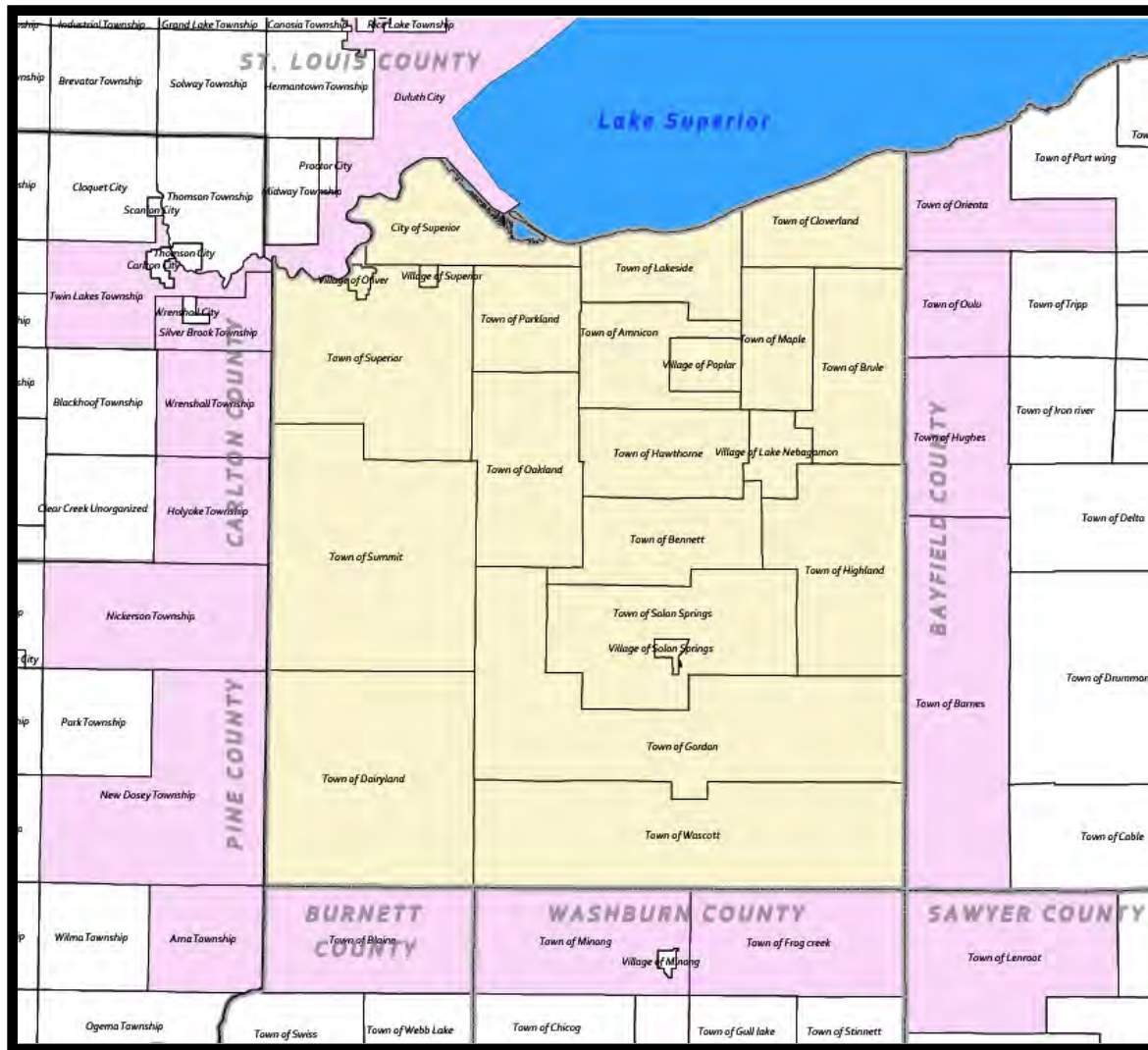
Douglas County Intergovernmental Relationships

Local Units of Government

There are 22 local units of government within Douglas County including 16 towns, 5 villages and 1 city. Douglas County’s relationship with the unincorporated towns can be characterized as one of mutual respect and cooperation with limited opportunities for shared resources and services. The county provides several critical services to the unincorporated towns (see

Utilities and Community Facilities Chapter), including emergency services, law enforcement, and various social service programs. The County administers several land use related regulations within the unincorporated towns regarding zoning, land division, private sanitary systems, floodplains, shorelands, wireless communication facilities, and nonmetallic mining.

Figure 7.1: Douglas County, Regional Framework





Villages and the City of Superior are autonomous governmental units with their own financial, administrative and legal responsibilities. The incorporated communities are largely independent of the county when it comes to the provision of services to their residents. While the county does provide only limited services to the villages (i.e. recycling), village residents generally have the same level of access to county staff and resources as town residents. Each village has its own administrative staff and elected representatives and its own laws and regulations. A similar situation exists with regard to the city which has its own services, including police, fire, public works, cemetery, water/wastewater facilities, library, senior citizen/community center program, and are all committed to providing the city's residents with the best care possible

**County Government**

The county legislative body is the County Board of Supervisors. County Board members are elected to two-year terms at the April election held in even numbered years. There are 28 supervisory districts, with one supervisor representing each district. The Town of Oakland is located in supervisory district 23.

**Adjoining Counties**

Douglas County shares a common boundary with six counties. In Wisconsin, Douglas County is bounded by Bayfield County to the east, Sawyer County to the southeast and Burnett and Washburn Counties to the south. The western border is shared with Pine and Carlton Counties (MN), while St. Louis County (MN) lies to the northwest. Douglas County has a cooperative, working relationship with adjacent counties. Local jurisdictional boundaries are depicted in **Map 1.1**. Nearly 25 percent of Douglas County's workforce commutes to jurisdictions outside of the county for employment. The majority of county residents employed outside of Douglas County work in St.

Louis County, Minnesota.

**School Districts**

A school district is a political subdivision responsible for public education within its borders. Wisconsin school districts are corporate bodies which means they can acquire, hold and dispose of real property; make and enforce contracts; hire employees; and adopt rules to govern their own operations. School districts receive funding from the state and a local property tax levy.

Douglas County is served by five school districts, with three (Maple, Superior, and Solon Springs) districts headquartered in the county. School districts which serve portions of the county, but headquartered outside of Douglas County include the Northwood, Webster and Drummond School Districts. School districts in Douglas County are governed locally and are separate from county and local government.

The Town of Oakland is located within the Superior School District. The town has a working relationship with the district.

**Technical Colleges**

**Figure 7.2: Wisconsin Technical College Districts**



There are 16 technical college districts in Wisconsin. Technical college districts are special purpose units of government which have authority to levy taxes. Douglas County is



within the Wisconsin Indianhead Technical College (WITC) District, which includes all, or portions of, 10 counties in northwestern Wisconsin. WITC facilities include four campus locations, two branch locations, a learning center and administrative office. The WITC-Superior campus serves the residents of Douglas County and surrounding area.

**Metropolitan Planning Organization**

The Metropolitan Interstate Council (MIC) is the designated Metropolitan Planning Organization (MPO) for the Duluth-Superior metropolitan planning area. The MIC provides guidance and leadership on transportation and land use planning issues within the urban area and adjoining governmental units. A key goal of the MIC is to focus the areas limited transportation funding on projects that yield the greatest benefit and integrate with the existing transportation system. To this end, the MIC conducts studies, develops plans, models the transportation system and programs projects for federal funding in the metropolitan area.

The MIC was created in 1975 under a joint agreement between the Arrowhead Regional Development Commission (ARDC) in Duluth, Minnesota and the Northwest Regional Planning Commission (NWRPC) in Spooner, Wisconsin.

The MIC is required by federal law to (1) produce a 20-year Long Range Transportation Plan (LRTP) to address projects, programs and policies for a twenty-year timeframe; (2) develop a Transportation Improvement Program (TIP) for highway, transit, and non-motorized improvements (bike, pedestrian, historic etc.) which receive federal funding for a four-year timeframe; and (3) adopt a comprehensive Unified Planning Work Program that determines the MPO’s transportation planning activities and budget for a two-year period.

The MIC is has two advisory committees which

meet regularly to provide technical and stakeholder input into the planning processes. The Transportation Advisory Committee (TAC) advises the MIC on transportation-related issues within the metropolitan area and the Harbor Technical Advisory Committee (HTAC) is an advisory body to the MIC on issues related to the Duluth-Superior Harbor.

The MIC has a strong working relationship with Douglas County and the local municipalities within the MPO boundary. Plans and studies developed by the MIC have been integrated into planning efforts of both the county and the City of Superior.

The Town of Oakland is not directly part of the Duluth-Superior metropolitan planning area; however, plans, projects and initiatives within the MPO could indirectly impact the town.

**RELATIONSHIP TO STATE AGENCIES**

**Wisconsin Department of Natural Resources**

**Figure 7.3: WDNR Regions**



The Wisconsin Department of Natural Resources (WDNR) is the state agency charged with protecting Wisconsin’s air, land, water, wildlife, fish and forests. The

WDNR is responsible for implementing the laws of the state and, where applicable, the laws of the Federal government that protect and enhance Wisconsin’s natural resources. The seven-member Wisconsin Natural Resources Board (NRB) establishes WDNR policy and exercises authority and responsibility in accordance with governing statutory provisions.





The Wisconsin Conservation Congress (WCC), an independent organization of citizen-elected delegates, serves in an advisory capacity to the Natural Resources Board. The WDNR is comprised of six divisions which include: Air and Waste, Land, Forestry, Water, Customer and Employee Services, and Enforcement and Science.

To best serve the needs of citizens, the state is divided in five WDNR regional areas. Douglas County is located in the Northern Region, which serves 18 counties in the northern third of Wisconsin. The Northern Region headquarter offices are located in Rhinelander and in Spooner. Local WDNR Service Centers are found in communities throughout the state, including 10 locations within the Northern Region. A WDNR service center is located on Tower Avenue in Superior.

Other WDNR facilities in Douglas County include a fish hatchery and field station at Brule and a ranger station at Gordon. WDNR operates 57 ranger stations statewide which support forest fire prevention and suppression efforts. These facilities are staffed with trained wildland firefighters and are equipped with wildland fire apparatus, equipment, and other supplies.

In addition to regulatory and enforcement responsibilities, WDNR staff provide technical assistance and support to citizens, businesses and governmental entities in Douglas County. WDNR also provides financial assistance through grants to local governments and interested organizations to develop and support projects that protect public health, natural resources, the environment and outdoor recreational opportunities.

WDNR is responsible for the management and oversight of state parks and forests in Wisconsin. In Douglas County, WDNR managed lands include Pattison State Park, Amnicon Falls state Park and the Brule River State Forest.

**Wisconsin Department of Transportation**

**Figure 7.4: WisDOT Regions**



The Wisconsin Department of Transportation (WisDOT) is the state agency responsible for planning, building and maintaining Wisconsin's network of state

highways and interstate highway system. WisDOT is comprised of three executive offices and five divisions organized according to transportation function. WisDOT's main office is located in Madison, but the department maintains regional offices throughout the state. The Northwest Region offices are located in Eau Claire and Superior.

WisDOT's planned future transportation improvement projects within Douglas County are found in the **Transportation Chapter**. Although there are no major expansion plans for highways, the County and local communities should continue to collaborate with WisDOT to address transportation issues including a long-term vision for the USH 2 and the USH 53 corridors. There has been a strong regional interest in seeing an expansion of USH 2 from a two-lane non-divided highway, to a four lane highway between Superior and Hurley. Such an expansion could have a significant impact on economic development, infrastructure, and land use within the corridor and adjoining communities. Douglas County, and the local units of government must also continue to work with WisDOT to address safety of 'at grade' intersections along the USH 53 corridor. Of particular concern is the intersection of CTH B/53, where several serious accidents have occurred over the past few years.



The Department of Transportation is also an objecting agency for subdivision plat review under the provisions of Chapter 236 of the Wisconsin State Statutes and TRANS 233 of the Wisconsin Administrative Code. WisDOT reviews subdivision plats for their impact upon the existing or planned state trunk highway system and their conformance to statute 82.50 (Town Road Standards). The department either certifies that it has no objection or lists its objections for each plat submitted for review, including non-abutting plats.

### **Wisconsin Department of Commerce**

The Wisconsin Department of Commerce (WDOC) is the state's lead agency on economic development. The Department of Commerce, along with seven other state agencies which administer economic development programs, provides financial assistance and direct services to individuals, local governments, nonprofits and other organizations. Financial assistance is provided in the form of grants and loans, targeted tax credits, bonding authorizations and loan guarantees. The Wisconsin Community Development Block Grant (CDBG) program, administered by the Wisconsin Department of Commerce, Division of Housing and Community Development (DHCD), provides grants to general purpose units of local government for housing programs which principally benefit low and moderate income (LMI) households. Four municipalities in Douglas County (C. Superior, T. Gordon, V. Poplar and V. Superior) have CDBG funds that may be used for housing rehabilitation. These funds come from repaid CDBG housing rehabs or home purchase loans.

Under Wisconsin Administrative Code Comm. 10, WDOC is the primary unit responsible for the administration and regulation of storage tanks. WDOC also regulates the State's building construction safety codes as well as several environmental regulatory programs. WDOC also has 'objecting authority' in the subdivision review process, in cases where the proposed

subdivision is not served by public sewer.

### **Wisconsin Department of Administration**

The primary function of the Wisconsin Department of Administration (DOA) is to deliver a wide range of support services to other state agencies. DOA also offers direct services to Wisconsin residents and communities, including assistance with housing and energy efficiency improvements. The Division of Intergovernmental Relations (DIR) provides support services to counties and local municipalities including land use planning, land information and records modernization, municipal boundary review, plat review, demography and coastal management programs. In 2007, Douglas County and 16 partnering local jurisdictions were awarded a Comprehensive Planning grant from WDOA. Douglas County and several local jurisdictions have also received funding for various projects through the Wisconsin Coastal Management Program (WCMP). All local governmental units within Douglas County are eligible for WCMP grant funding.

Since 2004, Douglas County and the City of Superior have been working with WCMP staff, various state agencies, tribal units and interest groups to establish a National Estuarine Research Reserve (NERR) site on the south shore of Lake Superior. In 2008, Wisconsin Governor Jim Doyle announced the nomination of the St. Louis River in Douglas County as a NERR site. An Environmental Impact Statement (EIS) and Management Plan must be completed before a formal decision on the NERR proposal is made by the National Oceanic and Atmospheric Administration (NOAA).

The DOA is also responsible for administering the state platting regulations. The DOA reviews all plats submitted in the state in accordance with Section 236.13 Wisconsin State Statutes.



**Wisconsin Department of Agriculture, Trade and Consumer Protection**

The Department of Agriculture, Trade, and Consumer Protection (DATCP) regulates agriculture, trade and commercial activity in Wisconsin. DATCP also has responsibility for ensuring the safety of food and dairy products produced and sold in Wisconsin. DATCP also regulates certain professionals involved in the production of food and dairy products and oversees contracts with local health departments that regulate retail food establishments, excluding restaurants<sup>1</sup>. DATCP's Agricultural and Resource Management Division (ARM) regulates pesticides and other agrichemicals to protect public health and the environment, establishes standards for certain local regulations, including livestock facility siting ordinances and manages farmland preservation programs. DATCP is based in Madison, but has 23 offices across the state, including an office in Superior. DATCP also provides financial support to the Douglas County Land Conservation Department.

**Wisconsin Department of Revenue**

The Wisconsin Department of Revenue (DOR) is the state agency responsible for property assessment and administration of the state's tax laws. The county and local units of government interact with the DOR through the submittal of annual reports regarding assessment, taxation, and shared revenue. The DOR is also responsible for administration of Wisconsin's Tax Increment Law.

**Wisconsin Department of Emergency Management**

Wisconsin Emergency Management (WEM) specializes in hazard mitigation, warning and communications, emergency police services, disaster response and recovery, hazardous

<sup>1</sup> Restaurants in Wisconsin are regulated by the Department of Health and Family Services (DHFS)

**Figure 7.5: Wisconsin Emergency Management Regions**



materials and Emergency Planning and Community Right-to-Know Act (EPCRA), radiological emergency preparedness, and exercise and training for the

State of Wisconsin. WEM's central offices are located in Madison with six regional offices located across Wisconsin.

In disaster situations, local/county governments are the first line of response. They use their own resources to protect people and property and to implement recovery measures. When the capabilities of local/county governments, including available mutual aid, have been exhausted the county emergency management director notifies WEM. WEM then coordinates obtaining the appropriate resources and assistance from state agencies, the Federal government, the private sector or the Emergency Management Assistance Compact (EMAC).

WEM also administers a number of grants to local communities and is responsible for preparing and administering several statewide policy plans. In 2003, WEM assisted Douglas County through the approval process for the county's hazard mitigation plan.

**Wisconsin Historical Society**

The primary roles of the Wisconsin Historical Society (WHS) are to educate the public on areas relating to Wisconsin history and to administer many programs to preserve places and information of historical interest. WHS maintains the Wisconsin Archaeological and Historic Resources Database (WisAHRD) which



is a compilation of the Society's Archaeological Sites Inventory (ASI), Architectural History Inventory (AHI), and the Bibliography of Archaeological Reports (BAR). As part of this planning process, WHS provided assistance to Douglas County and local governmental units in

identifying historic and archaeological resources within their communities. WHS will continue to be a valuable partner to all jurisdictions in the county during the implementation phase of the planning process.



**REGIONAL GOVERNMENT**

**Northwest Regional Planning Commission**

**Figure 7.6: Wisconsin Regional Planning Commissions**



Douglas County is located within the 10-county region of northwestern Wisconsin served by the Northwest Regional Planning Commission (NWRPC). Created in 1959, NWRPC is the oldest regional

planning commission in Wisconsin and one of the first multi-county planning commissions in the nation. NWRPC is a cooperative venture of Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn Counties and the tribal nations of Bad River, Red Cliff, Lac du Flambeau, Lac Courte Oreilles, and St. Croix.

Regional planning commissions (RPCs) in Wisconsin are formed by executive order of the governor and provide intergovernmental planning and coordination for the physical, social and economic development of a region. NWRPC provides professional services to local units of governments, communities, and businesses in an effort to strengthen the regional economy and assist businesses with the retention of local jobs and the creation of higher skill/higher wage jobs.

Professional services include preparing state and federal grant applications, such as Wisconsin Department of Commerce economic, public facility, and planning grants and Economic Development Administration grants; creating local economic development strategies; construction and management of economic development facilities, such as

enterprise centers; facilitating local business expansions; and Tax Increment District and project plan development.

NWRPC's partnership with the Northwest Wisconsin Business Development Corporation (NWBDC), the Northwest Wisconsin Regional Economic Development Fund (NWREDF) revolving loan funds and Wisconsin Business Innovation Corporation's (WBIC) business technical assistance contributes to regional economic development efforts. Additionally, WBIC formed and manages the only community-based venture capital fund in the Northwest Region, the Wisconsin Rural Enterprise Fund, LLC (WREF).

In 1973, the Economic Development Administration of the U.S. Department of Commerce designated the Northwest Regional Planning Commission as an Economic Development District (EDD). As a result, a Comprehensive Economic Development Strategy (CEDS) is prepared to guide the economic growth of the District.

In 2003, Northwest Regional Planning Commission prepared a major update to the **Comprehensive Economic Development Strategy (CEDS)**. The CEDS provides an analysis of local conditions; identifies the problems, needs, and opportunities of the district; defines the vision, goals, and objectives of the district; and designates and coordinates strategies and/or activities to accomplish and implement its goals. Furthermore, the CEDS includes two lists of projects provided by local units of government, local economic development organizations, and tribal nations. One list contains projects completed in 2002 for the region and the second list consists of prioritized community and economic development projects for the years 2003-2010. A revised CEDS will be completed prior to October 31, 2010. This revision will encompass the planning years 2011-2015.



**FEDERAL GOVERNMENT**

Douglas County and the local governmental units have a cooperative relationship with agencies of the Federal government. In Douglas County several federal agencies have wide-ranging jurisdictional and regulatory authority. The county and local municipalities have access to a number of federal programs and grant-funding sources. Some of the key federal responsibilities applicable to Douglas County include:

- The U.S. Army Corps of Engineers (USACE) regulates many activities that occur in jurisdictional navigable waterways (including Lake Superior). These include construction of docks, installation of piers and rip rap, dredging and filling. ACOE also regulates wetlands activities in navigable waters of the U.S.
- The United States Department of Homeland Security (DHS) enforces laws against illegal entry, smuggling and other criminal activities. DHS is also responsible for port security at the Port of Duluth-Superior. The United States Coast Guard (USCG), a federal agency under DHS, regulates the movements and anchorage of vessels on Lake Superior.
- The United States Fish and Wildlife Service (USFWS) enforces federal wildlife laws, administers the Endangered Species Act, manages migratory bird populations, restores nationally significant fisheries, conserves and restores wildlife habitat and regulates use of and activities within wildlife refuges.
- The United States Environmental Protection Agency (US EPA) is charged with administering all or parts of laws that influence environmental protection such as the Clean Air Act (CAA), Clean Water Act (CWA) and the National Environmental Policy Act (NEPA).
- Douglas County and the local units are eligible for numerous federal programs and grant funding opportunities. In fiscal year 2006, the county received over \$70 million (Consolidated Federal Funds Report, 2006) in federal grant funds (Block, Formula, Project, and Cooperative Agreements) through 50 different programs. Also in 2006, other forms of federal assistance to Douglas County including direct loans, guaranteed loans and insurance totaled over \$25 million.
- A sample of federal programs used by Douglas County and the local units of government include:
  - The Section 154 Environmental Infrastructure Assistance Program funds water-related environmental infrastructure and resource protection and development projects in northern Wisconsin. Local projects are prioritized within the countywide pool and referred to ACOE for regional project selection.
  - In 2005, the City of Superior was awarded \$150,000 from the Homeland Security Grant Program to purchase boats and communications equipment to patrol and respond to hazardous materials incidents. The Douglas County Sheriff's Department also received \$220,000 to purchase boats for conducting law enforcement operations on Lake Superior.
  - In 2001, Douglas County received \$53,333 from the Federal Emergency Management Agency (FEMA) Hazard Mitigation Grant Program (HMGP) for the development of a multi-jurisdictional hazard mitigation plan.
  - In 2006, Douglas County received nearly \$8 million in Federal Highway Planning and Construction Grants through the Federal Highway Administration.



NON-GOVERNMENTAL ORGANIZATIONS

Resource and Conservation Development Areas

Figure 7.7: Wisconsin Resource Conservation and Development Areas

Wisconsin Resource Conservation and Development Areas



The Wisconsin Resource Conservation and Development program (RC&D) involves the pooling of technical and financial resources within a large area

(Development Areas). RC & Ds provide technical and educational assistance to citizens in conserving and developing the resources of the area it serves. The RC&D works cooperatively with various federal, state, local agencies and organizations to conserve natural resources and improve the quality of life. Currently 375 RC&D Councils serve 2,666 counties in 50 states. In Wisconsin, there are seven RC&D Councils which serve 72 counties. The Pri-Ru-Ta RC&D, based in Medford, serves the 10 counties of northwestern Wisconsin. Pr-Ru-Ta grazing specialists are currently working with livestock producers in Douglas County to adopt management-intensive grazing practices. The RC&D is also developing various soil data products for municipalities, businesses, individuals and education.

International Trade, Business and Economic Development Council for Northwest Wisconsin



International Trade, Business and Economic Development Councils (ITBECs) were created as

Wisconsin's five regional

partnership efforts between counties, business leaders, tribal representatives, and others, organized to target tourism from other countries and create new export markets for Wisconsin products. Each ITBEC works to enhance economic activity in its respective region; by promoting regional tourism, regional business development, and international trade. Douglas County is located in the Northwest Wisconsin ITBEC which represents 11 counties in northwestern part of the state. The Northwest Wisconsin ITBEC has developed several tourism-related informational publications and produced collaborative ad programs for multi-use trails across the region including a "Discover Wisconsin" segment highlighting recreational trails. The Council also works to connect individuals interested in relocating to northwestern Wisconsin with potential employers.

Lake Superior Binational Program



The Lake Superior Binational Program (LSBP) is a cooperative venture between the federal governments of Canada and the United States, the province of Ontario and

the states of Michigan, Minnesota and Wisconsin, native communities, industry, academia, environmental groups and citizens dedicated to the protection and restoration of the Lake Superior Basin. The LSBP developed, and implements, the Lake Superior Lakewide Management Plan (LaMP) which provides an assessment of the state of the Lake Superior ecosystem, including its ecological impairments, emerging issues and their causes, and gaps in knowledge which require further research and monitoring.

The Binational Program is comprised of four major components, the Task Force, Work Group, Lake Superior Binational Forum and the public. The LSBP **Task Force**, which comprised governmental representatives and decision-



makers, serves as the steering committee for the LSBP. The **Superior Work Group (SWG)** includes the technical experts from the various agencies which manage resources in the Lake Superior Basin. This group implements and monitors policies put in place by the Task Force. The **Lake Superior Binational Forum (LSBF)** is a multi-sector stakeholder group representing a cross-section of the general public. The Forum provides recommendations to governments and educates basin residents about ways to protect and restore the basin's natural resources. The **general public** comprises the fourth component of the LSBP. Efforts on behalf of citizens of the basin to monitor local resources and take individual action to improve water quality and basin health are an essential part of achieving LSBP objectives.

**Great Lakes Commission**



The Great  
Lakes  
Commission

(GLC) is a binational agency that works to promote the orderly, integrated and comprehensive development, use and

conservation of the water and related natural resources of the Great Lakes basin and St. Lawrence River. Commission members include the eight Great Lakes states with the Canadian provinces of Ontario and Quebec as associate members. The GLC was established by joint legislative action of the Great Lakes states in 1955 through the Great Lakes Basin Compact. The GLC hosts the Great Lakes Information Network (GLIN), an on-line resource for information and data about the Great Lakes region.

**International Joint Commission**

The International Joint Commission (IJC) is a binational organization established under the



Boundary Waters Treaty of 1909. The IJC has the authority to approve or disapprove applications for the use, obstruction or diversion of boundary waters; investigate and

make recommendations to resolve problems and to approve dams and other structures in the Great Lakes.





**INVENTORY OF EXISTING PLANS AND AGREEMENTS**

**Existing Plans**

Prior to this comprehensive planning effort, very few existing land use plans were in place, and only one plan which meets the requirements of Ch. 66.1001 Wisconsin Statutes had been adopted in Douglas County. Existing adopted land use plans include a comprehensive land use plan for the City of Superior (October 1998), Superior Port Land Use Plan (MIC, June 2003) and the Town of Oakland Land Use Plan (NWRPC, January 2002). Douglas County developed an advisory land use plan in 1999 which was never formally adopted.

**Table 7.1: Inventory of Existing Plans of Overlapping Jurisdictions**

State of Wisconsin	Author	Year
Wisconsin Bicycle Transportation Plan 2020	WisDOT	1998
Wisconsin State Highway Plan 2020	WisDOT	2000
Wisconsin State Airport System Plan 2020	WisDOT	2000
State Recreational Trails Network Plan	WisDOT	2001
Midwest Regional Rail System	WisDOT	2000
Wisconsin Pedestrian Plan	WisDOT	2001
Translink 21	WisDOT	1994
Brule River State Forest Master Plan	WDNR	2003
Statewide Comprehensive Outdoor Recreation Plan 2000-2005	WDNR	2000
State of Wisconsin Hazard Mitigation Plan	WEM	2001
Wisconsin Historic Preservation Plan; 2006–2015	WHS	2005
St. Louis River Area of Concern Remedial Action Plan	WDNR,MPCA	1992
<b>Douglas County</b>		
Douglas County Forest Comprehensive Land Use Plan 2006-2020	County	2008
Douglas County Hazard Mitigation Plan	County	2004
Douglas County Outdoor Recreation Plan	County	2003
Lake Superior Lakewide Management Plan	LSBP	2004
Douglas County Land and Water Resource Management Plan	County	2005
<b>Metropolitan Interstate Council (MPO communities only)</b>		
Access and Mobility for People and Freight 2030	MIC	2005
Duluth-Superior Tourism and Transportation Plan	MIC	1999
TSM Assessment of MIC Roadways in Wisconsin	MIC	2007
Duluth-Superior Metropolitan Pedestrian Plan	MIC	1999
2008-2011 Superior Metropolitan Area TIP	MIC	2007



**Plans of Adjoining Jurisdictions**

Existing countywide plans are in place in the neighboring counties of Bayfield (WI), Burnett (WI), Pine (MN), Carlton (MN) and St. Louis (MN). Several adjoining local units of government have also adopted comprehensive or land use plans. Bayfield and Burnett Counties received Wisconsin Department of Administration Comprehensive Planning Grants in 2008. Plan development is currently underway in both counties with completion anticipated prior to January 1, 2010. Jurisdictions adjoining the Town of Oakland currently engaged in comprehensive planning efforts include the Towns of Amnicon, Parkland, Superior, and Summit.

**Table 7.2: Inventory of Existing Plans of Adjoining Jurisdictions**

Counties	Year	Type
Bayfield County, Wisconsin	2003	Land Use
Washburn County, Wisconsin <sup>2</sup>	-	Land Use
Burnett County, Wisconsin	1998	Land Use
Pine County, Minnesota	1993	Land Use
Carlton County, Minnesota	2001	Comprehensive
St. Louis County, Minnesota <sup>3</sup>	2000	Comprehensive
Towns	Year	Type
Town of Hughes, Bayfield County	2003	Land Use
Town of Barnes, Bayfield County	2006	Comprehensive
Town of Frog Creek, Washburn County <sup>2</sup>	-	Comprehensive
Town of Minong, Washburn County <sup>2</sup>	-	Comprehensive
Town of Blaine, Burnett County	2005	Comprehensive
Cities	Year	Type
City of Duluth, St. Louis County	2006	Comprehensive

**Plan Consistency**

The plans of adjoining and overlapping jurisdictions were reviewed as part of this planning process. Of greatest concern are boundary areas where there is the potential for incompatible abutting land uses. No known or potential conflicts have been identified. As plans are updated or amended, Douglas County and adjoining governmental units must continue to coordinate and share information to reduce the potential for future conflict.

<sup>2</sup> Plan has not been formally adopted

<sup>3</sup> Applicable sub-plans include St. Louis County Water Plan and St. Louis Cloquet Whiteface Corridor Management Plan



**EXISTING AGREEMENTS**

**(APPENDIX C)  
(NEED CITY – COUNTY)**

**Existing and Potential Conflicts**

During the planning process the county and local governmental units have taken several steps to reduce the potential for intergovernmental conflict. Each jurisdiction was engaged in parallel planning activities to ensure that all entities were coordinating at critical junctures in the process. Countywide planning goals and policies were developed to be as consistent with town desires (as expressed in their comprehensive plans) as possible.

One area of potential intergovernmental conflict is *annexation* which involves the transfer of territory from one jurisdiction to another. Disputes between incorporated jurisdictions and unincorporated towns can arise when town lands are proposed to be annexed, or transferred into the incorporated community. Town involvement in the annexation process is usually limited, unless the annexation is contested in court. Annexation can be perceived by an affected town as a “hostile” taking of town lands and a loss of the unit’s tax base. Perhaps the most effective way to reduce intergovernmental conflict is to foster open communication between adjacent governmental units. A more formalized approach to minimizing the potential for conflict involves engagement in joint planning activities or the implementation of intergovernmental agreements between adjoining jurisdictions.

Another form of potential conflict is land use conflicts. These issues may arise when land use in one area conflicts with use in an adjoining area. Land use conflicts can result from the sights, sounds, smells, or other activities associated with a given use. This type of conflict

is most common in cases where residential land use interfaces with agricultural use. In most of these circumstances the conflict is usually between a few adjoining landowners; as both agricultural and residential uses are generally considered “desirable” land uses by the community as a whole. Land use conflicts can also be safety and health issues. For example, siting a development which generates heavy commercial truck traffic, or a chemical plant, in a predominantly residential area can create safety concerns.

Another form of land use conflict arises when a land use conflicts with the desires of the broader community. For example, a proposed pipeline or large-scale landfill may be widely opposed by the community as a whole. These conflicts can sometimes be difficult to avoid completely due to existing regulations and because they may involve many independent jurisdictions, or even an entire county. Reducing the potential for land use conflict is best accomplished by establishing clear growth and development policies and by providing for a thorough review of development proposals. Plan policies should establish the framework for evaluating future development proposals and establish the criteria or performance standards required.

Local plan commissions and the Douglas County Planning Committee exercised great care to ensure that future land use patterns are spatially organized in a manner which minimizes the potential for conflict. All governmental units, including the county must continue to be aware of changes in planning and development requirements of governmental units within the county. It is important that any plan updates, policy amendments, map revisions, or changes to development requirements or procedures, be relayed to all other governmental units in the county.

No major areas of conflict were identified during the Town of Oakland planning process, and the town has a positive working



relationship with adjoining communities. In the future, the Town of Oakland will work with its neighboring communities and with Douglas County to avoid and/or minimize conflicts.

**Process for Resolving Conflicts**

Should intergovernmental conflict arise in the future, it will be important to have a systematic process in place to resolve these disputes in a manner that is efficient, respectful and mutually beneficial. The conflict resolution process outlined below is intended to provide a low-cost, flexible approach to resolving planning disputes between governmental entities. If implemented, this process should not supersede local processes established for conflict resolution and is not intended to be used by parties dissatisfied with the appropriate application of local rules and regulations within their jurisdiction.

**Option 1: Open Discussion**

Communication and open discussion between parties involved in a dispute will be the first action taken to resolve conflicts by reaching consensus. Oftentimes, open dialog and debate between affected parties will be sufficient to resolve intergovernmental conflicts. Affected communities could hold joint meetings to discuss the issue and to present each community’s perspective and concerns.

**Option 2: Negotiation Techniques**

If parties cannot reach consensus through discussion and debate it may be necessary to utilize facilitation or mediation techniques involving the use of a neutral third-party as a facilitator or mediator.

- Facilitation – A conflict resolution method which involves use of a neutral third party to act as a facilitator in discussions between disputants. The facilitator’s role is normally limited to providing a forum for the parties to interact directly, including the enforcement of very basic rules of communication during discussions and negotiations.

- Mediation – A form of a conflict resolution in which the parties bring their dispute to a neutral third party, who helps them agree on a settlement.

**Option 3: Litigation**

If discussion and negotiation techniques fail to achieve a resolution to the dispute, the process will move to litigation. This process involves the use of the court system to resolve disputes. While many cases are settled in pre-trial proceedings, this alternative can be very time-consuming and expensive for all parties involved.

**IMPLEMENTATION TOOLS**

**Cooperative Planning**

**Sharing Plans with Other Jurisdictions**

Under Wisconsin’s Comprehensive Planning Law, communities are required to submit their plans to adjoining jurisdictions, Wisconsin Land Council, local Regional Planning Commission and local libraries. Counties are also required to provide copies of the county plan to each jurisdiction in the county. Municipalities should also consider sharing their plans with other jurisdictions affecting their community. For example communities with state parks or state forestlands should consider sending copies of their plans to the local management offices. Following completion of the Town of Oakland Comprehensive Plan, copies were submitted to each of the adjoining municipalities.

**Meeting with Adjoining Jurisdictions**

Meeting with adjoining jurisdictions allows for sharing of information and fosters the development of positive intergovernmental relationships. Communities which have opened a dialog are much more likely to recognize and understand each other’s concerns and issues. Communication between municipalities may



also help reduce, or even eliminate future intergovernmental conflict.

## **COOPERATING WITH SERVICES**

### **Trading Services**

Municipalities can agree to cooperatively exchange services, equipment or labor. Some towns in Douglas County already exchange services such as snowplowing and road maintenance on an informal basis.

### **Renting Equipment from Neighboring Communities**

Communities could potentially save money by renting equipment to, or from, neighboring communities and other governmental units. Renting equipment can make sense for both communities - the community renting gets the use of the equipment without having to buy it, and the community renting out earns income from the equipment rather than having it sit idle.

### **Contracting**

Municipalities could contract with another community or jurisdiction to provide a service. For example, a town could contract with an adjacent city or village for fire or police protection services. Some communities in Douglas County currently do contract with other municipalities for emergency services.

### **Sharing of Municipal Staff**

Local governmental units could agree to share staff, including municipal employees and independently contracted professionals. Pooling resources to hire contracted staff, such as assessors, may result in lower costs for each municipality. Some staff sharing is currently occurring between governmental units in Douglas County.

## **Consolidation of Services**

Governmental units could agree to the consolidation of services or functions directly related to delivery of governmental services. Consolidating services is frequently done to provide fire protection service. Douglas County could also consider the consolidation of services with adjacent counties through intergovernmental agreements. County-to-county consolidation could involve services such as road maintenance, social services, emergency services or other areas that overlap boundaries. The consolidation of services allows for an economy of scale which may make a particular service affordable when it might otherwise have been unaffordable or inefficient.

## **Joint use of Facilities**

Communities could share the use of municipal facilities including municipal buildings, garages and other maintenance facilities, libraries, parks and recycling facilities. The facilities could be jointly owned or one municipality could rent from the other. Douglas County is currently sharing use of municipal facilities with the City of Superior. Local examples of facility sharing include a joint recycling facility operated by the Village and Town of Solon Springs and a joint waste transfer station operated by the Towns of Gordon and Wascott.

## **Creating a Special Purpose District**

Special purpose districts (SDPs) are political subdivisions created to provide a particular service or solve a specific issue. Like municipalities, special purpose districts are separate and legally independent entities, and have their own governing bodies, boundaries, ordinances, and revenue generating authority. Examples of special purpose districts include sanitary districts, lake districts, and drainage districts. SPDs may be most effective in addressing multi-jurisdictional issues which may be addressed most effectively by a body whose



regional focus is broader than that of individual units of government. Examples of the kinds of services SPD's could provide sewer and water, transportation, utilities, stormwater management, lake protection, solid waste, recycling and energy. In Douglas County, existing special purpose districts include,

- Maple School District
- Solon Springs School District
- Superior School District
- Wisconsin Indianhead Technical College District
- Lake Minnesuing Sanitary District
- Brule Sanitary District #1
- Gordon Sanitary District #1
- Lake Minnesuing Sanitary District
- Amnicon-Dowling Lake Management and Rehab Dist
- Parkland Sanitary District #1
- Upper St. Croix Lake Sanitary District
- Manitou Falls Sanitary District

- General zoning ordinances
- Land division ordinances
- Building permits
- Municipal violations such as speeding, parking, and stray animals
- Lake management ordinances
- Official maps
- Certified survey maps
- Impact fees
- Non-metallic mining ordinances
- Shoreland, wetland, and floodplain ordinances
- Airport zoning ordinances
- Agricultural preservation ordinances
- Erosion control and construction site ordinances
- Sanitary sewer/private septic system ordinances
- Drainage district rules
- Stormwater management ordinances

**Joint Purchase of Supplies and Equipment**

Municipalities could agree with other jurisdictions to jointly purchase equipment and supplies. This may be of particular benefit to the towns whose major annual expenditures are for road maintenance. One disadvantage to joint purchasing is that equipment is shared and may not be available when needed.

**Cooperating with Regulations**

Different jurisdictions create and administer laws and regulations. Counties and local units of government have ordinances while the state has administrative rules. Regulations may vary from community to community and the requirements within one community may directly impact neighboring communities. Because rules and regulations play an important role in successful implementation of the comprehensive plan, it is essential that communities cooperate to ensure consistency. Examples of rules and ordinances which require intergovernmental cooperation include:

**Zoning**

Douglas County is responsible for the administration and enforcement of the zoning ordinance within the 16 unincorporated towns. The incorporated units (villages, City of Superior) are responsible for enforcement and administration of their zoning ordinances within their municipal boundaries. In Wisconsin, villages and cities also have extraterritorial zoning authority<sup>4</sup> which allows them to develop zoning for extraterritorial areas. In Douglas County, the extraterritorial area for the villages extends 1 ½ miles from the village's corporate limits. The City of Superior's extraterritorial area extends for 3 miles beyond the city's corporate limits. Currently, none of the incorporated units in Douglas County exercise extraterritorial zoning authority.

It is important that communities which exercise general zoning authority coordinate zoning activities with those of neighboring jurisdictions and with Douglas County to ensure

<sup>4</sup> 62.23(7a), Wis. Statutes



compatibility of uses, especially along municipal boundaries. This would also apply to jurisdictions outside of Douglas County which share a common border with Douglas County communities. Mechanisms to ensure consistency include providing notices and review of proposed zoning actions and holding joint meetings as previously discussed in this chapter. By exchanging zoning and development proposals and offering an opportunity for neighboring jurisdictions to review and to provide comments, potential incompatibilities can be avoided. Local units of government within Douglas County could also coordinate with municipalities in adjoining counties to initiate a notice and review process.

**Land Division Ordinances**

Douglas County is responsible for administration and enforcement of land division (subdivision) ordinances within the 16 unincorporated towns. The City of Superior has a subdivision ordinance which applies to lands within the city’s corporate limits. None of the villages have land division ordinances. Like general zoning, many different jurisdictions may be involved in the land division process.

However, unlike general zoning, the rules and regulations of several jurisdictions may apply to the same parcel of land. For example, a proposed project in a rural area could be subject to a countywide land division ordinance and the local town land division ordinance. If the proposal was located within the extraterritorial area of a city or village, those jurisdictions could also exercise their statutory extraterritorial plat review authority. In this case, the most restrictive requirements would apply to the proposed land division.

If towns elect to develop their own land division ordinances, this process should be coordinated with adjoining jurisdictions. Development of ordinances concurrently would allow towns to share ideas, resources and ordinance language. Local units could also collaborate to share the expenses of ordinance administration and enforcement. Towns could also enter into intergovernmental agreements with neighboring jurisdictions with extraterritorial plat review authority. Such agreements could call for the waiver of review authority on behalf of the city or village in exchange for something else.

**Table 7.3: Jurisdictions Having Authority to Approve Subdivision Plats**

Review Authority	City Council or Village Board	Town Board	County Planning or Zoning Agency	Wisconsin Department of Administration	Wisconsin Department of Transportation	Wisconsin Department of Commerce
<b>Plat Location</b>						
City or Village	X		X	X	X**	X***
Town		X	X	X	X**	X***
Town within an Extraterritorial Plat Approval Jurisdiction	X	X	X	X	X**	X***

Source: A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan. Wisconsin Department of Administration

\*\*-if plat abuts a State Trunk Highway, Interstate Highway or connecting highway.

\*\*\*- If plat is served with private septic systems. Currently, the WI Dept. of Commerce delegates review authority to the County.



**OFFICIAL MAPPING**

Official maps are adopted by ordinance or resolution and depict existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways and public transit facilities. An official map reserves lands for future public uses. Cities, villages and towns which have adopted village powers have the authority to develop an official map. Official maps ensure that future land use decisions will remain compliant with the comprehensive plan. County official mapping powers are limited to highway-width maps showing the location and width of existing or planned roads.

Official mapping is one of the tools available to implement the comprehensive plan. Because official maps of several jurisdictions may apply to the same area, it is important that communities and the county coordinate on future map development.

**Cooperating with Boundaries**

**Annexation**

Cities and villages have the power to annex lands within their extraterritorial boundaries. The power to extend municipal boundaries into adjacent unincorporated land allows a community to control development on its periphery, therefore, minimizing land use conflicts. As an alternative to annexation, an unincorporated area may incorporate as a city or village, provided the unincorporated area meets certain statutory criteria.

As discussed previously in this chapter, annexation is often a catalyst for intergovernmental disputes. Because cities and villages cannot initiate annexation proceedings, they can be a planning challenge. Cities and villages should work cooperatively with adjoining towns to identify potential growth areas within the extraterritorial area. These

communities could also work collaboratively to identify mutually-agreeable annexation standards that must be met before an annexation is approved. Annexation standards should be formalized through an intergovernmental agreement between jurisdictions.

**Detachment**

Detachment is the process by which territory is detached from one jurisdiction and transferred to another. Detachment may involve the transfer of lands between cities and villages or between cities/villages and unincorporated towns. While rarely used, detachment can be used to resolve boundary disputes, reconfiguration of irregular municipal boundaries to improve service distribution or as a tool to implement a land exchange between communities. The land exchange option could apply to situations where a city or village is allowed to expand into a town through annexation in exchange for other city or village lands being transferred to the town through detachment.

**Incorporation**

Incorporation is the process of creating a new village or city from unincorporated territory. Incorporation proceedings are driven by residents and landowners within the unincorporated area, although a town may initiate or support a petition. Petitions for incorporation must be approved by a circuit court to ensure consistency with Wisconsin law (66.0207 Wis. Stats). The Incorporation Review Board (IRB) advises the circuit court on whether petitions should be granted, dismissed, or re-submitted with altered boundaries. The Board is also responsible for prescribing and collecting an incorporation review fee. Petitions for incorporation must also have the approval of the electorate through a referendum vote.





**CONSOLIDATION**

Consolidation is the process by which a town, village, or city joins together with another town, village, or city to form one jurisdiction. Consolidation requires that communities be contiguous and each community must pass an ordinance describing the terms of the consolidation. The electorate from each community must also vote to approve the consolidation. If a town is consolidating with a city or village, approval by the circuit court and by Municipal Boundary Review (MBR) office is also required.

**Table 7.4: Distinguishing between Intergovernmental Agreement Types**

	General Agreements	Stipulations and Orders	Revenue Sharing Agreements	Cooperative Boundary Agreements
Used for	Services	Boundaries	Revenue sharing	Boundaries, services, revenue sharing
Binding with boundaries?	No	Yes, as long as any party is willing to seek enforcement of the agreement.	Yes, period fixed by participants (10 year minimum)	Yes, period fixed by participants (10 years or longer with MBR approval)
Notice required?	No	Yes	Yes	Yes
Public Hearing Required?	No	No	Yes	Yes
Referendum?	No	Binding referendum possible	Advisory referendum possible	Advisory referendum possible
Who Decides?	Participating municipalities	Municipalities involved in lawsuit, judge, area residents	Participating municipalities	Participating municipalities, MBR
Who Reviews or Comments?	Participating municipalities	Municipalities involved in lawsuit, judge, area residents	Participating municipalities, residents	Participating municipalities, MBR, area jurisdictions, state agencies, RPC, County, Residents

Source: [A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan.](#)  
Wisconsin Department of Administration



**INTERGOVERNMENTAL AGREEMENTS**

Intergovernmental agreements are the most common type of formal agreements between governmental units. Intergovernmental agreements can be used in many different situations including the sharing of public services such as police or fire services, revenue sharing, establishing boundaries, and land use within boundary areas.

There are four types of intergovernmental agreements; general agreements, stipulations and orders, revenue sharing agreements and cooperative boundary agreements.

**General agreements**<sup>5</sup> involve a contract between governmental units to establish boundaries or other shared services. Boundaries are set and the parties either commit to maintain them or to allow growth to some ultimate boundary. General agreements may also contain provisions for revenue sharing. The Town of Oakland is not party to any general agreement.

**Stipulations and Orders**<sup>6</sup> allow adjacent governmental units to resolve boundary disputes. Under the statutes, litigants are provided an opportunity to settle their lawsuit by entering into a written Stipulation and Order that is subject to approval by a judge. Residents can petition to have a binding referendum to vote to approve or reject the stipulation order. The Town of Oakland is not party to a stipulation and order.

**Revenue Sharing Agreements**<sup>7</sup> allow adjacent municipalities to share taxes and fees. The Town of Oakland is not party to any revenue sharing agreements.

**Cooperative Boundary Agreements**<sup>8</sup> are the most comprehensive formal boundary agreements. These agreements are typically used to resolve boundary, service and land use issues between adjoining units of government. There is a detailed and multi-layered process for implementation, which includes the preparation of a cooperative plan that clearly describes the public services, facilities, and infrastructure that will be provided, the layout of neighborhoods, the boundary changes agreed to, conditions, and the duration of the agreement (at least 10 years). Cooperative Boundary Agreements also require a public hearing and approval by the Wisconsin Department of Administration (Municipal Boundary Review). The Town of Oakland is not party to any cooperative boundary agreement.

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<sup>5</sup> 66.0301 Wisconsin Statutes

<sup>6</sup> 66.0225 Wisconsin Statutes

<sup>7</sup> 66.0305 Wisconsin Statutes

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<sup>8</sup> 66.0307 Wisconsin Statutes



# Chapter 8

## **Land Use**





**INTRODUCTION**

The intent of land use planning is to understand present land use trends and to find ways to accommodate various types of future land use activities for the benefit of the county’s residents and quality of life, while minimizing the short-term and the long-term conflicts between adjacent land uses. Ownership of the land, whether in private or public hands, is an important consideration in understanding present land use activity and for guiding land use activity in the future. This portion of the Douglas County Comprehensive plan is intended to summarize the past trends and present condition of land ownership, profile existing land use activity, and existing zoning conditions.

**LAND OWNERSHIP**

**Public lands**



A common trend in many northern Wisconsin counties is large amounts of land held in public trust and managed by public agencies. The central objective of this management in the region is to maintain continued availability for timber harvest, recreational access and use, conservation of unique, scenic, or rare natural sites, as well as the preservation of critical wildlife habitat areas. Other publicly-owned and managed lands are used primarily for municipal purposes, including the siting of government facilities. Presently, public holdings (combined federal, state, county, and municipal land holdings) constitute 42.9 percent of the Douglas County’s total area. The county itself is the largest public landholder, as 33.9 percent of the county’s land area is in county ownership, the majority of which forms the Douglas County

Forest lands. **Table 8.1** illustrates the various land owner classification categories and the amount of land held by each.

Publicly-owned lands are also prominent locally, with several municipalities having greater than 30% of their land base under public ownership and management. In the City of Superior, for example, over ½ (55.4%) of the land base is under some form of public ownership. This is due, in part, to the fact that the city is the governmental ‘hub’ of Douglas County and northwestern Wisconsin, and the fact that the city has the third largest municipal forest within any city in the nation. The proportionally high percentage of public land ownership in the rural towns is primary due to the presence of County Lands. At over 269,000 acres in size, the Douglas County Forest is the largest in Wisconsin. **Table 8.2** indicates the relative proportion of public vs. private land in each Douglas County municipality. Publicly-owned lands in the Town of Oakland account for 31.1 percent of the town’s land base.

Publicly-owned lands in Douglas County are shown on **Map 8.1**.



**Table 8.1: Douglas County Parcels by Owner Classification**

Municipal Unit	County <sup>1</sup>	Federal	Municipal <sup>2</sup>	State	Private Lands <sup>3</sup>	Other Exempt <sup>4</sup>	Total Acres
<b>Towns</b>							
Amnicon	112.5	0.0	2,110.7	1,256.5	20,634.6	123.5	24,237.8
Bennett	6,716.4	0.0	53.8	2,844.1	20,224.0	33.1	29,871.4
Brule	6,687.1	0.6	171.7	12,331.9	15,441.9	278.4	34,911.6
Cloverland	0.0	0.0	118.2	8,258.8	20,782.2	10.2	29,169.4
Dairyland	53,530.1	768.4	2,151.3	191.7	32,103.9	2.2	88,747.6
Gordon	56,020.6	593.3	2,032.8	1,114.4	42,073.4	212.7	102,047.2
Hawthorne	6,382.7	0.0	240.3	287.6	21,485.8	145.2	28,541.6
Highland	2,946.5	0.0	33.2	10,795.8	34,072.7	23.8	47,872.0
Lakeside	222.5	0.0	433.5	199.7	24,141.1	23.8	25,020.6
Maple	3,645.0	0.0	128.3	71.6	15,988.0	220.7	20,053.6
<i>Oakland</i>	<i>12,718.0</i>	<i>0.0</i>	<i>116.5</i>	<i>0.0</i>	<i>27,782.3</i>	<i>76.6</i>	<i>40,693.4</i>
Parkland	1,586.4	11.4	96.9	935.2	17,830.3	181.3	20,641.5
Solon Springs	14,799.9	0.0	638.2	6,096.4	30,437.4	370.2	52,342.1
Summit	65,227.6	39.7	95.2	412.8	27,933.2	521.3	94,229.8
Superior	7,539.0	0.0	89.3	9,155.4	48,155.0	1,257.8	66,196.5
Wascott	42,256.9	178.6	315.3	1,401.6	39,639.6	614.6	84,406.6
<b>Total unincor.</b>	<b>280,391.2</b>	<b>1,592.0</b>	<b>8,825.2</b>	<b>55,353.5</b>	<b>438,725.4</b>	<b>4,095.40</b>	<b>788,982.7</b>
<b>Villages</b>							
L. Nebagamon	840.4	0.0	131.6	33.3	6,497.6	102.2	7,605.1
Oliver	0.0	0.0	382.3	10.6	220.8	9.9	623.6
Poplar	12.5	0.0	234.3	34.3	6,813.6	94.4	7,189.1
Solon Springs	44.4	0.0	20.4	52.0	586.8	174.0	877.6
Superior	0.3	0.0	232.3	7.8	332.4	24.6	597.4
<b>City</b>							
Superior	3,957.9	10.9	7,316.4	42.4	6,904.4	2,198.8	20,430.8
<b>Total incorp.</b>	<b>4,855.5</b>	<b>10.9</b>	<b>8,317.3</b>	<b>180.4</b>	<b>21,355.6</b>	<b>2,603.9</b>	<b>37,323.6</b>
<b>County Total</b>							
<b>Douglas Co.</b>	<b>285,246.6</b>	<b>1,602.8</b>	<b>17,142.5</b>	<b>55,533.6</b>	<b>460,081.0</b>	<b>6,699.4</b>	<b>826,305.9</b>

Source: Douglas County Land Records Department data & 2008 Statement of Assessments

<sup>1</sup> All county-owned property, including County Forest lands

<sup>2</sup> City, village and town-owned properties

<sup>3</sup> Lands owned by private individuals or corporations (includes MFL and FCL lands)

<sup>4</sup> Tax exempt properties, such as school district lands, public utilities, hospitals, churches, etc.



**Table 8.2: Percent Public and Private Land Ownership**

Municipality	% Total Land Ownership	
	Public	Private
Town of Amnicon	14.4%	85.6%
Town of Bennett	32.1%	67.9%
Town of Brule	54.8%	45.2%
Town of Cloverland	28.7%	71.3%
Town of Dairyland	63.5%	36.5%
Town of Gordon	56.7%	43.3%
Town of Hawthorne	24.1%	75.9%
Town of Highland	28.6%	71.4%
Town of Lakeside	3.4%	96.6%
Town of Maple	19.2%	80.8%
<i>Town of Oakland</i>	31.1%	68.9%
Town of Parkland	14.7%	85.3%
Town of Solon Springs	40.7%	59.3%
Town of Summit	69.5%	30.5%
Town of Superior	25.3%	74.7%
Town of Wascott	51.5%	48.5%
Village of Lake Nebagamon	13.2%	86.8%
Village of Oliver	74.4%	25.6%
Village of Poplar	3.9%	96.1%
Village of Solon Springs	9.3%	90.7%
Village of Superior	43.6%	56.4%
City of Superior	55.4%	44.6%
Douglas County	43.0%	57.0%

Source: WDNR GAP Stewardship data



**Federal lands**

The federal government presently owns and administers 1,530 acres of Douglas County. Lands held in federal ownership are primarily those associated with the St. Croix National Scenic Riverway and are found in the St. Croix River Corridor in the Towns of Gordon, Wascott, and Dairyland. In 1968, the U.S. Congress designated the Upper St. Croix River and its primary tributary, the Namekagon (flowing through Burnett, Washburn, and Sawyer Counties), as one of the first wild and scenic river areas under the Wild and Scenic Rivers Act (Public Law 90-542). The federal government has identified a management boundary in the river corridor and within this management boundary there exists a mix of federal, state, county, local government, and private parcels. In terms of management, the National Park Service seeks to work collaboratively with other landowners and agencies in the corridor for the continued enhancement, protection, and preservation of the river itself and the adjacent cultural, natural, and wildlife habitat resources and, when possible, to acquire lands for continued protection.

As the St. Croix National Scenic Riverway is one of only two such special riverway management areas in the nation, both Douglas County and the towns of Gordon, Wascott and Dairyland should give special consideration for land use activities, issuance of permits and development to the St. Croix corridor, its tributaries and watershed basin.

There are no federal lands in the Town of Oakland.

**State lands**

The State of Wisconsin presently owns and manages 52,582 acres of land in Douglas County. The largest contiguous state holding is the Brule River State Forest, encompassing portions of the Towns of Solon Springs,

Bennett, Highland, Brule, and Cloverland. The Brule River State Forest follows the watercourse of the Brule River from its headwaters north of Upper St. Croix Lake to its mouth at Lake Superior. Additionally, the Brule River State Forest encompasses a two square mile annex property in the Town of Wascott. The state also maintains the St. Louis River Streambank Fish Management Area in the county’s extreme northwestern corner (Town of Superior) and a number of scattered parcels throughout the remainder of the county. Douglas County is home to two state parks, Pattison State Park (Town of Superior) established in 1920 and Amnicon Falls State Park (Town of Amnicon) established in 1961.

As with the federal St. Croix River management area designation, the Brule River State Forest also maintains a designated management boundary that extends beyond the parcels presently in state ownership. The Wisconsin Department of Natural Resources seeks to work with private and other concerns owning lands within the management boundary to meet its long-term management goals and will work to acquire these parcels on the occasions they are available for purchase.

There are no state lands in the Town of Oakland.

**County lands**

Douglas County holds nearly 280,000 acres, most of which forms the extensive Douglas County Forest—the largest county forest system in the State of Wisconsin. The largest contiguous areas of Douglas County forest are found in the Towns of Dairyland, Summit, Oakland, Bennett, Solon Springs, Gordon, and Wascott with smaller areas found in eastern Wascott, Highland, Brule, Maple, Hawthorne, Parkland and the Town of Superior. The county also maintains the Douglas County Bird Sanctuary Wildlife Area in the (encompassing portions of the Towns of Gordon and Solon





Springs) in addition to numerous county parks, campground areas, boat landings, public access sites and multi-use trail networks.

Large county land holdings in Douglas County originated from the late 1930s and early 1940s. As the lumbering era (roughly 1880 to 1925 in northern Wisconsin) drew to a close, the areas denuded of trees were made available for purchase for incoming settlers. The state legislature and numerous county boards in northern Wisconsin established boards of immigration, receiving support from the timber companies (who were eager to sell their holdings) and private land agencies to promote the purchase and settlement of these lands. These immigration boards published advertisements throughout the United States declaring northern Wisconsin as an ideal place to purchase cleared land and engage in farming.

Many thousands of settlers and new immigrants heeded the call and arrived in the state's northern counties to attempt to convert the "cutover" into productive farmland. Agricultural activity was never able to secure as a solid foothold in the area as it had in the southern part of the state due to the lack of local markets (at that time) for agricultural goods, the shorter growing season, and the less suitable soils. The 1930s and early 1940s saw many farms become tax delinquent, with much of the tax forfeited lands coming into public ownership—to both the counties and to the state. These lands, in large part, formed the basis for the development of northern Wisconsin's county, state and national forest system.

There are 12,718 acres of county-owned lands within the Town of Oakland.

## **Municipal lands**

Municipal holdings (lands held by the City of Superior, the villages and the towns) encompass 17,400 acres (2.13%) of the county's land area. The largest contiguous municipal holdings are the Superior Municipal Forest (within the City of Superior) and lands around the Radigan Flowage (Town of Dairyland). Municipal holdings have generally been designated for a specific use (examples include landfill or transfer station site, town hall/town garage site, town park area, or day-use recreational site) or have been held by the municipality in anticipation of a coming development or identified need.

There are 116.5 acres of town-owned lands in the Town of Oakland.

## **Industrial forest lands**

Industrial forestlands comprise 109,125 acres in Douglas County. The largest contiguous industrial forest area is largely coincident with the sandy soils of southeastern Douglas County, covering much of central Wascott, eastern Gordon, southern Highland and eastern Solon Springs. Substantial industrial forest holdings are also located in the Towns of Bennett, Oakland, Superior, Dairyland, and Cloverland.

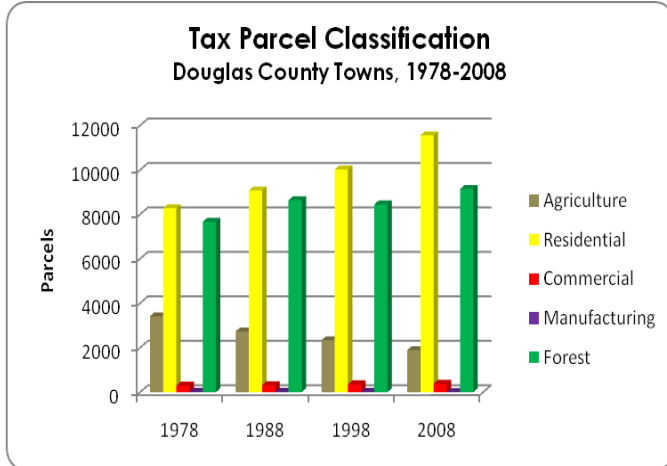
## **Private lands**

Private land holdings comprise 365,741 acres (44.87% of the total area) of Douglas County. Most privately held lands are found in the northern portion of the county as well as the areas adjacent to lakeshores and along the major roadways countywide. The predominant use of private lands in Douglas County is for residential use (year-round and seasonal) combined with a mix of forestry and agricultural uses. Nearly 69 percent of the Town of Oakland's land base is under some form of private ownership.



COUNTYWIDE TRENDS IN LAND ASSESSMENT

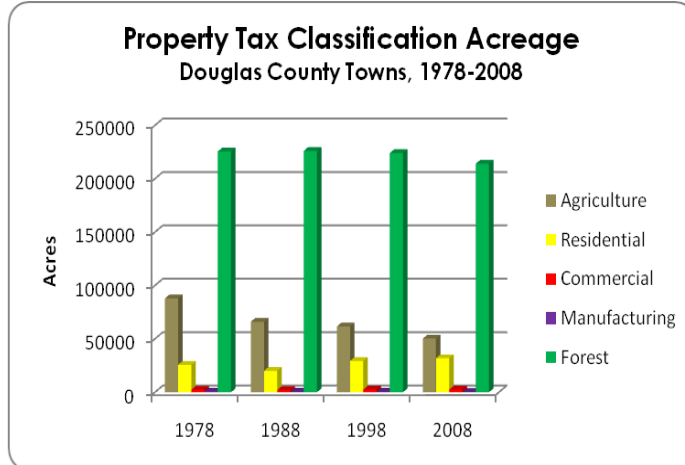
Figure 8.1: Tax Parcel Classification, Douglas County



Data Source: Wisconsin Department of Revenue

Historical information regarding land use trends in Douglas County is largely incomplete or unavailable. The 2008 existing land use assessment was the county’s first formal attempt to identify current land uses across the landscape. Property tax assessment data was used as a surrogate for historical land use information. While having limitations, this information can be used as a broad indicator of land use change over a period of years. Tables 8.3 -8.7 depict property tax classification data from 1978, 1988, 1998 and 2008 for the categories of agriculture, residential, commercial, manufacturing, and forestry.

Figure 8.2: Tax Classification Acreage, Douglas County

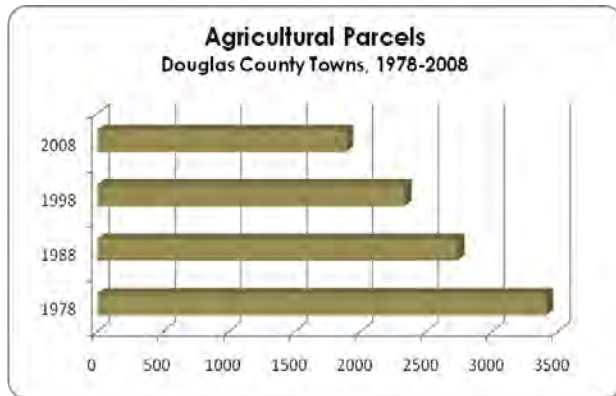


Data Source: Wisconsin Department of Revenue



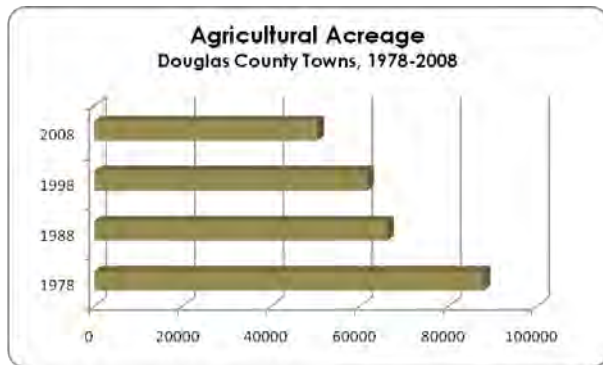
AGRICULTURE

Figure 8.3: Agricultural Property Assessment- Parcels



Data Source: Wisconsin Department of Revenue

Figure 8.4: Agricultural Property Assessment - Acreage



Data Source: Wisconsin Department of Revenue

Chapter 70.32(2) (a) 4, Wis. State Statutes defines agricultural use as “land, exclusive of buildings and improvements and the land necessary for their location and convenience, that is devoted primarily to agricultural use, as defined by rule.” Between 1978 and 2008, the number of town parcels in the agricultural tax assessment class declined by 44.5 percent.

Meanwhile, the total assessed acreage in this class declined 42.7 percent. This change likely reflects the conversion of agricultural lands, or fallow lands assessed as agriculture, to other tax classes such as forest or residential. This change may also be due, in part, to changes in the way that agricultural land has been assessed.

Since 1974, the Wisconsin Constitution has allowed for the preferential assessment of agricultural lands for tax purposes. Prior to 1995, the market value standard was revised to a “use value” standard under the state Budget Act. This change sought to tax farmland based on its agricultural productivity, rather than its potential for development. While the apparent loss of agricultural land is evident in each town’s assessment statistics, the figures are more notable in the south shore towns; which historically have had a larger agricultural base.

With the exception of the Village of Poplar, agriculture does not occupy a large part of the land base in Douglas County’s incorporated communities. Like the towns, Poplar’s agricultural land base has also dwindled over the past 30 years.

The changes in agriculture in Douglas County are reflective of a broader shift in land use occurring at both a state and national level. Between the 1950’s and the 1990’s the State of Wisconsin lost nearly 1/4<sup>th</sup> of its farmland to development and conversion to other land uses.



**Table 8.3: Douglas County Agricultural Assessments, 1978-2008**

	Number of Parcels				Acres			
	1978	1988	1998	2008 <sup>5</sup>	1978	1988	1998	2008 <sup>1</sup>
T Amnicon	397	339	270	242	8,994	8,887	7,784	7,109
T Bennett	135	66	65	63	1,575	945	934	1,064
T Brule	206	166	157	127	6,195	3,069	2,816	2,630
T Cloverland	310	201	165	177	11,602	7,650	6,075	6,378
T Dairyland	153	64	64	68	3,603	1,619	1,652	1,714
T Gordon	49	54	32	36	1,853	1,864	619	579
T Hawthorne	96	39	40	31	2,448	862	798	799
T Highland	28	10	8	26	322	127	107	516
T Lakeside	286	283	287	162	9,341	8,593	7,984	5,172
T Maple	297	184	189	146	8,831	5,220	5,209	4,068
<i>T Oakland</i>	<i>321</i>	<i>241</i>	<i>123</i>	<i>143</i>	<i>6,037</i>	<i>4,149</i>	<i>3,449</i>	<i>3,883</i>
T Parkland	185	212	210	113	4,965	5,835	5,540	3,457
T Solon Springs	41	130	55	62	1,048	1,475	4,252	858
T Summit	349	223	176	125	7,848	4,119	3,603	3,006
T Superior	543	505	483	355	12,506	11,235	10,471	8,914
T Wascott	17	21	13	17	702	446	255	185
<b>Towns</b>	<b>3,413</b>	<b>2,738</b>	<b>2,337</b>	<b>1,893</b>	<b>87,870</b>	<b>66,095</b>	<b>61,548</b>	<b>50,332</b>
V Lake Nebagamon	136	147	0	0	4,145	4,489	0	0
V Oliver	0	0	0	0	0	0	0	0
V Poplar	200	154	137	110	6,022	4,792	4,252	3,239
V Solon Springs	0	0	0	0	0	0	0	0
V Superior	0	9	0	0	0	123	0	0
C Superior	0	0	0	18	0	0	0	133
<b>Incorporated</b>	<b>336</b>	<b>310</b>	<b>137</b>	<b>128</b>	<b>10,167</b>	<b>9,409</b>	<b>4,252</b>	<b>3,372</b>
<b>DOUGLAS COUNTY</b>	<b>3,749</b>	<b>3,048</b>	<b>2,474</b>	<b>2,021</b>	<b>98,037</b>	<b>75,499</b>	<b>65,800</b>	<b>53,704</b>

Source: Wisconsin Department of Revenue

Between 1978 and 2008, the number of parcels in the Town of Oakland assessed as agriculture declined 55.5 percent, while the total acreage assessed as agriculture declined by 35.7 percent.

<sup>5</sup> 2007 assessment statistics obtained from WDOR Statement of Assessments as reported on or before March 04, 2008



RESIDENTIAL

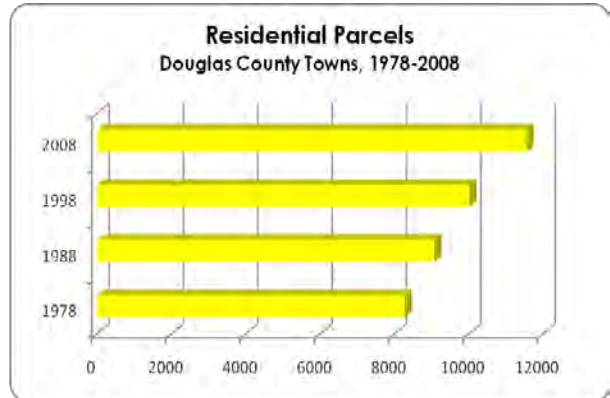
The residential tax assessment includes “any parcel or part of a parcel of untitled land that is not suitable for the production of row crops, on which a dwelling or other form of human abode is located and which is not otherwise classified “(Ch 70.32(2)(c)3, Wi. State Statutes).

Over the 30-year period between 1978 and 2008, the number of residential tax parcels in Douglas County increased by 39.7 percent. Total acreage in the residential tax assessment class also grew by 24 percent. During this period Douglas County experienced a relatively rapid rural growth and a notable urban to rural population shift. The only unincorporated town to experience a decrease in residential assessment was Parkland. These residential trends confirm the trends identified in both the population and housing data presented earlier in the plan and that there remains a continued high demand for rural residential property.

The decline in agricultural parcels and corresponding rise in residential parcels suggests the conversion of one to the other. Agricultural lands are often desirable for new development as they require no clearing, are generally well drained, and in the case of Douglas County, are in proximity (20 minutes or less driving time) of the Cities of Duluth and Superior, which accommodates commuting.

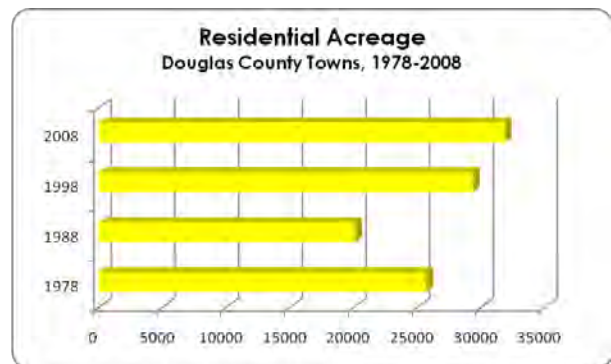
The trend is opposite in the incorporated communities of Douglas County, which collectively lost 44.5 percent of their residential tax parcels during the period. This change is likely due to residential parcels no longer being assessed as residential by conversion to other uses or reclassification and the consolidation of smaller residential parcels into larger parcels.

Figure 8.5: Residential Property Assessment – Parcels



Data Source: Wisconsin Department of Revenue

Figure 8.6: Residential Property Assessment – Acreage



Data Source: Wisconsin Department of Revenue

The number of residential tax parcels in the City of Superior declined by 49 percent between 1978 and 2008. This figure directly corresponds to a marked decline in the city’s population during this period.

In accordance with regional and national trends, Douglas County is experiencing large-lot residential growth within unincorporated areas throughout the county. This type of development has substantial cumulative impacts on the county’s transportation infrastructure, service delivery and roadway maintenance costs.



A prosperous economy throughout the late 90's and into the early part of the 21st century fostered increased development of seasonal/recreational housing units, particularly within the lake areas of the county. As more of the "prime" waterfront is developed and costs escalate, it is reasonable to assume that development will focus on the previously less desirable areas including rivers, streams, small lake and wetlands.

Development has also begun to encroach on the forestlands of northern Wisconsin. Large tracts of industrial forest land are being divided and sold to private landowners for development or for private hunting/recreational uses. Forested lands are now highly prized for development; a fact which is evidenced by rapidly escalating land costs and the number of rural forested lots on today's market. The rapid fragmentation of forestlands has broad implications for land use planning, including the threat of greater fragmentation through the establishment of new roads, utilities, and houses across the landscape.

Fragmentation increases the amount of linear edge areas on the landscape. These areas favor

species that prefer edge habitat such as whitetail deer and ruffed grouse. An increased amount of edge habitat is accompanied by a variety of negative impacts including increased predation/competition among species and increased range expansion of exotic species. Heavy browsing by an expanding population of whitetail deer can alter the types of plant species that grow in some areas. As a result, some desirable or rare plant species may become threatened. Deer are thriving in many parts of Wisconsin because humans have created large amounts of edge habitat. Core species such as wolves and interior songbirds can be negatively impacted by the loss of interior habitat.

Regionally, there has been a notable trend in the conversion of seasonal/recreational dwellings to permanent year-round homes. Between 1980 and 2000, several of the lake communities grew more quickly than the rest of Douglas County, which may be indicative that this trend is occurring in Douglas County. In the lake areas of northwestern Wisconsin, the conversion of resorts to residential housing development and condominiums has also become evident in the wake of rising lakefront property values.



**Table 8.4: Douglas County Property Assessment- Residential Real Estate Class, 1978-2000**

	Number of Parcels				Acres			
	1978	1988	1998	2008 <sup>a</sup>	1978	1988	1998	2008 <sup>1</sup>
T Amnicon	306	395	470	589	413	1,625	2,325	3,173
T Bennett	360	386	415	450	584	665	720	773
T Brule	329	329	373	436	1,643	980	1,052	842
T Cloverland	41	84	99	131	127	170	226	303
T Dairyland	201	210	259	326	242	618	754	899
T Gordon	717	909	1,011	1,229	1,556	2,125	4,736	3,357
T Hawthorne	326	408	450	506	678	1,032	1,252	1,455
T Highland	314	353	424	471	1439	1,166	2,339	2,411
T Lakeside	283	295	355	480	859	1,008	1,183	1,471
T Maple	206	269	303	336	668	317	453	578
<i>T Oakland</i>	<i>601</i>	<i>626</i>	<i>703</i>	<i>787</i>	<i>5,000</i>	<i>1,468</i>	<i>2,062</i>	<i>2,542</i>
T Parkland	1,093	1,012	940	1,033	3,558	2,232	2,457	2,931
T Solon Springs	810	866	942	1,106	2,582	1,331	1,411	1,829
T Summit	670	749	804	862	1,041	1,145	1,916	1,753
T Superior	801	937	1,045	1,259	1,199	1,706	2,945	3,422
T Wascott	1,217	1,249	1,428	1,557	4,085	2,493	3,491	4,087
<b>Towns</b>	<b>8,275</b>	<b>9077</b>	<b>10,021</b>	<b>11,558</b>	<b>25,674</b>	<b>20,081</b>	<b>29,322</b>	<b>31,826</b>
V Lake Nebagamon	1,059	933	912	956	1,594	1,461	1,399	1,462
V Oliver	474	348	339	409	(No data)	(No data)	(No data)	153
V Poplar	144	226	239	267	881	2,054	1,839	997
V Solon Springs	646	562	537	434	502	723	483	482
V Superior	435	297	307	315	(No data)	(No data)	(No data)	259
C Superior	18,998	15,471	10,051	9,687	(No data)	(No data)	147	3,133
<b>Incorporated</b>	<b>21,756</b>	<b>17,837</b>	<b>12,385</b>	<b>12,068</b>	<b>2,977*</b>	<b>7,753*</b>	<b>3,868*</b>	<b>6,486</b>
<b>DOUGLAS COUNTY</b>	<b>30,031</b>	<b>26,914</b>	<b>22,406</b>	<b>23,626</b>	<b>28,651*</b>	<b>27,834*</b>	<b>33,190*</b>	<b>38,312</b>

Source: Wisconsin Department of Revenue \*Total does not include municipal divisions where no data was listed.

Between 1978 and 2008, the number of parcels assessed as residential in the Town of Oakland increased by 30.9 percent, while the total acreage assessed as residential decreased by 49.2 percent.

<sup>a</sup> 2007 assessment statistics obtained from WDOR Statement of Assessments as reported on or before March 04, 2008



COMMERCIAL

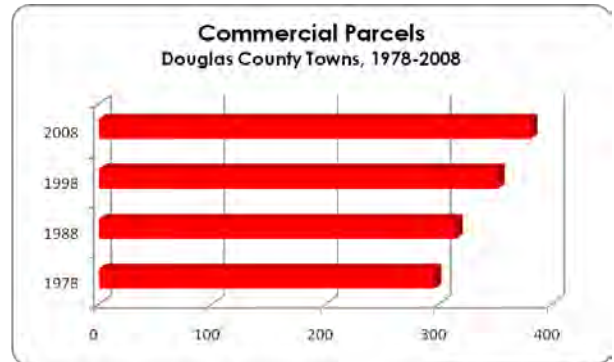
Commercial properties include those in which the primary use is the selling of merchandise or services. Historically, much of Douglas County’s commercial tax base has been located within the county’s incorporated villages and the City of Superior. Rural commercial development is generally located within isolated development nodes along highways and within rural hamlet communities. Between 1978 and 2008, the number of rural commercial parcels increased by 28.7 percent, while the commercial land base (acreage) remained stable.

Historically, commercial development has been linked to various economic drivers and population change. Commercial growth tends to expand during times of economic prosperity and contract with a weakening economy. In parts of the county, seasonal and recreational development has been a factor in promoting commercial growth.

Rural commercial development consists largely of small retail and service establishments, resorts and lodging establishments. Within the unincorporated communities, commercial growth is typically confined to areas adjoining the principal transportation corridors, particularly at key intersections, or nodes. The principal highway corridor and “nodal” rural commercial development areas in Douglas County include:

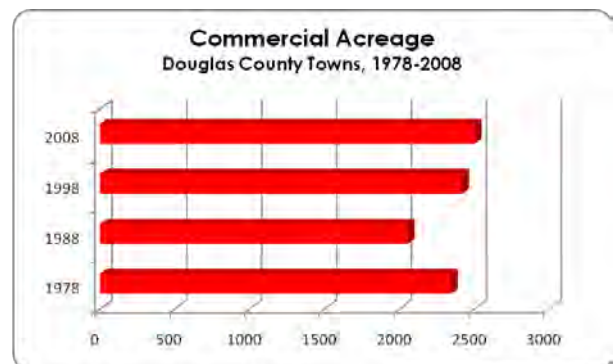
- USH 2 corridor, community of Brule
- STH 35 corridor, Town of Superior
- CTH “B” & USH 53, Town of Hawthorne
- CTH “AA”, north of Solon Springs
- CTH “A”, Town of Summit
- CTH “T” & USH 53, community of Wascott
- USH 53, community of Gordon

Figure 8.7: Commercial Property Assessment – Parcels



Data Source: Wisconsin Department of Revenue

Figure 8.8: Commercial Property Assessment – Acreage



Data Source: Wisconsin Department of Revenue

Within many of the lake areas, commercial development is intermixed with residential and recreational development. Rural commercial within the lake areas includes several resorts. In the wake of rising shoreland property values many resort properties across the region have been converted to multi-family residential, single family residential or condominium units.





**Table 8.5: Douglas County Property Assessment- Commercial Real Estate Class, 1978-2008**

	Number of Parcels				Acres			
	1978	1988	1998	2008 <sup>a</sup>	1978	1988	1998	2008 <sup>1</sup>
T Amnicon	22	27	34	36	413	285	374	342
T Bennett	8	8	5	8	86	86	82	115
T Brule	16	14	24	29	30	35	43	69
T Cloverland	2	1	2	3	4	1	4	6
T Dairyland	8	8	9	9	17	19	24	33
T Gordon	50	64	74	67	234	257	300	380
T Hawthorne	10	14	15	16	42	159	169	181
T Highland	3	7	8	8	49	116	148	94
T Lakeside	0	0	1	0	0	0	1	0
T Maple	10	10	10	14	26	18	19	22
<i>T Oakland</i>	<i>8</i>	<i>10</i>	<i>8</i>	<i>13</i>	<i>10</i>	<i>11</i>	<i>49</i>	<i>17</i>
T Parkland	31	29	26	42	169	181	148	245
T Solon Springs	16	19	28	29	293	119	233	252
T Summit	21	19	16	19	71	98	117	149
T Superior	62	62	63	59	593	483	515	472
T Wascott	29	23	29	29	307	187	193	125
<b>Towns</b>	<b>296</b>	<b>315</b>	<b>352</b>	<b>381</b>	<b>2,344</b>	<b>2,055</b>	<b>2,419</b>	<b>2,502</b>
V Lake Nebagamon	62	50	230	47	315	213	230	218
V Oliver	18	5	0	10	(No data)	(No data)	0	6
V Poplar	31	32	192	42	138	136	192	195
V Solon Springs	43	41	39	45	10	10	39	106
V Superior	35	23	(No data)	32	45	0	(No data)	129
C Superior	2,270	2,383	1,785	1,690	(No data)	(No data)	137	2,638
<b>Incorporated</b>	<b>2,459</b>	<b>2,534</b>	<b>2,137*</b>	<b>1,866</b>	<b>508*</b>	<b>359*</b>	<b>598*</b>	<b>3,292</b>
<b>DOUGLAS COUNTY</b>	<b>2,755</b>	<b>2,849</b>	<b>2,997*</b>	<b>2,247</b>	<b>2,852*</b>	<b>2,414*</b>	<b>3,017*</b>	<b>5,794</b>

Source: Wisconsin Department of Revenue \*Total does not include municipal divisions where no data was listed.

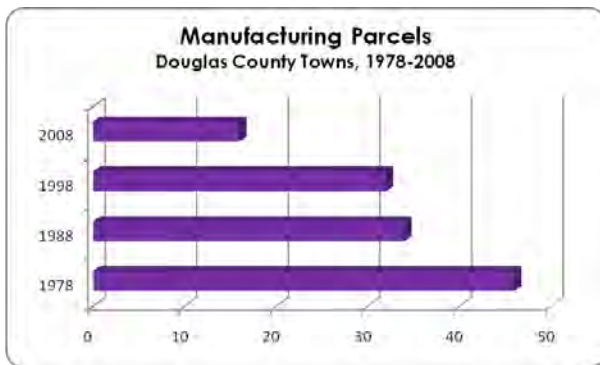
The number of tax parcels assessed as commercial in the Town of Oakland increased by 62.5 percent between 1978 and 2008. During the same period, commercial acreage increased by 70 percent.

<sup>a</sup> 2007 assessment statistics obtained from WDOR Statement of Assessments as reported on or before March 04, 2008



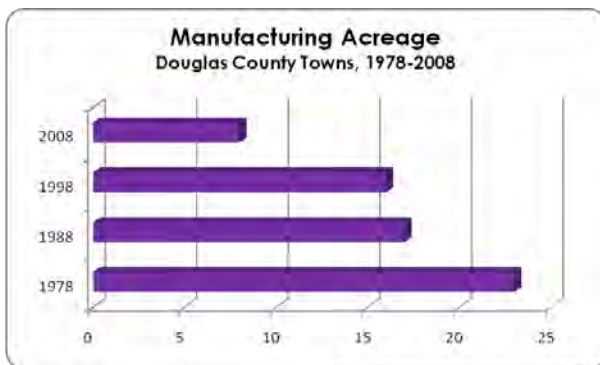
MANUFACTURING

Figure 8.9: Manufacturing Property Assessment – Parcels



Data Source: Wisconsin Department of Revenue

Figure 8.10: Manufacturing Property Assessment – Acreage



Data Source: Wisconsin Department of Revenue

Under Ch 70.995(1)(a), Wis. State Statutes, manufacturing property, “includes all lands, buildings, structures and other real property used in manufacturing, assembling, processing, fabricating, making or milling tangible personal property for profit.

Manufacturing property also includes warehouses, storage facilities and office structures when the predominant use of the warehouses, storage facilities or offices is in support of the manufacturing property, and all personal property owned or used by any person engaged in this state in any of the activities mentioned, and used in the activity, including raw materials, supplies, machinery, equipment, work in process and finished inventory when located at the site of the activity.

Establishments engaged in assembling component parts of manufactured products are considered manufacturing establishments if the new product is neither a structure nor other fixed improvement. Materials processed by a manufacturing establishment include products of agriculture, forestry, fishing, mining and quarrying. For the purposes of this section, establishments which engage in mining non-metallic minerals are considered manufacturing establishments. Manufacturing operations in Douglas County are largely confined to urban areas, where infrastructure (sewer, water, transportation facilities) exist.

The bulk of the county’s manufacturing operations are located in the City of Superior. Rural industrial development consists mainly of extractive activities, including sand and gravel pits.



**Table 8.6: Douglas County Property Assessment- Manufacturing Real Estate Class, 1978-2008**

	Number of Parcels				Acres			
	1978	1988	1998	2008 <sup>a</sup>	1978	1988	1998	2008
T Amnicon	0	1	2	2	0	18	23	23
T Bennett	0	0	0	0	0	0	0	0
T Brule	0	0	0	0	0	0	0	0
T Cloverland	0	0	0	0	0	0	0	0
T Dairyland	0	0	0	0	0	0	0	0
T Gordon	0	0	0	0	0	0	0	0
T Hawthorne	13	9	8	0	408	242	203	0
T Highland	1	0	0	0	5	0	0	0
T Lakeside	0	0	0	0	0	0	0	0
T Maple	0	0	0	0	0	0	0	0
<i>T Oakland</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>1</i>	<i>80</i>	<i>80</i>	<i>80</i>	<i>80</i>
T Parkland	0	0	0	0	0	0	0	0
T Solon Springs	2	1	0	0	40	5	0	0
T Summit	1	0	0	0	5	0	0	0
T Superior	5	5	5	5	112	113	119	119
T Wascott	0	0	0	0	0	0	0	0
<b>Towns</b>	<b>23</b>	<b>17</b>	<b>16</b>	<b>8</b>	<b>650</b>	<b>458</b>	<b>425</b>	<b>222</b>
V Lake Nebagamon	1	1	1	1	28	27	26	26
V Oliver	0	0	0	0	0	0	0	0
V Poplar	0	0	2	2	0	0	5	5
V Solon Springs	6	1	0	4	(No data)	(No data)	(No data)	10
V Superior	0	0	83	0	0	0	588	0
C Superior	73	73	0	90	177	208	0	733
<b>Incorporated</b>	<b>80</b>	<b>75</b>	<b>86</b>	<b>97</b>	<b>205*</b>	<b>235*</b>	<b>619*</b>	<b>774</b>
<b>DOUGLAS COUNTY</b>	<b>103</b>	<b>92</b>	<b>102</b>	<b>105</b>	<b>855*</b>	<b>693*</b>	<b>1,044*</b>	<b>996</b>

Source: Wisconsin Department of Revenue \*Total does not include municipal divisions where no data was listed.

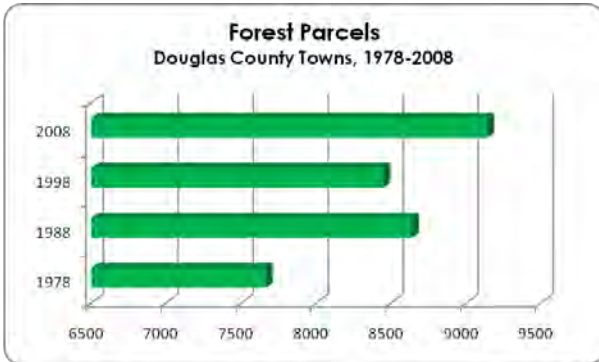
From 1978 through 2008, the number of manufacturing parcels and the number of manufacturing acres in the Town of Oakland stayed the same.

<sup>a</sup> 2007 assessment statistics obtained from WDOR Statement of Assessments as reported on or before March 04, 2008



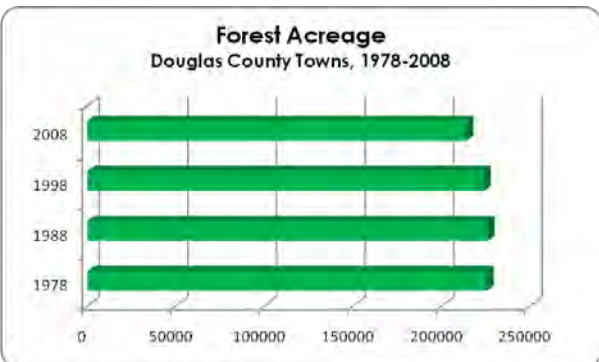
FOREST

Figure 8.11: Forest Property Assessment – Parcels



Data Source: Wisconsin Department of Revenue

Figure 8.12: Forest Property Assessment – Acreage



Data Source: Wisconsin Department of Revenue

"Productive forest land" means land that is producing or is capable of producing commercial forest products and is not otherwise classified under under Ch 70,32 (2)(c), Wis. State Statutes.

Lands classified as forest is nearly exclusive to the unincorporated towns of Douglas County. This classification includes only privately-owned forestlands, as publicly-owned properties are tax-exempt. Overall, the number of parcels classified as forest increased by 19.3 percent between 1978 and 2008, while the total acreage in this class declined by 5.1 percent. The reduction in the number of parcels classified as forest likely reflects the consolidation of smaller parcels into larger land tracts.



**Table 8.7: Douglas County Property Assessment- Forest Real Estate Class, 1978-2008**

	Number of Parcels				Acres			
	1978	1988	1998	2008 <sup>a</sup>	1978	1988	1998	2008
T Amnicon	474	371	377	346	10,076	9,895	9,856	7,740
T Bennett	599	484	510	463	19,216	12,487	12,792	10,758
T Brule	251	422	438	420	7,920	10,947	13,958	9,109
T Cloverland	130	206	226	205	4,385	6,687	7,099	5,474
T Dairyland	548	574	565	675	16,749	18,380	17,438	20,536
T Gordon	648	574	532	529	20,266	15,691	14,952	13,560
T Hawthorne	545	653	724	781	15,826	14,286	15,388	15,377
T Highland	329	356	307	246	10,592	10,600	9,409	6,692
T Lakeside	341	373	436	612	10,958	11,247	13,374	16,561
T Maple	219	404	427	505	6,498	10,305	10,375	11,085
<i>T Oakland</i>	<i>593</i>	<i>570</i>	<i>562</i>	<i>590</i>	<i>19,489</i>	<i>16,411</i>	<i>15,525</i>	<i>15,399</i>
T Parkland	127	198	221	418	4,828	5,309	5,473	9,777
T Solon Springs	510	567	590	588	10,227	17,073	16,355	13,295
T Summit	671	853	792	729	18,608	19,729	20,228	15,820
T Superior	1166	1,422	1165	1,355	29,005	30,803	25,645	27,273
T Wascott	514	612	576	679	20,828	16,230	16,098	15,620
<b>Towns</b>	<b>7,665</b>	<b>8,639</b>	<b>8,448</b>	<b>9,141</b>	<b>225,471</b>	<b>226,080</b>	<b>223,965</b>	<b>214,076</b>
V Lake Nebagamon	(No data)	(No data)	156	170	(No data)	(No data)	3,696	3,115
V Oliver	(No data)	(No data)	0	0	(No data)	(No data)	0	0
V Poplar	(No data)	(No data)	9	94	(No data)	(No data)	175	1,947
V Solon Springs	(No data)	(No data)	0	0	(No data)	(No data)	0	0
V Superior	(No data)	(No data)	0	0	(No data)	(No data)	0	0
C Superior	(No data)	(No data)	0	0	193	(No data)	0	0
Incorporated	(incom.)	(incom.)	164	264	(incom.)	(incom.)	3,871	<b>5,062</b>
<b>Douglas County</b>	<b>(incom.)</b>	<b>(incom.)</b>	<b>8,612</b>	<b>9,405</b>	<b>(incom.)</b>	<b>(incom.)</b>	<b>227,836</b>	<b>219,138</b>

Source: Wisconsin Department of Revenue \*Total does not include municipal divisions where no data was listed.

Between 1978 and 2008 the Town of Oakland experienced a 0.5 percent decrease in the number of tax parcels assessed as forest. During this period, the total acreage of forest assessments in the town declined by 21 percent.

<sup>a</sup> 2007 assessment statistics obtained from WDOR Statement of Assessments as reported on or before March 04, 2008



## LAND USE REGULATION

### Introduction

Land use regulations are among the most important tools that communities have to direct growth and realize their long-term vision. While Douglas County's land use regulations are intended to protect health, safety and the general welfare of county residents, they are not based on any planning or long-range vision. Achieving the goals of the comprehensive plan will, at a minimum, require that existing land use regulations be examined to ensure consistency with the comprehensive plan. Plan implementation may also include the revision of existing regulations or the development of new regulations, ordinances or other land use controls in order to achieve planning and development aspirations.

### Comprehensive Zoning

Zoning ordinances are the primary land use regulation tool used in Douglas County, and the county adopted countywide zoning by ordinance in December 1970. County zoning applies to all unincorporated areas of the county. The City of Superior and the five incorporated villages are responsible for administering their own zoning within their municipal limits. A land use permit must be issued by the county zoning office before engaging in any land use activities within the county.

Douglas County's comprehensive zoning ordinance divides lands into a series of mapped districts, and then assigns permitted uses and development requirements to each zone. When the ordinance was developed, probably in the late 1960's, land uses were likely mapped

and framed within the context of development and uses that existed at that time. In other words, at the time it was developed, the zoning map more or less reflected existing uses on the landscape. Much has changed in the nearly 40 years since the ordinance was developed. While the code has been amended several times, the existing ordinance has not kept pace with change on the landscape and development trends. Consequently, the code reveals occasional inconsistencies between existing use and underlying zoning. For example, in several areas zoned Agricultural (A-1), the existing land use is forest or residential. In these instances, the A-1 zoning would make sense if the county had adopted long-range plans promoting the development of agriculture in these areas.

The Town of Oakland is currently under county zoning jurisdiction.

### Zoning Districts

Lands within the unincorporated towns of Douglas County are currently zoned within the ten categories described in **Table 8.8**. Each Zoning District has unique dimensional requirements and standards, including minimum lot sizes, minimum lot width, setback requirements, floor area requirements and building height limitations. In addition to the provisions of the Douglas County Zoning Ordinance, new development may also be subject to provisions of local town ordinances and other regulations. A land use permit is required before any substantial land use alteration, or prior to building, moving or structurally altering any structure.

Existing zoning in Douglas County is shown in **Map 8.2**.



**Table 8.8: Douglas County Zoning Districts**

	Description	Required Lot Area
R-1 Residential	This district provides for one-family and two-family year-round residential development protected from traffic hazards and the intrusion of incompatible land uses. It is intended to encourage such development around existing residential areas where soil conditions are suitable for such development and in those areas which can be economically and readily served by utilities and municipal facilities.	with public sewer 10,000 ft <sup>2(1)</sup> shorelands- backlots 20,000 ft <sup>2(2)</sup> outside shorelands 15,000 ft <sup>2</sup>
R-2 Residential	This district provides for one-family and two-family year-round residential development and for the continuation of forest programs. It is intended to encourage forest management programs and at the same time, allow large lot residential development.	with public sewer 5 acres shorelands- backlots 5 acres outside shorelands 5 acres
RR-1 Recreational Residential	This district is intended to provide for seasonal residential development and essential recreation-oriented services in areas of high recreational value where soil conditions and other physical features will support such development without depleting or destroying natural resources.	with public sewer 10,000 ft <sup>2(1)</sup> shorelands- backlots 5 acres outside shorelands 20,000 ft <sup>2</sup> Shoreline lots 30,000 ft <sup>2(2)(a)</sup> 30,000 ft <sup>2(2)(b)</sup> 40,000 ft <sup>2(2)(c)</sup> 80,000 ft <sup>2(2)(d)</sup>
A-1 Agricultural	This district is intended to provide for the continuation of general farming and related activities in those areas best suited for such development; and to prevent the untimely and uneconomical scattering of residential, commercial, or industrial development into such areas.	with public sewer 5 acres shorelands- backlots 5 acres outside shorelands 5 acres
C-1 Commercial	This district is intended to provide for the orderly and attractive grouping, at appropriate locations, of retail stores, shops, offices and similar commercial establishments.	with public sewer 10,000 ft <sup>2(1)</sup> shorelands- backlots 20,000 ft <sup>2(2)</sup> outside shorelands 20,000 ft <sup>2(2)</sup>
I-1 Industrial	This district is intended to provide for manufacturing and industrial operations which, on the basis of actual physical and operational	with public sewer 1 acre

<sup>a</sup> Unclassified shorelines

<sup>b</sup> Minimum protection classified shorelines

<sup>c</sup> Moderate protection classified shorelines

<sup>d</sup> Maximum protection classified shorelines

<sup>(1)</sup> Minimum for one-family dwellings; add 5,000 square feet for each additional unit over one.

<sup>(2)</sup> Plus any additional area required by Wis. Adm. Code Comm. 85.



	Description	Required Lot Area
	characteristics, would not be detrimental to surrounding areas by reason of smoke, noise, dust, odor, traffic, physical appearance or similar factors relating to public health, welfare and safety.	shorelands- backlots 1 acre outside shorelands 1 acre
F-1 Forestry	This district provides for the continuation of forest programs and related uses in those areas best suited for such activities. It is intended to encourage forest management programs and also to recognize the value of the forest as a recreational resource by permitting as a conditional use certain recreational activities which when adequately developed, are not incompatible to the forest.	with public sewer 10 acres shorelands- backlots 10 acres outside shorelands 10 acres
W-1 Resource Conservation	This district is intended to be used to prevent destruction of natural or man-made resources and to protect water courses including the shorelands of navigable waters, and areas which are not adequately drained, or which are subject to periodic flooding, where developments would result in hazards to health or safety, would deplete or destroy resources; or be otherwise incompatible with the public welfare.	N/A
SP Shoreland Protection (Overlay District)	This district provides for the protection waters and shorelands, and for safe and orderly shoreland development in Douglas County. The intent is to further the maintenance of safe and healthful conditions; prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, placement of structures and uses, and to preserve shore cover and natural beauty. The district includes all lands in the unincorporated areas of the county within the following distance from the normal high water elevation of navigable water; 1,000 feet from a lake, pond, or flowage, and 300 feet from a river or stream or to the landward side of a floodplain whichever distance is greater.	See SHORELANDS CLASS DEVELOPMENT STANDARDS
PUD Planned Unit Development	The PUD District is intended to provide for large-scale residential or residential-recreational development. This district shall have no definite boundaries until such are approved by the county board on the recommendation of the Zoning Committee in accordance with procedures prescribed for zoning amendments by Wisconsin Statutes, Section 59.97. Plans for the proposed development shall be submitted in duplicate, and shall show the location, size, and proposed use of all structures and land included in the areas involved.	Single area of at least 5 acres, Each residential building and lot in the district must conform to the R-1 District requirements and each commercial building and lot must conform to the C-1 District requirements.





The following table identifies the area of the county in each of the nine zoning categories. As is evidenced in **Table 8.9**, F-1 forestry is the largest zoning district in Douglas County, followed by A-1 Agriculture and the combined residential zoning designations. Zoning District statistics for the Town of Oakland are shown in Table 8.10.

**Table 8.9: Douglas County Zoning Districts (for unincorporated areas only)**

Zoning District	Name	Acres	Percent of County	Number of Parcels	Average Parcel Size
A-1	Agricultural	165,095	21.08%	11,749	14.1
C-1	Commercial	2,477	0.32%	751	3.3
F-1	Forestry	535,262	68.34%	21,700	24.7
I-1	Industrial	1,074	0.14%	645	1.7
R-1	Residential	6,028	0.77%	1331	4.5
R-2	Residential	40,562	5.18%	9,606	4.2
PUD	Planned Unit Dev.	75	0.01%	2	37.4
RR-1	Recreational-Residential	24,319	3.11%	6,565	3.7
W-1	Resource Conservation	8,297	1.06%	1521	5.5

Source: Douglas County Zoning Department

**Table 8.10: Zoning District Statistics, Town of Oakland**

Zoning District	Name	Acres	Percent of Town	Number of Parcels	Average Parcel Size
A-1	Agricultural	12,845.2	31.91%	592	21.7
C-1	Commercial	74.9	0.19%	15	5.0
F-1	Forestry	24,277.1	60.31%	536	45.3
I-1	Industrial	0.0	0.00%	0	0.0
PUD	Planned Unit Dev.	0.0	0.00%	0	0.0
R-1	Residential	882.2	2.19%	97	9.1
R-2	Residential	1,513.5	3.76%	106	14.3
RR-1	Recreational-Residential	505.6	1.26%	430	1.2
W-1	Resource Conservation	127.0	0.32%	4	31.8

Source: Douglas County Zoning Department



**Zoning changes**

By following the changes in zoning—by charting the rezoning from one district category to another—it can be revealed where significant land use changes are occurring. Numerous rezones in a single town may suggest a significant change in land use activity which requires a zoning change or may also reflect the inadequacy of the zoning regulation to respond to existing or developing land use activity. **Table 8.11** illustrates the number of re-zones granted in each of the unincorporated units of the county from January 1990 to December of 2007.

**Table 8.11: Re-zones Granted in the Unincorporated Towns: 1990-2007**

Unincorporated Towns	January 1990- June 1999	July 1999- December 2007	Total
Amnicon	16	15	31
Bennett	5	11	16
Brule	10	7	17
Cloverland	0	2	2
Dairyland	7	10	17
Gordon	14	19	33
Hawthorne	14	7	21
Highland	4	8	12
Lakeside	3	4	7
Maple	4	13	17
<i>Oakland</i>	<i>10</i>	<i>11</i>	<i>21</i>
Parkland	8	9	17
Solon Springs	19	21	40
Summit	10	23	33
Superior	19	35	54
Wascott	19	17	36

Source: Calculated from Douglas County Zoning Department Data

As is shown in **Table 8.11** above, the largest numbers of rezone requests were granted in the Towns of Superior, Solon Springs, Wascott, Gordon, and Amnicon. These municipalities have also been identified (see Population & Demographics and Housing chapters of this plan) as experiencing increasing population and residential development. Between 1999 and 2007, the majority of parcel rezones for residential purposes involved a transition from F-1 Forestry (35) or C-1 Commercial (17) to a residential zoning district. Rezones to commercial zoning largely involved the transition of existing residential zoning (14), A-1 Agricultural (11) or F-1 Forestry (5) to C-1 Commercial. **Table 8.12** depicts petitions granted by zoning district for the unincorporated municipalities in Douglas County.



**Table 8.12: Zoning Petitions Granted by Zoning District, 1999-2007**

MCD	ZONED FROM	ZONED TO											
		A-1	C-1	C-1/A-1	F-1	I-1	NON S/L W/L	NON W/L	PUD	R-1	R-1/R-2	R-2	RR-1
T. Amnicon	A-1		3										
	C-1					1							
	F-1	1								3		2	
	R-1	1										1	
	R-1 & F-1					1							
	R-1/F-1	1		1									
TOTAL		3	3	1		2				3		3	
T. Bennett	C-1												1
	F-1	4											
	R-2	3	1							1			
	R-2 & F-1	1											
TOTAL		8	1							1			1
T. Brule	A-1		1										1
	F-1	2										1	
	R-1	1											
	R-2								1				
TOTAL		3	1					1				1	1
T. Cloverland	F-1	1											1
TOTAL		1											1
T. Dairyland	C-1									1			
	F-1	4										1	
	R-1		1										
	R-2		1		2								
TOTAL		4	2		2					1		1	
T. Gordon	A-1												1
	A-1 & F-1												1
	C-1	1								2			
	F-1	4								2		2	1
	F-1/RR-1	1											
	I-1	1											
	R-2		1		1								
RR-1									1				
TOTAL		7	1		1					5		3	2
T. Hawthorne	F-1	5											
	R-2		1			1							
TOTAL		5	1			1							
T. Highland	F-1	2	1										2
	R-2	1			1								
	S/L W/L						1						
TOTAL		3	1		1		1						2
T. Lakeside	A-1		1		1								
	F-1	1										1	
TOTAL		1	1		1							1	
T. Maple	C-1									4			
	F-1	6								1			
	R-1	1	1										
TOTAL		7	1							5			
T. Oakland	F-1	9											1
	W/L								1				
TOTAL		9							1				1



MCD	ZONED FROM	A-1	C-1	C-1/A-1	F-1	I-1	NON S/L W/L	NON W/L	PUD	R-1	R-1/R-2	R-2	RR-1
T. Parkland	A-1		1			1							
	C-1											1	
	F-1	1											
	R-2	1	3							1			
TOTAL		2	4			1				1		1	
T. Solon Springs	A-1		3							2			
	C-1	1										1	
	F-1	2	1									2	
	F-1/R-2										1		
	R-1		1		1								
	R-2	1			1					2			1
	R-2/F-1												1
TOTAL		4	5		2				4	1	3	2	
T. Summit	A-1					1							
	C-1	2								1		2	1
	F-1	6										4	
	R-2	2	2							1			
	RR-1		1										
TOTAL		10	3			1			2		6	1	
T. Superior	A-1		2							2			
	C-1									2		1	
	F-1	10	2							1		2	
	I-1											1	
	R-2	2											1
	W-1	3			1					1		4	
TOTAL		15	4		1				6		8	1	
T. Wascott	F-1	5	1									5	3
	R-1		1										
	R-2				1								
	RR-1									1			
TOTAL		5	2		1				1		5	3	
Douglas County	A-1		6		1	2				2		1	1
	A-1 & F-												1
	C-1	3				1				5		4	2
	F-1	16	4							4		11	3
	F-1/R-2										1		
	F-1/RR-1	1											
	I-1	1										1	
	R-1	3	4		1							1	
	R-1 & F-					1							
	R-1/F-1	1		1									
	R-2	6	6		5	1			1	4			2
	R-2 & F-	1											
	R-2/F-1												1
	RR-1		1							2			
S/L W/L						1							
W/L							1						
W-1	1			1					1		1		
TOTAL		33	21	1	8	5	1	1	1	18	1	19	10

Source: Calculated from Douglas County Zoning Department Data



Rezoning Trends

Table 8.12 depicts zoning changes (rezones) by municipality occurring between 1999 and 2007. Of the 119 total rezones, 33 (27.7%) were rezones to A-1 Agriculture from other zoning districts, most commonly F-1 Forestry. At first glance this trend appears to run contrary to the decline in agriculture implied by the tax assessment statistics. However, it is likely that these changes actually reflect conversion for purposes of residential development as the A-1 district (5 acre minimum) has a smaller minimum lot size than F-1 district (10 acre minimum). Countywide, there were only four zoning changes from A-1 to residential zoning districts (R-1, R-2, RR-1), suggesting that the

conversion of existing agricultural land to residential land was limited during this period.

Shoreland Zoning

The Douglas County shoreland zoning ordinance establishes development standards for lands adjacent to shorelands. These standards are based on the Douglas County Lakes and Rivers Classification System, which groups surface waters into separate classes based on their sensitivity to development impacts, while recognizing existing levels of development. Using a three-tiered classification system, surface waters were designated as class 1,2 or 3, with class 3 lakes (along with rivers & streams) having the most restrictive development standards.

Table 8.13: Douglas County Shoreland Class Development Standards – Dimensional Requirements<sup>a</sup>

Table with 7 columns: Lakes Classification, Lot Size, For Each Single Family Dwelling Unit Lot Width, Shoreline Setback, Lot Depth, Vegetation Removal, Side Yard Setback for all Structures. Rows include Class 1, Class 2, Class 3, and Rivers & Streams.

Source: Douglas County Zoning

<sup>a</sup> The Town of Wascott Lake Development Standards, when more restrictive, supersede the Douglas County Shoreland Development Standards.

<sup>b</sup> Two or Three Family Dwelling/Unit

<sup>c</sup> Brule, St. Croix, and Eau Claire Rivers have a 200' setback, Douglas County Shoreland Development Standards apply when more restrictive.



**Subdivision Regulation**

Douglas County adopted its Subdivision Control Ordinance in 1969. The ordinance regulates the division of land within all unincorporated areas of Douglas County in order to provide safe and orderly subdivision layouts. All land divisions of land under 10 acres are subject to the provisions of the ordinance. Surveys or plats are required for such subdivisions. Provisions are made for minimum lot sizes, access roads and other concerns such as floodplain, wetlands and topography.

The Town of Oakland currently does not have its own subdivision ordinance. Land divisions (under 10 acres) in the town are subject to the provisions of the Douglas County Subdivision Control Ordinance.

**Douglas County Floodplain Zoning Ordinance**

Douglas County adopted its floodplain zoning ordinance in August of 1994. Floodplain zoning affects all unincorporated areas of the county which lie within floodplains mapped on FEMA Floodplain Insurance Rate Maps. Douglas County villages and the City of Superior have their own zoning standards for floodplains.

**Local Zoning Authority**

The City of Superior and the Villages of Lake Nebagamon, Oliver, Solon Springs, Poplar and Superior are responsible for their own zoning enforcement and administration. Each community has its own zoning code with provisions specific to each community.

**Private Sewage Ordinance**

Douglas County's Private Sewage System Ordinance was adopted in 1980. The ordinance refers to Chapter 145 of the State Statutes and Administrative Code Comm. 83. These rules address proper siting, design, installation, inspection and maintenance of private sewage systems in order to protect public and environmental health and safety. The code requires that all dwellings be served by a state compliant sanitary system.

Private sewage system siting, design, installation, inspection and maintenance in the Town of Oakland is subject to the provisions of the Douglas County Private Sewage Ordinance.

**Non-Metallic Mining Reclamation Ordinance**

Chapter NR 135, Wis. Adm. Code, defines the standards for reclamation and restoration of state nonmetallic mining operations. By law, each Wisconsin county (except Milwaukee County) is required to enact an ordinance and administer a program that regulates the reclamation of nonmetallic mining sites. Douglas County adopted its Non-metallic Mining Reclamation Ordinance in June of 2001. Conditional-Use Permits are required for all nonmetallic mining operations in the county.

The reclamation of nonmetallic mining sites in the Town of Oakland is regulated under the Douglas County Non-Metallic Mining Reclamation Ordinance.



EXISTING LAND USE

Existing Land Use Map

Current land uses in Douglas County were identified through photographic interpretation, field reconnaissance and consultation with the local units of government. Land uses were classified using categories depicted in Figure 8.1. Existing land use in Douglas County is shown in Map 8.3.

Figure 8.13: Existing Land Use Categories





**Table 8.14: Existing Land Use, Towns**

	Agriculture	Commercial	Extraction	Forest - Harvested	Forest Roads & Trails	Govt./ Institution	Hydrologic Feature	Impervious Surface	Industrial	Forest	Parks and Rec.	Residential	Structure	Transition Lands	Transport.	Transport. (Driveway)	Utilities
<b>Anmicon</b>	5,360.1	43.4	116.1	2,505.3	4.2	2.0	150.0	2.8	11.3	13,044.2	802.5	719.7	49.6	1,222.0	928.2	49.4	0.2
<b>Bennett</b>	623.8	27.9	0.0	3,949.6	35.9	81.5	493.2	1.6	0.0	23,931.4	7.2	611.6	27.1	332.8	560.2	39.9	177.4
<b>Brule</b>	3,275.0	6.9	0.0	3,142.8	35.9	5.5	281.7	5.4	42.1	26,436.7	464.5	520.9	31.1	511.8	732.0	45.2	211.1
<b>Cloverland</b>	5,200.7	0.0	0.0	4,415.5	10.4	5.0	112.7	0.4	0.0	18,100.0	0.0	310.4	18.1	816.0	531.4	21.4	0.0
<b>Dairyland</b>	765.1	11.7	0.0	3,419.0	159.3	45.8	502.4	0.4	30.7	83,534.5	48.0	369.4	20.6	79.7	874.4	36.6	104.8
<b>Gordon</b>	716.1	39.8	15.7	8,685.8	236.6	28.1	3,950.7	6.7	0.0	84,472.9	100.6	620.3	49.1	172.0	1,401.2	83.4	123.6
<b>Hawthorne</b>	552.6	72.0	94.6	2,735.4	29.8	39.9	355.6	10.4	0.0	23,548.9	162.8	826.9	41.7	317.8	594.0	62.2	85.3
<b>Highland</b>	136.8	48.3	1.9	10,245.9	140.7	9.7	1,107.8	12.9	0.0	36,822.0	0.1	227.3	20.2	94.3	1,031.6	35.6	0.0
<b>Lakeside</b>	4,171.2	0.0	0.0	1,439.4	4.9	11.3	182.4	0.0	0.0	16,548.1	0.0	607.9	30.6	1,831.8	517.0	35.1	139.8
<b>Maple</b>	4,861.2	3.1	20.0	1,396.8	14.9	28.5	11.1	5.0	0.0	12,156.0	5.4	647.7	33.6	691.3	455.8	31.6	166.5
<b>Oakland</b>	2,578.3	24.1	161.2	7,280.1	63.5	49.4	732.2	0.4	8.1	27,115.4	8.4	833.0	48.1	1,840.6	534.0	53.9	238.7
<b>Parkland</b>	3,247.1	38.2	27.6	1,363.3	7.5	35.1	14.6	1.4	137.1	15,064.9	7.2	804.2	44.9	1,023.5	538.1	33.4	328.2
<b>Solon Springs</b>	746.0	53.6	65.6	7,336.6	157.1	18.4	1,012.0	10.5	0.0	42,541.7	62.1	561.6	49.5	104.8	1,048.8	56.8	235.5
<b>Summit</b>	3,048.8	49.6	15.0	16,369.0	120.9	342.9	770.9	1.7	0.0	71,006.3	50.4	868.1	50.9	677.5	965.3	58.0	0.0
<b>Superior</b>	7,985.2	195.1	280.6	3,029.3	13.2	137.9	1,206.3	14.1	0.0	49,470.7	0.0	1,853.1	105.4	2,794.7	1,080.1	92.4	679.4
<b>Wascott</b>	384.7	93.1	0.0	6,216.0	281.1	4.6	5,536.4	3.9	0.0	74,926.4	0.0	691.7	69.6	105.6	1,621.9	104.1	243.5
<b>TOTAL</b>	43,652.7	706.8	798.3	83,529.8	1,315.9	845.6	16,420.0	77.6	229.3	618,720.1	1,719.2	11,073.8	690.1	12,616.2	13,414.0	839.0	2,734.0





**LAND SUPPLY**

Providing an adequate supply of developable land is critical to accommodate projected growth, promote and sustain economic development and to build strong and prosperous communities. Wisconsin’s comprehensive planning legislation (§66.1001) requires that plan’s contain projections, in 5-year increments, of future residential, agricultural, commercial and industrial land uses. Communities (and counties) must also allocate sufficient land to accommodate projected future growth.

Undeveloped lands and redevelopment lands are subject to a wide array of potential “limiting factors” which may preclude certain land use practices. These factors may limit development options or completely exclude the subject lands from future development. It is important that development constraints be considered throughout the planning process and in the future as development proposals are brought before the Planning Commission. Below is a summary of development factors that have been identified in the planning area.

**Environmental Factors**

Environmental factors must be closely analyzed when considering future use and development. Factors such as natural drainage patterns, steepness of slopes, soil conditions, hydrography and wetlands or the presence of floodplains may severely restrict or prohibit development. The maps contained in the **Natural, Agricultural & Cultural Resources Element** should serve as a general guide to aid the county in broad-area land use planning. While detailed, these maps do not provide sufficient data to make individual site suitability determinations with regard to environmental factors. Site reconnaissance data and mapping coupled with assessments made by qualified

professionals should be used to determine individual suitability.

The rationale for consideration of environmental concerns is two-fold. First, these factors may pose serious risks to health and safety (i.e. home to close to floodplain or failing coastal bluff). By incorporating a “designing with nature” approach to development policies and by avoiding sensitive natural features, risks to health and safety can be minimized. Second, sensitive environmental resources such as wetlands, floodplains and undeveloped forestlands are an important component of the ecological landscape of Douglas County. Ensuring the continued vitality of these resources preserves the natural benefits these resources provide, including clean air and water, flood control, contaminant attenuation and the preservation of groundwater quality and quantity. Protecting sensitive natural features also promotes plant and animal diversity, preserves critical habitat and yields may social and aesthetic benefits to people.

**Map 8.4** shows various environmental factors which may inhibit growth and reveals an estimate of remaining land in Douglas County with development potential. The map depicts the variables that inhibit or prevent new development from taking place. These areas include industrial forest lands, lands already developed, public lands where developments are prohibited, wetlands, existing developed lands and roads, steep slopes (greater than 20 .%), open water, and lands within the required setback distances of lakes and streams. Floodplains must also be considered constraints to future land development; however, this data is not currently available in a GIS-ready digital format. The largest stretch of developable lands extends east to west across the northern third of the county along the Lake Superior clay plain and is coincident with the county’s identified prime agricultural lands



**Table 8.15: Development Constraints, Douglas County**

Municipality	Constrained (Acres)	Unconstrained (Acres)
City of Superior	9,453.9	17,199.7
Town of Amnicon	9,235.7	15,775.6
Town of Bennett	21,129.5	9,771.7
Town of Brule	23,763.7	11,985.0
Town of Cloverland	19,157.8	10,384.9
Town of Dairyland	74,731.7	15,270.9
Town of Gordon	83,209.4	17,493.3
Town of Hawthorne	17,286.1	12,243.7
Town of Highland	39,412.3	10,523.2
Town of Lakeside	9,609.0	15,911.4
Town of Maple	6,985.7	13,543.1
<i>Town of Oakland</i>	<i>26,270.6</i>	<i>15,298.7</i>
Town of Parkland	10,571.2	12,145.6
Town of Solon Springs	39,589.9	14,650.1
Town of Summit	74,416.0	19,979.3
Town of Superior	40,962.6	27,976.1
Town of Wascott	73,844.4	16,438.2
Village of Lake Nebagamon	4,255.1	4,922.6
Village of Oliver	411.8	908.0
Village of Poplar	942.6	6,693.5
Village of Solon Springs	446.8	845.5
Village of Superior	217.4	578.2
Douglas County	585,903.1	270,538.0

Source: NWRPC

Two or more barriers to development impact some areas of Douglas County. In these cases, the barrier that impedes development the most, or is most pressing is attributed to color data on the map (**Map 8.5**). For example, the wetlands on public lands are classed as wetlands and not public lands.

As is evidenced by the data in **Table 8.15**, about 1/3<sup>rd</sup> (31.6%) of the land base in Douglas County may available for development given present land use and existing barriers, regulations or

other restrictions. For the purposes of this statistical and spatial analysis, the assumption is made that the identified developable lands are available, when in fact; many of these properties are not available. The land holders of the areas identified may in fact have no desire to have these lands developed in anyway and are holding them for their use as wildlife habitat, forestry or timber harvest, recreational use, or aesthetic beauty. This further reduces the true percentage of developable land in the county.



**EXISTING DEVELOPMENT**

One of the foundational principals of Wisconsin’s comprehensive planning law is the promotion of development “efficiency.” This directly translates into siting new development in such as manner as to minimize development costs. Generally, the most cost effective method is to site new growth directly adjacent to existing growth in order to minimize road construction and servicing costs, utility extension costs and to promote an overall more compact and orderly development pattern. Other benefits of compact design include improved walkability, reduced demand for publicly funded greenspace, protection of water quality and wildlife habitat and agricultural, cultural or scenic resources. The existing spatial development pattern in Douglas County, like much of rural Wisconsin, is scattered and haphazard. Growth is most compact within the incorporated communities and the small rural hamlets which dot the landscape. The principal of compact design may run counter-intuitive to the rural mindset, which generally places more emphasis on less compact design and larger parcels. In these areas, alternative subdivision design methods such as conservation design subdivisions may be employed as a means to promote rural efficiency.

**Public Utility Access**

Public utilities include municipal water systems, wastewater treatment systems, stormwater management systems, and utilities such as natural gas, electrical, telephone, and cable service. In order to promote an efficient and cost-effective growth pattern, new development should be sited in areas where access to public utilities is available. Most of rural Douglas County is not served by public utilities. Rural residents generally rely on

private wells for potable water and private on-site wastewater treatment systems. **Table 2.12** in the **Housing Element** outlines the public wastewater utility systems currently available in Douglas County. It would be impractical to suggest a comprehensive expansion of public utilities into all rural areas of Douglas County, and cost-prohibitive. As a planning consideration, new development in incorporated communities should be sited in areas with existing services or in areas where expansion of services results in the lowest possible costs. The county should also continue to work with rural communities to explore options for the future development of rural sewer and water systems (sanitary districts) to serve areas of moderate to high development density, particularly near lakes and other areas with poor soil conditions.

**UNDEVELOPED LAND**

**Land prices**

Land prices are dictated by the real estate market, and the laws of supply and demand. Increasing the amount of available development land can press land costs downward, while decreasing the supply of development land can raise prices. Government regulation can impact the overall supply of developable land and, consequently influence land prices.

The market price of land depends upon many factors, which can vary significantly from one location to another. It is often difficult to generalize the market price of property within a large area, such as a county, due to the ‘location specific’ factors that dictate the price and by the fact that a limited number of properties are on the market at any given time.



**Table 8.16: Average Per Acre Cost of Undeveloped Rural Land (May 2008 MLS Listings), Douglas County**

Municipality	Average Cost per acre
Bennett	\$1,568
Brule	\$1,990
Cloverland	\$2,000
Dairyland	\$2,100
Gordon	\$2,902
Hawthorne	\$1,300
Lake Nebagamon	\$2,060
Maple	\$1,320
<i>Oakland</i>	\$1,748
Solon Springs	\$1,118
Parkland	\$1,904
Superior	\$1,038
Wascott	\$3,659
Countywide Average	\$1,834

As shown in **Table 8.16**, in May of 2008 undeveloped rural lands were selling at a countywide average of \$1,834 per acre. The costs of undeveloped shoreland lots were significantly higher, with some lots exceeding costs of \$2,500 per linear foot of frontage. Waterfront lots adjacent to streams and creeks were generally less costly.



LAND USE CONFLICTS

Land Use Compatibility	Low density residential	Medium density residential	High density residential	General commercial	Highway commercial	Government/institutional	Utilities	Rural residential	Light industrial	Heavy industrial	Agriculture
Low density residential	●										
Medium density residential	●	●									
High density residential	●	●	●								
General commercial	●	●	●	●							
Highway commercial	●	●	●	●	●						
Government/institutional	●	●	●	●	●	●					
Utilities	●	●	●	●	●	●	●				
Rural residential	●	●	●	●	●	●	●	●			
Light industrial	●	●	●	●	●	●	●	●	●		
Heavy industrial	●	●	●	●	●	●	●	●	●	●	
Agriculture	●	●	●	●	●	●	●	●	●	●	●

● Generally compatible  
 ● Compatible only if impacts can be mitigated  
 ● Generally incompatible

One of the challenges in land use planning is providing for a harmonious mix of diverse land uses, while avoiding land use conflict. Conflicts between uses arise when use in one area interfere with the uses in another. In some cases, these conflicts may be minor annoyances, but in other situations, land use conflicts can pose threats to health and safety. Examples of common land use conflicts include situations where residential land use directly abuts areas of agricultural use, or when an industrial area is constructed near residential development. It is often desirable to reduce land use conflicts through the use of “buffer zones”, or zones of transition between disharmonious land uses. The buffer concept is

widely recognized as an effective tool to reduce the potential for conflict, and is fairly easily implemented through the modification of the local zoning code. The use of this tool is particularly well suited for reducing potential conflict between residential and industrial development. In this situation, a buffer would provide for a mix of light industry and commercial as a transition to residential.

Another type of conflict arises when there is shared planning authority within overlapping jurisdictional boundaries. In Douglas County, the potential for this type of conflict is greatest where city and village planning areas overlap with the unincorporated towns. Both entities involved can essentially plan for the future development extraterritorial area. Conflicts may arise over issues such as annexation of town lands, development in the agricultural/residential interface, development density or the extension of municipal services. Conflicts may also arise as incorporated communities review and deny proposed subdivisions within extraterritorial plat review areas (Wis. Stat. § 236.10(1)(b)2), which may restrict residential development in the town.

The Town of Oakland has worked diligently throughout the comprehensive planning process to reduce the potential for land use conflicts. The Town will continue to work with property owners, adjoining governmental units and Douglas County to reduce the potential for future conflict. Should conflicts arise; the town will use all means at its disposal to seek a fair and equitable solution.



**Contaminated Sites**

The Wisconsin Department of Natural Resources Bureau of Remediation and Redevelopment Tracking System (BRRTS) provides information about contaminated properties and other activities related to the investigation and cleanup of contaminated soil or groundwater in Wisconsin. Table 8.17 reveals a comprehensive inventory of contaminated properties and activities in Douglas County. Additional data about these sites can be obtained through the online BRRTS system database at

<http://www.dnr.state.wi.us/org/aw/rr/brrts/index.htm>.

**Table 8.17: Contaminated Properties and Other Activities Related to the Investigation and Cleanup of Contaminated Soil or Groundwater in Douglas County (BRRTS Database)**

Municipality	Abandoned Container	Environmental Repair	General Property Information	Leaking Underground Storage Tank	No Action Required	Removed	Spill	Liability Exemption	Grand Total
T. Amnicon		1		6	1		4		<b>12</b>
T. Bennett		1		3	2		3		<b>9</b>
T. Brule	1	3		9	4		4		<b>21</b>
T. Cloverland				3			1		<b>4</b>
T. Dairyland		1		5	1				<b>7</b>
T. Gordon		2		12	10		10		<b>34</b>
T. Hawthorne		5		6	2		8		<b>21</b>
T. Highland					1				<b>1</b>
T. Maple		2		8	3		2		<b>15</b>
<i>T. Oakland</i>							2		<b>2</b>
T. Parkland		2		5			9		<b>16</b>
T Superior <sup>a</sup>							3		<b>3</b>
T. Summit	1	3		5	1		4		<b>14</b>
T. Wascott	1			3	2		6		<b>12</b>
V. L. Nebagamon		2	1	9	8		2		<b>22</b>
V. Poplar		3		7	1	1	6		<b>18</b>
Solon Springs <sup>b</sup>		6	2	11	6		20		<b>45</b>
Superior <sup>c</sup>	5	166	10	191	42	9	593	6	<b>1,022</b>
Unknown							12		<b>12</b>
<b>Grand Total</b>	<b>8</b>	<b>197</b>	<b>13</b>	<b>283</b>	<b>84</b>	<b>10</b>	<b>689</b>	<b>6</b>	<b>1,290</b>

**DATA SOURCE:** WDNR BUREAU FOR REMEDIATION AND REDEVELOPMENT TRACKING SYSTEM

BRRTS data was extracted on 5/12/09. Data records were sorted manually to remove errant information (i.e. site located in another county). Data records referring to place names (i.e. South Range, Allouez or Foxboro) were manually reviewed and sorted to associate activities with the proper minor civil division.

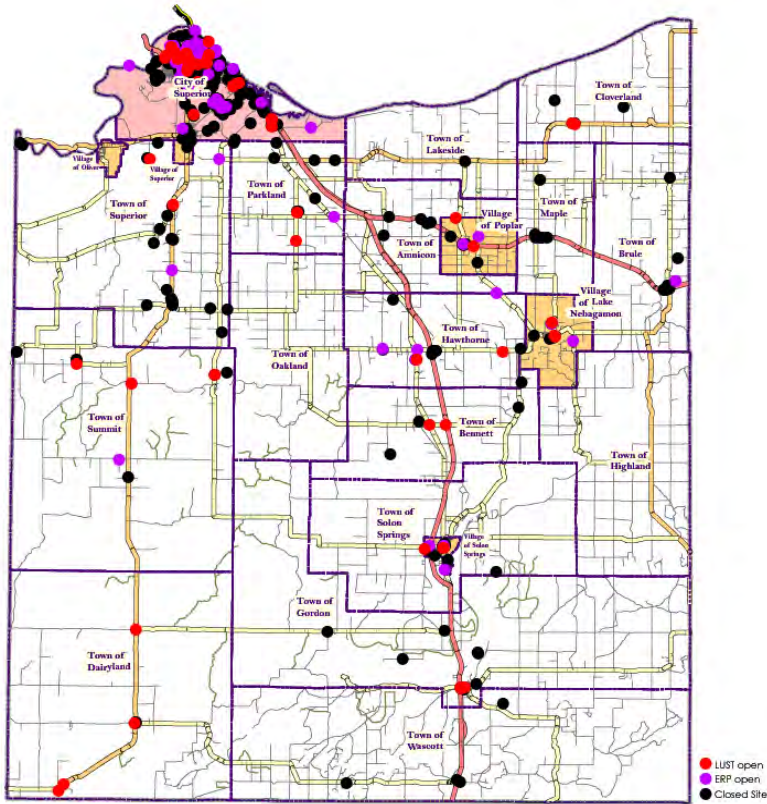
<sup>a</sup> Sites determined to exist in the Town of Superior via BRRTS web query and data sorting

<sup>b</sup> Includes sites located within the Town and Village of Solon Springs

<sup>c</sup> Includes sites located within the Town and Village of Superior



Figure 8.14: Contaminated and Cleaned Up Sites



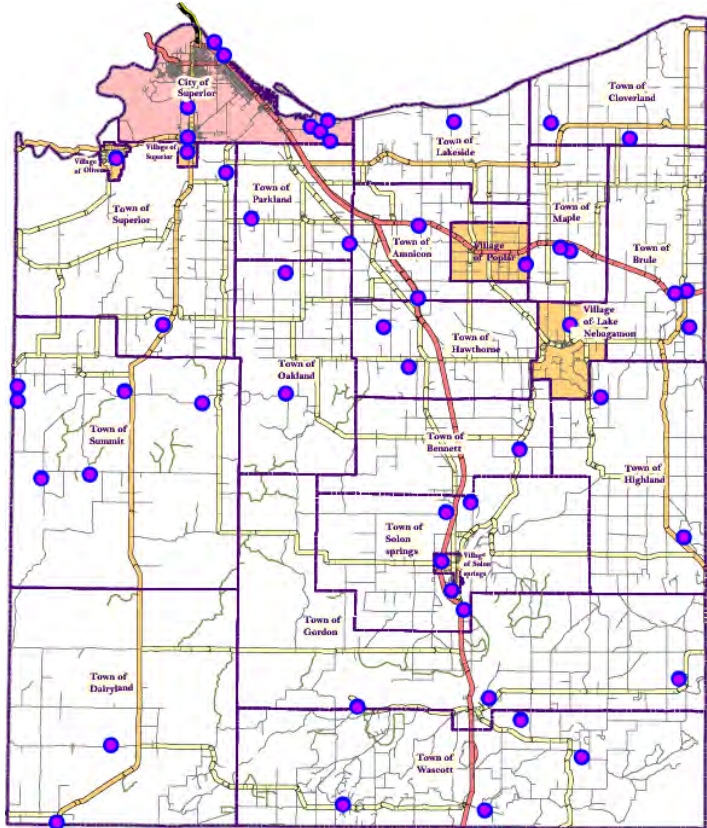
The Wisconsin Department of Natural Resources Remediation & Redevelopment (RR) Program is an environmental cleanup program, designed to assist in the investigation, cleanup and redevelopment of contaminated properties in Wisconsin. Contaminated sites include leaking underground storage tanks (LUST) sites, which have contaminated soil and/or groundwater with petroleum and Environmental Repair (ERP) sites, which are sites other than LUSTs that have contaminated soil and/or groundwater. Open sites are contaminated sites in need of cleanup or where cleanup is still underway. Closed sites are those that have completed all cleanup requirements and have received a case closure letter from DNR or spills that require no further cleanup. RR Program data is a subset of the more comprehensive BRTTS system database. As of May 2008, there were 125 open sites (68 ERP, 57 LUST), and 332 closed sites (110 ERP, 222 LUST) in Douglas County. **Figure 8.14** displays the contaminated and cleaned up sites in Douglas County. According to the RR data, there are no LUST or ERP sites in the Town of Oakland.



**Closed Landfills**

The Wisconsin Department of Natural Resources publishes a registry of known waste disposal sites in Wisconsin. The registry was created by the WDNR to serve as a comprehensive listing of all sites where solid or hazardous wastes have been or may have been deposited. Inclusion of a site on the registry is not intended to suggest that environmental problems have occurred, are occurring, or will occur in the future. The registry identifies 2 former landfill sites in the Town of Oakland.

**Figure 8.15: Closed Landfills**







**LAND DEMAND**

Land demand projections attempt to identify future land needs based on current or anticipated trends. These estimates are based on several assumptions which are discussed under each of the relevant sections. Factors which could cause deviation from projected land demand include, but are not limited to;

- Increase or decrease in average lot sizes
- Unforeseen changes in demographic variables such as population changes or changes in the average household size
- Economic variables, including land prices
- Development policies and regulations
- Physical determinants (land supply)
- Changing social or cultural values
- Transportation system improvements
- Utility access

Wisconsin’s comprehensive planning statutes require that the plan contain projections based on the plan’s background information for 20 years, in 5–year increments, of future

residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based.

**Tables 8.18** through **8.21** depict the forecast land demand for residential, commercial, industrial and manufacturing land uses through 2030.

**Residential Land Demand**

Residential land demand forecasts are presented using two models. The first depicts forecast residential land demand based on projected population. This method assumes a proportional relationship between population and land acreage required for housing development. The second depicts demand forecasts based on the projected number of housing units. Both models assume an average residential parcel size based on calculations derived from the 2008 land use inventory. It must be understood that that these figures are merely estimates which are subject to numerous variables that may change over time.



**Table 8.18: Forecast Residential Land Demand, Towns**

				<i>Forecast Demand (Acres)</i>				
RESIDENTIAL LAND DEMAND	Town	2008 Acres	Method	2010	2015	2020	2025	2030
	Amnicon	769	Population-Based	857	902	947	987	993
			Housing-Based	804	891	978	1,063	1,152
	Bennett	639	Population-Based	715	754	793	828	833
			Housing-Based	658	707	756	807	856
	Brule	552	Population-Based	614	647	679	708	712
			Housing-Based	572	623	671	722	771
	Cloverland	329	Population-Based	325	323	321	318	319
			Housing-Based	399	438	477	520	559
	Dairyland	390	Population-Based	371	361	350	340	342
			Housing-Based	405	442	477	511	548
	Gordon	669	Population-Based	785	844	903	957	962
			Housing-Based	701	781	860	940	1,019
	Hawthorne	869	Population-Based	927	958	987	1,012	1,018
			Housing-Based	906	1,000	1,094	1,189	1,283
	Highland	248	Population-Based	302	330	358	384	386
			Housing-Based	261	295	331	365	400
	Lakeside	639	Population-Based	683	706	729	748	752
			Housing-Based	665	731	800	866	934
	Maple	681	Population-Based	704	717	729	737	741
Housing-Based			702	753	804	859	910	
Oakland	881	Population-Based	904	958	1,012	1,059	1,065	
		Housing-Based	912	989	1,067	1,144	1,222	
Parkland	849	Population-Based	820	807	792	774	779	
		Housing-Based	869	920	971	1,019	1,070	
Solon Springs	611	Population-Based	731	793	855	912	918	
		Housing-Based	641	714	788	863	937	
Summit	919	Population-Based	956	976	995	1,009	1,015	
		Housing-Based	948	1,016	1,087	1,159	1,230	
Superior	1,958	Population-Based	2,151	2,252	2,351	2,437	2,451	
		Housing-Based	2,025	2,192	2,359	2,530	2,697	
Wascott	761	Population-Based	917	997	1,076	1,150	1,157	
		Housing-Based	791	865	939	1,013	1,087	
Towns	<b>11,764</b>	Population-Based	<b>12,762</b>	<b>13,324</b>	<b>13,874</b>	<b>14,360</b>	<b>14,442</b>	
		Housing-Based	<b>12,260</b>	<b>13,358</b>	<b>14,459</b>	<b>15,569</b>	<b>16,675</b>	

Source: Northwest Regional Planning Commission

**Commercial Land Demand**



In terms of acreage commercial land represents a small portion of rural Douglas County's overall land base, but is an important part of the overall tax base. Commercial development provides access to goods and services in the rural areas and employment opportunities for rural residents. Although this plan is not a comprehensive retail market analysis, it is important to provide adequate commercial land to meet future market needs. Because rural commercial development draws in customers from a broad radius, it is extremely challenging to accurately estimate future demand. The first method used to estimate future commercial land demand assumes a population service relationship and relates commercial growth to population forecasts. This model assumes that the absolute amount of commercial land per person will remain the same and that future commercial growth will occur in response to growth in population. The second method, presented for comparative purposes, assumes that commercial development is directly proportional to residential growth. This model is based on the 2008 ratio of commercial to residential land use derived from the land use inventory.



**Table 8.19: Forecast Commercial Land Demand, Towns**

				Forecast Demand (Acres)				
COMMERCIAL LAND DEMAND	Town	2008 Acres	Method	2010	2015	2020	2025	2030
	Amnicon	43	Service Area Relationship	44	46	49	51	51
			Residential Relationship	48	51	53	56	56
	Bennett	28	Service Area Relationship	30	32	33	35	35
			Residential Relationship	31	33	35	36	36
	Brule	7	Service Area Relationship	7	7	8	8	8
			Residential Relationship	8	8	8	9	9
	Cloverland	0	Service Area Relationship	0	0	0	0	0
			Residential Relationship	0	0	0	0	0
	Dairyland	12	Service Area Relationship	10	10	10	9	10
			Residential Relationship	11	11	11	10	10
	Gordon	40	Service Area Relationship	41	44	47	50	50
			Residential Relationship	47	50	54	57	57
	Hawthorne	72	Service Area Relationship	77	80	82	84	85
			Residential Relationship	77	79	82	84	84
	Highland	48	Service Area Relationship	53	58	63	67	68
			Residential Relationship	59	64	70	75	75
	Lakeside	0	Service Area Relationship	0	0	0	0	0
			Residential Relationship	0	0	0	0	0
	Maple	3	Service Area Relationship	3	3	3	3	3
Residential Relationship			3	3	3	3	3	
Oakland	24	Service Area Relationship	26	27	29	30	30	
		Residential Relationship	25	26	28	29	29	
Parkland	38	Service Area Relationship	35	34	33	33	33	
		Residential Relationship	37	36	36	35	35	
Solon Springs	54	Service Area Relationship	57	62	66	71	71	
		Residential Relationship	64	70	75	80	80	
Summit	50	Service Area Relationship	50	51	52	53	53	
		Residential Relationship	52	53	54	54	55	
Superior	195	Service Area Relationship	195	204	213	221	222	
		Residential Relationship	214	224	234	243	244	
Wascott	93	Service Area Relationship	101	110	118	126	127	
		Residential Relationship	112	122	132	141	141	
<b>Towns</b>	<b>706</b>	Service Area Relationship	<b>729</b>	<b>768</b>	<b>807</b>	<b>842</b>	<b>847</b>	
		Residential Relationship	<b>788</b>	<b>831</b>	<b>873</b>	<b>912</b>	<b>917</b>	

Source: Northwest Regional Planning Commission

**Industrial Land Demand**



Industrial development within the rural areas of Douglas County is limited as most towns lack the infrastructure needed to support traditional industrial development. Access to transportation resources and facilities is also limited in the rural areas of the county. Rural industrial use is dominated by 'extractive' enterprises such as gravel pits and quarries and not heavy industry. Industrial land use is less closely linked to population than commercial land use, thus are very difficult to accurately forecast. Nonetheless, the relationship between population and industrial service areas can be used to estimate future industrial land demand. A residential to industrial ratio model is also presented for comparative purposes.



**Table 8.20: Forecast Industrial Land Demand, Towns**

	Town	2008 Acres	Method	Forecast Demand (Acres)				
				2010	2015	2020	2025	2030
INDUSTRIAL LAND DEMAND	<i>Amnicon</i>	127	<i>Population Relationship</i>	129	136	143	149	150
			<i>Service Area Relationship</i>	142	149	157	163	164
	<i>Bennett</i>	0	<i>Population Relationship</i>	0	0	0	0	0
			<i>Service Area Relationship</i>	0	0	0	0	0
	<i>Brule</i>	42	<i>Population Relationship</i>	43	46	48	50	50
			<i>Service Area Relationship</i>	47	49	52	54	54
	<i>Cloverland</i>	0	<i>Population Relationship</i>	0	0	0	0	0
			<i>Service Area Relationship</i>	0	0	0	0	0
	<i>Dairyland</i>	31	<i>Population Relationship</i>	27	26	26	25	25
			<i>Service Area Relationship</i>	29	28	28	27	27
	<i>Gordon</i>	16	<i>Population Relationship</i>	16	17	19	20	20
			<i>Service Area Relationship</i>	18	20	21	22	23
	<i>Hawthorne</i>	95	<i>Population Relationship</i>	102	105	108	111	112
			<i>Service Area Relationship</i>	101	104	108	110	111
	<i>Highland</i>	2	<i>Population Relationship</i>	2	2	2	3	3
			<i>Service Area Relationship</i>	2	3	3	3	3
	<i>Lakeside</i>	0	<i>Population Relationship</i>	0	0	0	0	0
			<i>Service Area Relationship</i>	0	0	0	0	0
	<i>Maple</i>	20	<i>Population Relationship</i>	20	20	21	21	21
			<i>Service Area Relationship</i>	21	21	21	22	22
	<i>Oakland</i>	169	<i>Population Relationship</i>	180	191	201	211	212
			<i>Service Area Relationship</i>	174	184	194	203	205
	<i>Parkland</i>	165	<i>Population Relationship</i>	149	147	144	141	142
			<i>Service Area Relationship</i>	159	156	154	150	151
	<i>Solon Springs</i>	76	<i>Population Relationship</i>	81	88	94	101	101
			<i>Service Area Relationship</i>	91	99	106	114	114
	<i>Summit</i>	15	<i>Population Relationship</i>	15	16	16	16	16
			<i>Service Area Relationship</i>	16	16	16	16	17
<i>Superior</i>	281	<i>Population Relationship</i>	280	293	306	317	319	
		<i>Service Area Relationship</i>	308	323	337	349	351	
<i>Wascott</i>	0	<i>Population Relationship</i>	0	0	0	0	0	
		<i>Service Area Relationship</i>	0	0	0	0	0	
	<b>Towns</b>	<b>1,038</b>	<i>Population Relationship</i>	<b>1,045</b>	<b>1,087</b>	<b>1,128</b>	<b>1,164</b>	<b>1,171</b>
			<i>Service Area Relationship</i>	<b>1,108</b>	<b>1,153</b>	<b>1,196</b>	<b>1,234</b>	<b>1,242</b>

Source: Northwest Regional Planning Commission

**Agricultural Land Demand**



Agriculture is the second most dominant use within Douglas County’s rural landscape. Only forestlands encumber more total acreage. As noted previously in this chapter, agriculture in Douglas County has been declining over the past 20 years. Historic trends derived from assessment statistics were used to estimate future agricultural land demand.

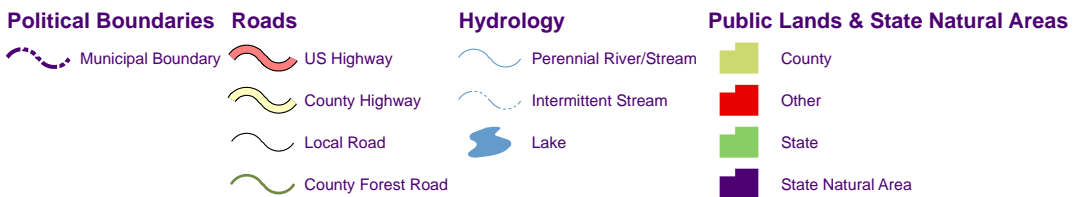
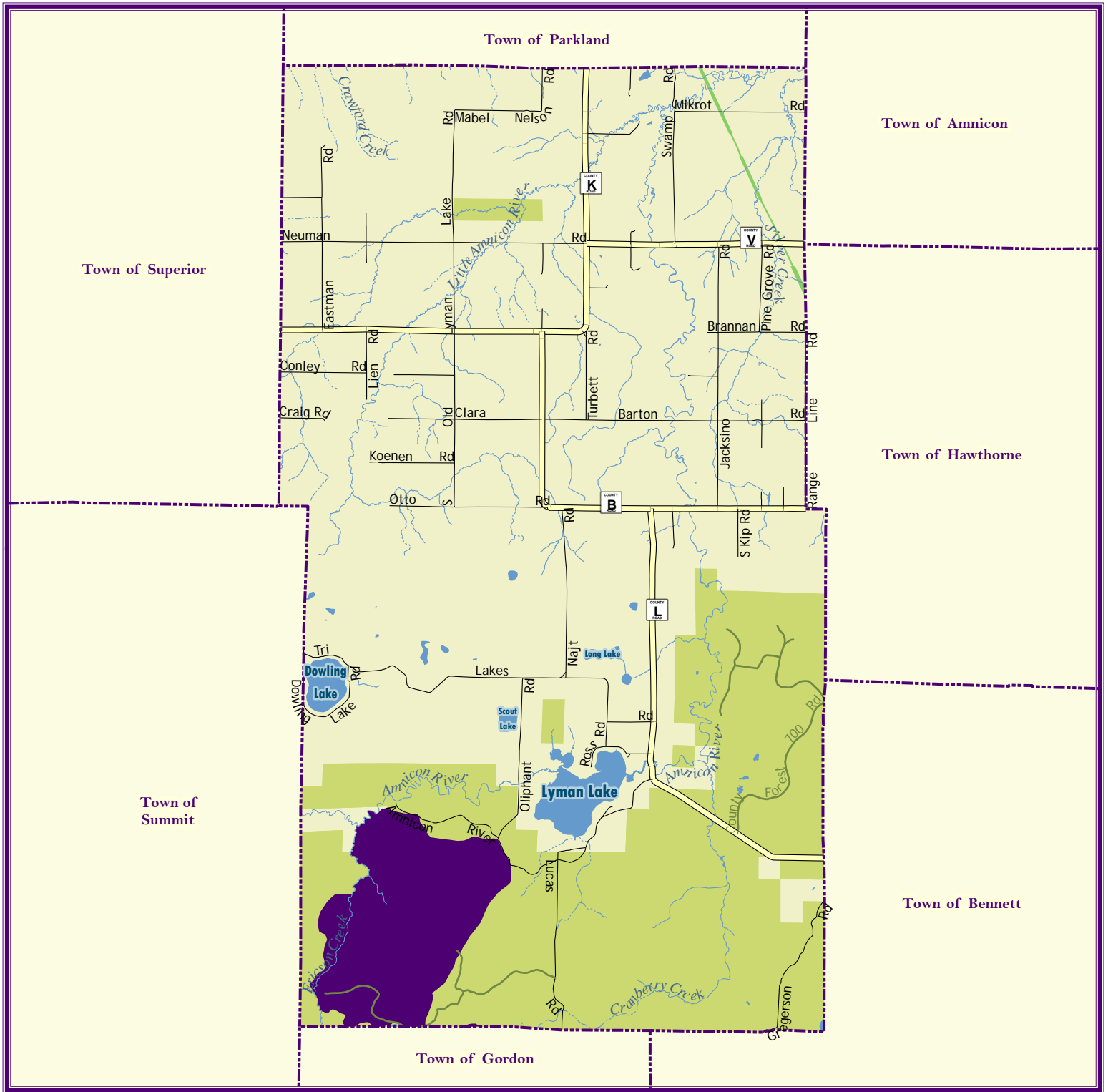
One of the key indicators used to identify land use change are parcel rezonings, or changes from one zoning designation to another. Between 1971 and 2008, there were 63 rezonings from A-1 Agricultural to another zoning district. The total A-1 acreage lost was 2,127 acres or an average of about 57 acres per year, countywide. This figure does not correlate to the tax assessment changes which showed a more than 37,000 acre decline between 1978 and 2008. This disparity suggests a general disconnect between land use and zoning and/or property tax assessment.



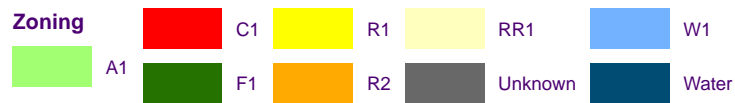
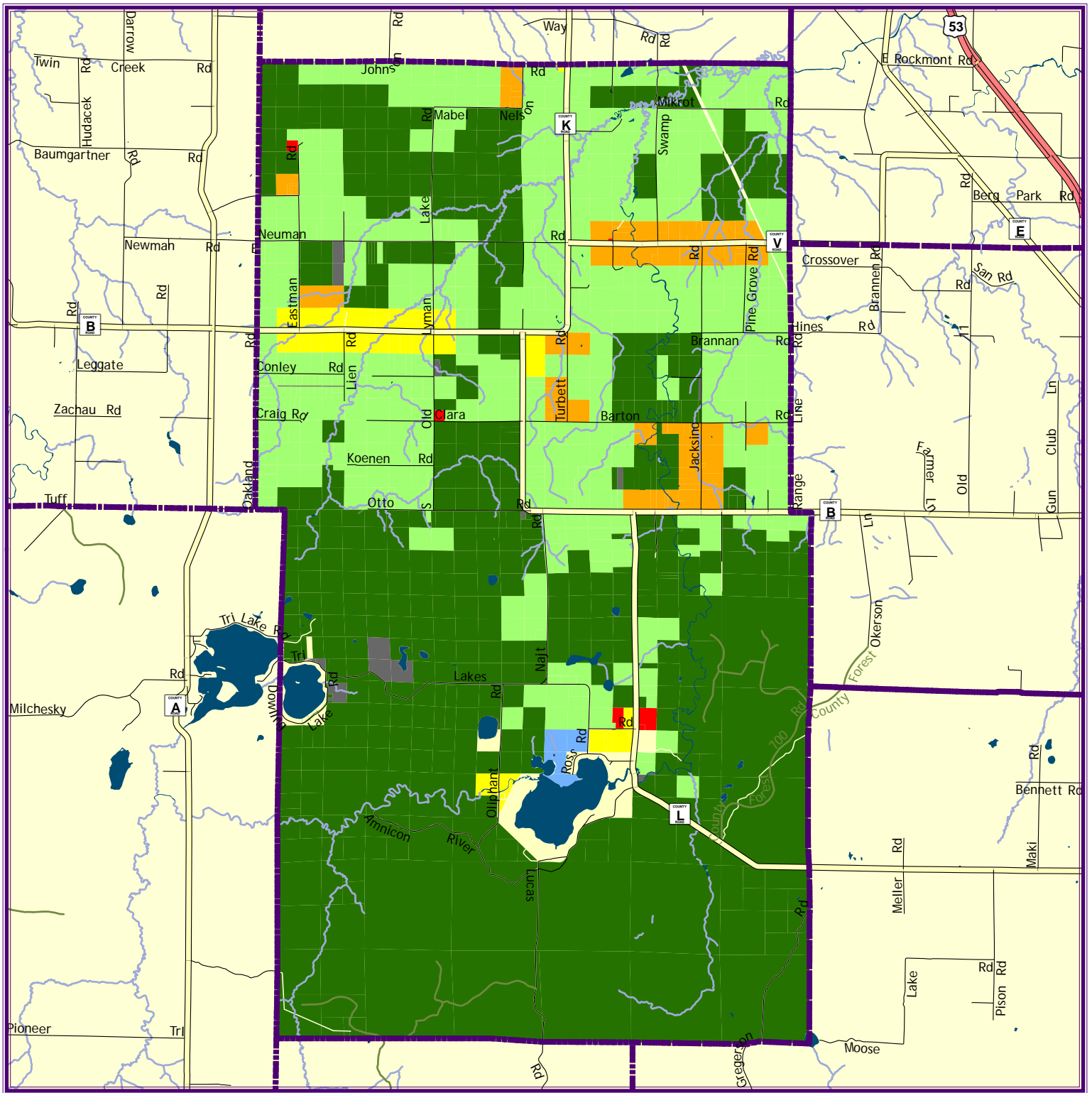
**Table 8.21: Forecast Agricultural Land Demand, Towns**

			Forecast Demand (Acres)					
AGRICULTURAL LAND DEMAND	Town	2008 Acres	Method	2010	2015	2020	2025	2030
	Amnicon	5,360	Assessment Trends	5,248	4,973	4,712	4,465	4,231
	Bennett	624	Assessment Trends	604	555	510	468	430
	Brule	3,275	Assessment Trends	3,087	2,642	2,262	1,937	1,658
	Cloverland	5,201	Assessment Trends	4,966	4,407	3,911	3,471	3,080
	Dairyland	765	Assessment Trends	725	630	547	476	413
	Gordon	716	Assessment Trends	667	552	457	379	314
	Hawthorne	553	Assessment Trends	515	429	356	296	246
	Highland	137	Assessment Trends	145	167	192	221	254
	Lakeside	4,171	Assessment Trends	3,985	3,540	3,145	2,794	2,483
	Maple	4,861	Assessment Trends	4,599	3,979	3,442	2,978	2,577
	Oakland	2,578	Assessment Trends	2,486	2,264	2,063	1,879	1,711
	Parkland	3,247	Assessment Trends	3,148	2,909	2,688	2,484	2,296
	Solon Springs	746	Assessment Trends	732	699	668	637	608
	Summit	3,049	Assessment Trends	2,861	2,419	2,046	1,731	1,464
	Superior	7,985	Assessment Trends	7,756	7,199	6,682	6,202	5,757
	Wascott	385	Assessment Trends	356	291	237	194	158
	<b>Towns</b>	<b>43,653</b>	<b>Assessment Trends</b>	<b>41,788</b>	<b>37,325</b>	<b>33,339</b>	<b>29,778</b>	<b>26,598</b>

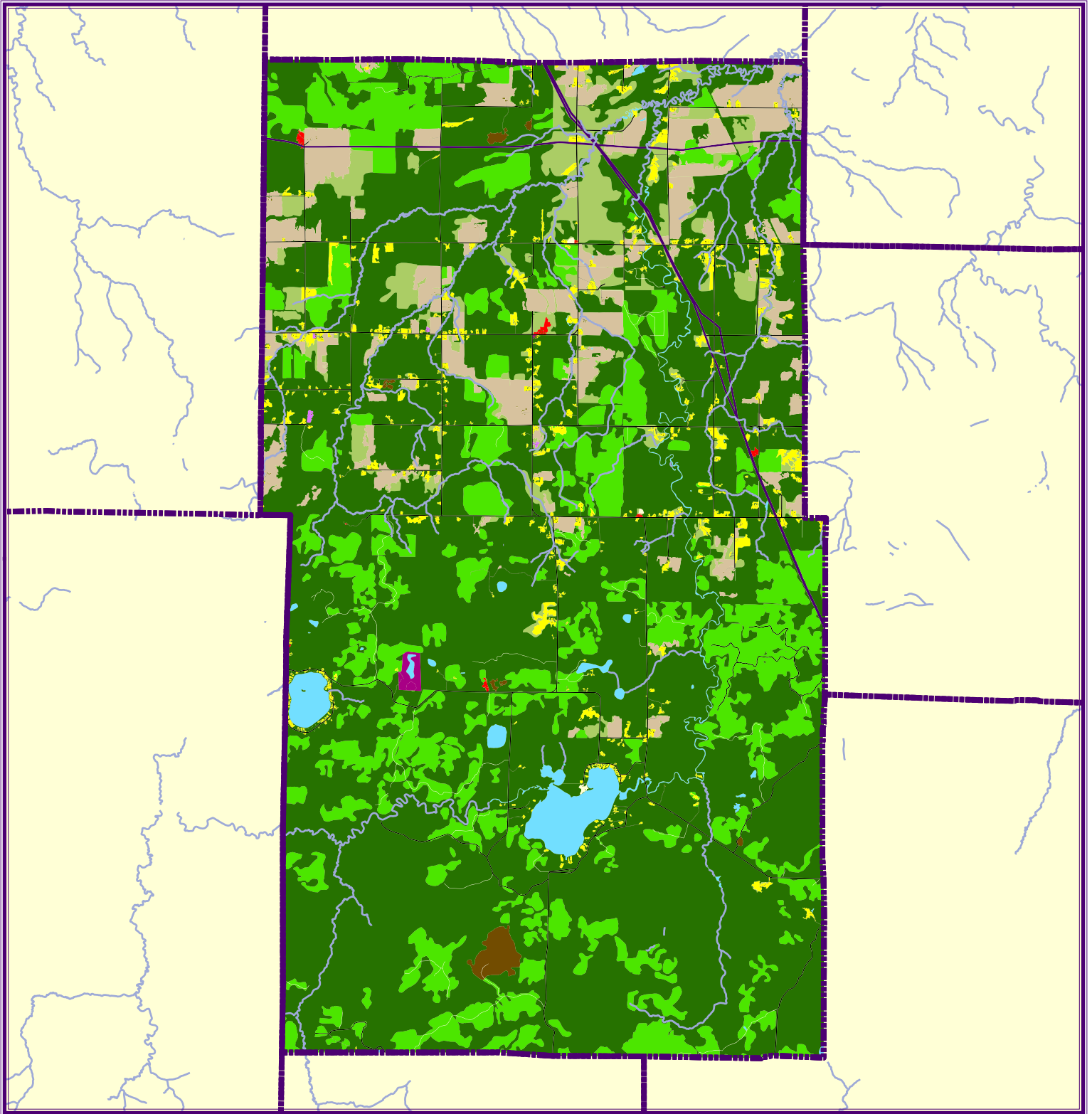



























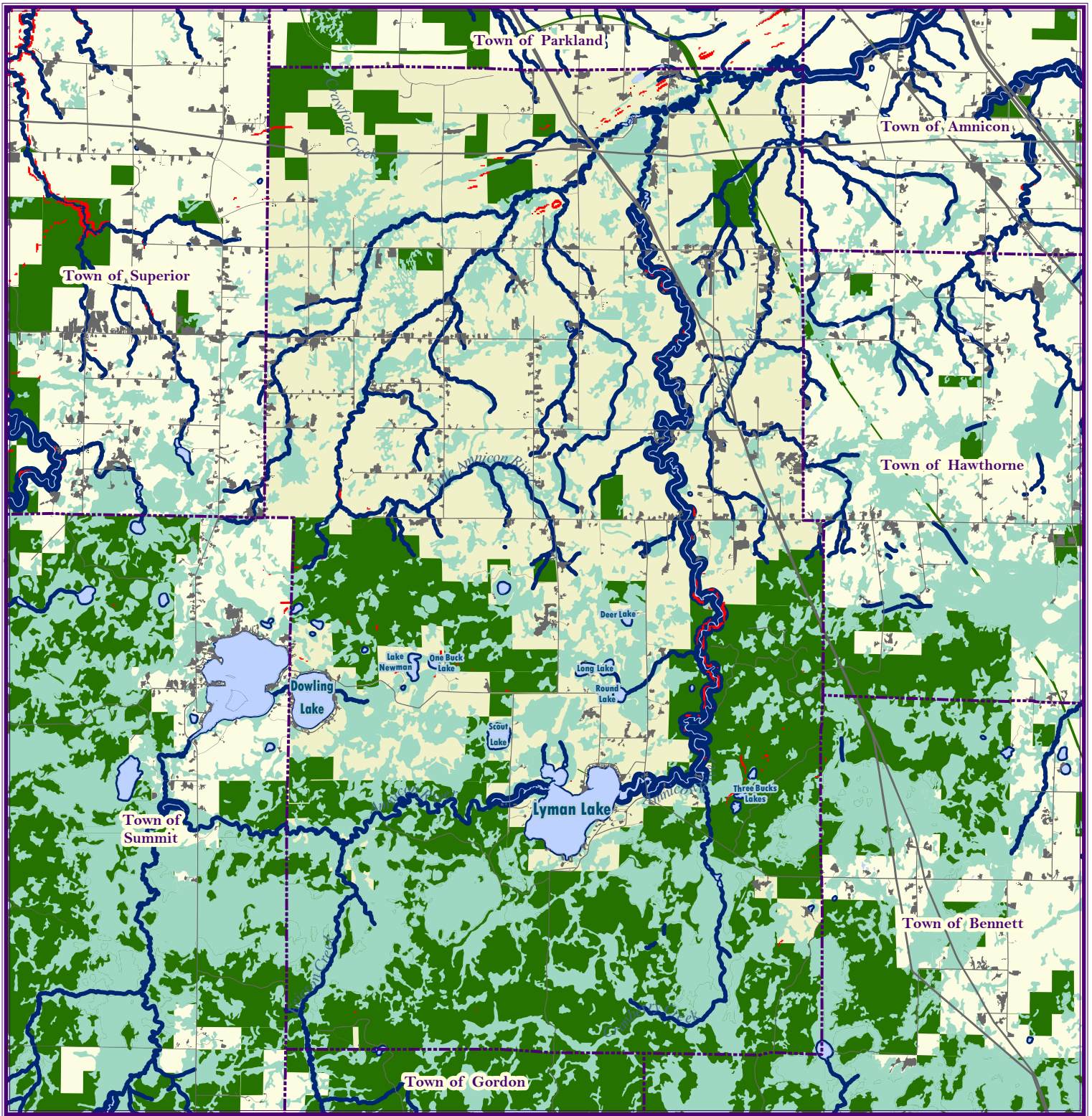


**Existing Land Use**








- |                                                                                                 |                                                                                                              |                                                                                                        |                                                                                                        |                                                                                                                 |
|-------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|
|  Agriculture |  Forest - Harvested       |  Impervious Surface |  Residential        |  Transportation (Driveway) |
|  Commercial  |  Forest Roads & Trails    |  Industrial         |  Structure          |  Utilities                 |
|  Extraction  |  Government/Institutional |  Forest             |  Transitional Lands |                                                                                                                 |
|                                                                                                 |  Lake/River               |  Outdoor Recreation |  Transportation     |                                                                                                                 |







**Environmental Constraints**

- |                                                                                                           |                                                                                                   |                                                                                                               |                                                                                                                                       |
|-----------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------|
|  Roads and Development |  Steep Slopes  |  Water Setbacks            |  Public Lands including Private Forest Crop Lands |
|  Water Features        |  Lake Setbacks |  Wetlands and Hydric Soils |                                                                                                                                       |

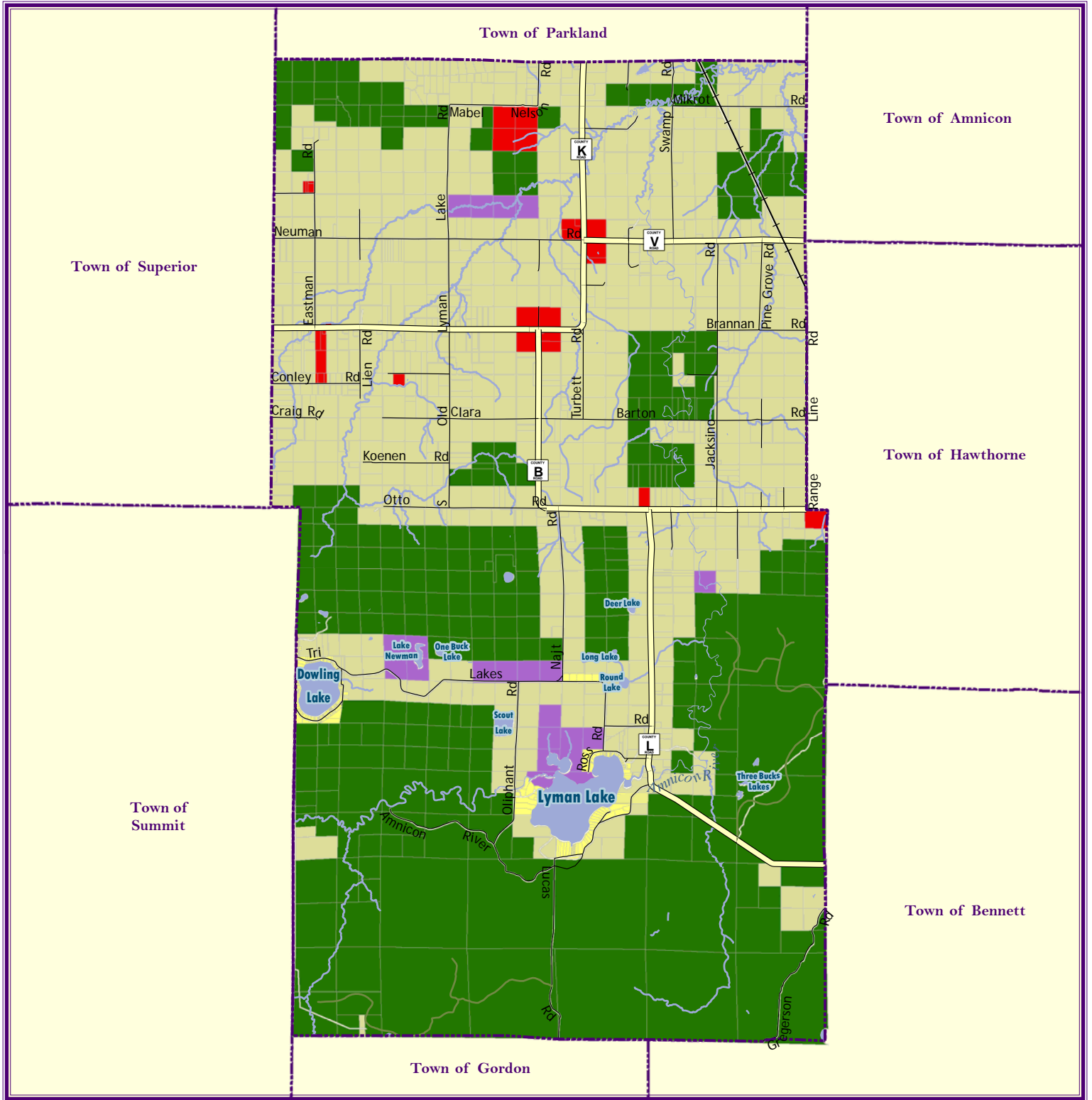






# Town of Oakland

Map 8.5 - Future Land Use  
Alternative A - Selected Alternative

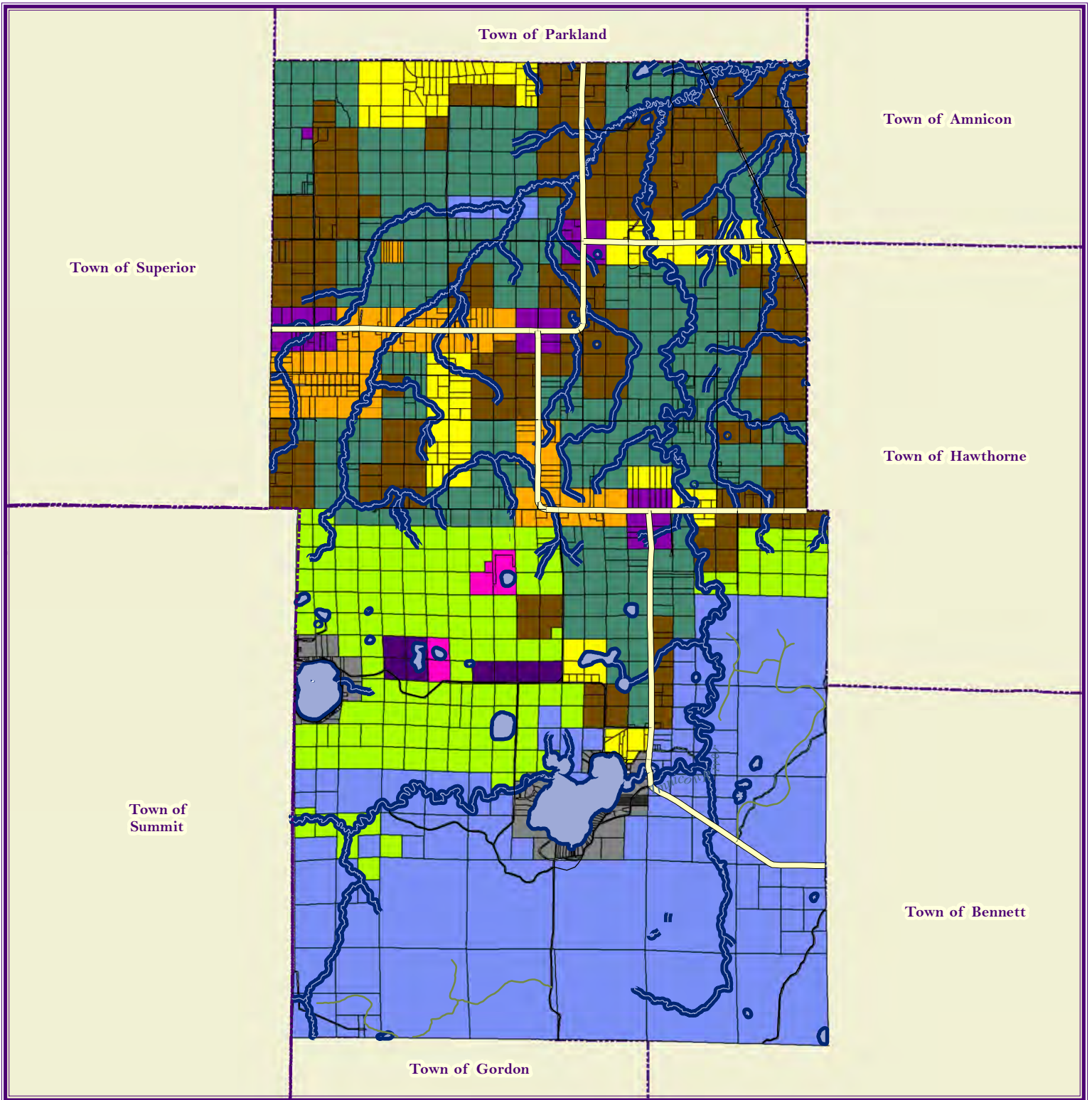


### Future Land Use and Lot Sizes












-  Agriculture (5 acres)
-  Forest (10 acres)
-  Shoreland
-  Commercial (Same as existing regulations)
-  Lake Lots (Under 5 acres)
-  Special Use







**Future Land Use**

- |                                                                                                              |                                                                                                                |                                                                                                                   |                                                                                                             |
|--------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------|
|  Agricultural             |  Forestry (Low)             |  General Commercial            |  Rural Traditional     |
|  Forestry (Public Lands)  |  Forestry (Privately Owned) |  Lakeside Residential          |  Shoreland Residential |
|  Government/Institutional |  Rural Residential          |  Under Conservation Easement |                                                                                                             |







# **Policy Plan**





# TOWN OF OAKLAND POLICY PLAN



# BACKGROUND

## **Introduction**

In October of 2006, the Town of Oakland was a co-applicant to a countywide multi-jurisdictional planning proposal to the Wisconsin Comprehensive Planning Grant Program. The proposal involved 11 towns, 4 villages and the City of Superior. Funding for the project was announced in March of 2007. The Town of Oakland formed an advisory “planning committee” in November of 2007. The committee was charged with plan development and implementation of the Public Participation Plan. The Town of Oakland dissolved the ad-hoc planning committee and a formal Planning Commission was appointed by the Town Board on March 9<sup>th</sup>, 2010. The newly-formed Planning Commission reviewed the draft plan and recommended formal adoption by the Town Board. A public hearing on the draft plan was held on February 16<sup>th</sup>, 2010 and the plan was officially adopted by the Town of Oakland Board on March 9<sup>th</sup>, 2010.



### **What is Comprehensive Planning?**

The Comprehensive Plan for the Town of Oakland is a document which provides the framework and policy direction for making land use decisions. The plan provides information on the existing conditions within the Town of Oakland, assesses the issues facing the community, establishes a vision for future growth, and formulates goals, objectives and strategies to achieve the community's long range vision.

In October 1999, former Wisconsin Governor Tommy Thompson signed into law sweeping changes implementing one of the most comprehensive pieces of land use legislation to affect local units of government in Wisconsin (towns, cities, villages, counties, and regional planning commissions). Chapter 66.100, Wisconsin State Statutes defines the criteria for developing comprehensive plans to address local land use issues. This new legislation requires comprehensive plans to address nine planning elements, each representing a unique aspect of community composition. Under the new requirements, plans must contain specific information related to:

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

Under the Chapter 66 legislation, beginning on January 1, 2010, certain actions of a local governmental unit (s. 66.1001 (3)) that affect land use must be consistent with that local governmental unit's comprehensive plan. The actions to which this requirement applies are official mapping, local subdivision regulation, and zoning ordinances, including zoning of shorelands or wetlands in shorelands.

### **Description of the Planning Process**

The Comprehensive Plan for the Town of Oakland chronicles the research and analyses that provide the fundamental building blocks of the community visioning process. The plan contains growth trends and projections and makes specific recommendations for amending public policy in the Town of

Oakland in order to achieve its planning goals. The plan was developed by the Town of Oakland Planning Committee over a 30-month period between May of 2007 and November of 2009. Local survey results and public input received during the planning process formed the basis for the community's visioning process. The development of local policies, the future land use map and other plan implementation measures were largely based on background data/trends analysis, growth forecasts, survey results, and public comment. An intergovernmental coordination planning meeting between the Town of Oakland and adjoining jurisdictions was held to ensure consistency across jurisdictional lines.

### **Plan Organization**

The comprehensive plan for the Town of Oakland is a two-part document, consisting of a **background report** and a **policy document**. The background report contains detailed information, statistics, assessments information and findings of fact concerning each element of the Comprehensive Plan. This material provides the basis by which the Plan's goals, objectives, policies and actions were created. The policy document contains the community's long term goals, objectives, policies and actions; along with local planning issues, plan forecasts, procedures for public participation and plan maintenance and other relevant community planning information.

### **How to Use the Plan**

The comprehensive Plan for the Town of Oakland is meant to serve as a guide, against which future development proposals can be reviewed to determine whether they are consistent with the town's goals and objectives. The Comprehensive Plan is to be used by the Town of Oakland Planning Commission when reviewing matters relative to land use in the Town of Oakland. Using the plan as a guide, the Planning Commission will provide a recommendation to the Town Board to approve or deny land use proposals brought before the community. The plan should also be used by those with development interests in the community to create plans which are consistent with community desires.

### **Public Participation Plan**

Wisconsin's Comprehensive Planning law requires public participation throughout the comprehensive planning process and requires municipalities to adopt written procedures for public participation (§66.1001(4)(a)). The Town of Oakland adopted written procedures for public participation (Public Participation Plan) in October of 2008. Participation guidelines contained within

this document were intended to provide for meaningful input into the process; provide for distribution and public access to plan-related materials and develop formal mechanisms for the public to ask questions or to provide comments. The Public Participation Plan for the Town of Oakland is included in **Appendix A**.

### **Joint Planning Agreement**

Upon initiation of the countywide multi-jurisdictional planning project, the Town of Oakland entered into a joint planning agreement with Douglas County. This agreement outlines county and local jurisdictional responsibilities within the planning process, plan relationships and incorporation of local plans into countywide comprehensive plan and participation requirements. The joint planning agreement between Douglas County and the Town of Oakland is included in **Appendix B**.

### **Community Planning Survey**

In the early summer of 2007, the Douglas County Comprehensive Planning Committee developed a 33-question survey instrument to collect broad public input on a wide range of planning issues.

In October of 2007, written surveys were distributed to property owners in Douglas County towns and villages. Landowner mailing addresses were obtained from the Douglas County tax roll. An on-line (internet-based) option was also available for those wishing to complete the survey digitally. The countywide adjusted response rate (hard copy and digital) for the survey was 20.9%.




A total of 96 surveys were returned from Town of Oakland property owners. An additional 7 online surveys were completed by individuals who indicated they were residents of the Town of Oakland. The combined response rate (written and internet-based) was 18.0%. The Town of Oakland survey response tabulation is included in **Appendix C**.

## Existing Plans

Several existing plans were reviewed as part of the Town of Oakland planning process to ensure coordination and consistency between this plan and the planning efforts of overlapping jurisdictions. **Table 1** below identifies plans which were evaluated by the Town of Oakland.

**TABLE 1: EXISTING PLAN REVIEW, TOWN OF OAKLAND**

State of Wisconsin	Author	Year	Review
Wisconsin Bicycle Transportation Plan 2020	WIDOT	1998	
Wisconsin State Highway Plan 2020	WIDOT	2000	
Wisconsin State Airport System Plan 2020	WIDOT	2000	
State Recreational Trails Network Plan	WIDOT	2001	
Midwest Regional Rail System	WIDOT	2000	
Wisconsin Pedestrian Plan	WIDOT	2001	
Translink 21	WIDOT	1994	
Brule River State Forest Master Plan	WDNR	2003	
Statewide Comprehensive Outdoor Recreation Plan 2000-2005	WDNR	2000	
State of Wisconsin Hazard Mitigation Plan	WEM	2001	
Wisconsin Historic Preservation Plan: 2006–2015	WHS	2005	
St. Louis River Area of Concern Remedial Action Plan	WDNR, MPCA	1992	
<b>Douglas County</b>			
Douglas County Forest Comprehensive Land Use Plan 2006-2020	County	2008	
Douglas County Hazard Mitigation Plan	County	2004	
Douglas County Outdoor Recreation Plan	County	2003	
Lake Superior Lakewide Management Plan	LSBP	2004	
Douglas County Land & Water Resource Management Plan	County	2005	
<b>Metropolitan Interstate Council (MPO communities only)</b>			
Access and Mobility for People and Freight 2030	MIC	2005	
Duluth-Superior Tourism and Transportation Plan	MIC	1999	
TSM Assessment of MIC Roadways in Wisconsin	MIC	2007	
Duluth-Superior Metropolitan Pedestrian Plan	MIC	1999	
2008-2011 Superior Metropolitan Area TIP	MIC	2007	

-  General plan recommendations or policies broadly apply to the Town of Oakland
-  Plan has specific recommendations or policies which apply to the Town of Oakland<sup>1</sup>
-  Plan is not applicable to the Town of Oakland

<sup>1</sup> Plan reference is detailed under the appropriate Policy Plan section of this document

# ISSUES & OPPORTUNITIES

## Features that Define **Community Character** in the Town of Oakland

1. Industrial Forest
2. Friendly People
3. Open areas (hunting)
4. Working farms
5. Community Minded (volunteer fire department)
6. Value privacy
7. Town and County forests
8. Lakes, rivers, streams (fishing, boating)

## Transportation issues facing the Town of Oakland

1. Cost of energy
2. No public transportation (aging population)
3. County ignored their roads for too many years
4. Loggers damage roads
5. Illegal truck traffic on Highway B avoiding scales

## Housing issues facing the Town of Oakland

1. Lack of consistency and timeliness in County permitting process
2. Inability to obtain answers from various agencies involved (DNR, Corps of Engineers etc.)
3. Affordability
4. Developers and resulting need for concentrated services (fire protection); developers always promise more tax income for the town; studies actually show more cost to the town

**Public utility and community facility Issues facing the Town of Oakland**

1. Construction of town office could lead to better communication
2. Ice skating rink
3. Improved equipment at park

**Agricultural, cultural and natural resource issues facing the Town of Oakland**

1. What if County decided to sell off County land in the town?
2. Need to keep land zoned forest; those who want to keep a few horses should be allowed to do so while keeping forest zoning

**Important *natural* and *scenic* features in the Town of Oakland**

Lakes, rivers, streams, forests

*Land use issues facing the Town of Oakland*

1. Maintain rural quality – rural density
2. Too rapid development without good planning
3. Superior-Murphy Oil – air quality, water quality
4. Enbridge Pipeline – potential for spills (water table, streams)

*Strengths in attracting new business & industry*

1. Quality of life

*Challenges and difficulties in attracting and/or retaining new business & industry*

1. Taxes
2. Regulations

# STRENGTHS, WEAKNESSES, OPPORTUNITIES & THREATS

## STRENGTHS

1. Town-owned equipment in good shape
2. Town roads are, for the most part, good in all weather
3. Public access to ATV/snowmobile trails
4. Good tax base
5. Proximity to:
  - Recreation
  - Health services
  - Universities
  - Job opportunities
  - Planetarium, aquarium
6. Family connections
7. Agreement by residents in 2001 survey that it is important to protect:
  - Surface Waters (A1)-86.6%\*
  - Ground Water (A3)-92.2%\*
  - Air (B1)-79.3%\*
  - Integrity of forest
  - Preserve rural character
8. Significant proportion of population actually involved in some way in managing resource/deriving income/long term investment. Vested in the community.
9. Buying into this process (C3)-66.4%\* want town land use regulated by Township
10. What residents like about living here
  - 56 mention "Environmental quality, wildlife, natural beauty"
  - 52 mention "Peace and quiet"
  - 49 mention "Rural setting/rural atmosphere"
11. Community spirit – of 650 surveys sent out, 217 were returned
12. Town employees and VFD who take pride in their work and do a great job

\*= Reference to land use surveys (2001 & 2007)



## WEAKNESSES

1. No public transportation
2. Confusing/contradictory regulations when dealing with Douglas County. No response in a timely manner.
3. Perception that land assessments for taxes are not fair -Have assessor offer seminar explaining/answering questions about the process
4. Perception that personal property assessments are not fair
5. Some have expressed the opinion that they are afraid of voicing concerns/disagreements for fear of retaliation
6. Difficulty to mobilize community unless people perceive that issue affects them directly
7. From G2 - "What would you like to change?" \*
  - "Town road management practices/road paving" -Dowling Lake?
  - Better/more information on town meetings/town government activity" - town web site, town office

\*= Reference to land use surveys (2001 & 2007)

## OPPORTUNITIES

1. By setting up a good quality town web site, town could provide more information in a user friendly manner
2. This process – we direct change, what we want
3. Town has natural resources in good condition (air, water, land, forest, agriculture, public lands for recreation)
4. Improve equipment at Anna Gene park

## THREATS

1. Land prices so high that working folks cannot afford 40 acres
2. Lack of cooperation from some County departments, leading to confusion
3. Pressure to develop/overdevelopment – from population centers (Duluth/Superior, Twin Cities)
4. Price of energy
5. Non-civil manner at some public meetings; lack of ability to disagree without being disagreeable
6. To forestry: invasive species-spotted knapweed, Ash borer
7. To recreation: invasive species –fishing
8. To rural life: lack of dark skies
9. Very affluent – raising land prices
10. If land is rezoned from forestry to agriculture – boom/bust cycles of some agriculture (soybeans for bio-diesel), forest gone, soil no longer suitable for forestry

# LONG-RANGE FORECASTS

## Introduction

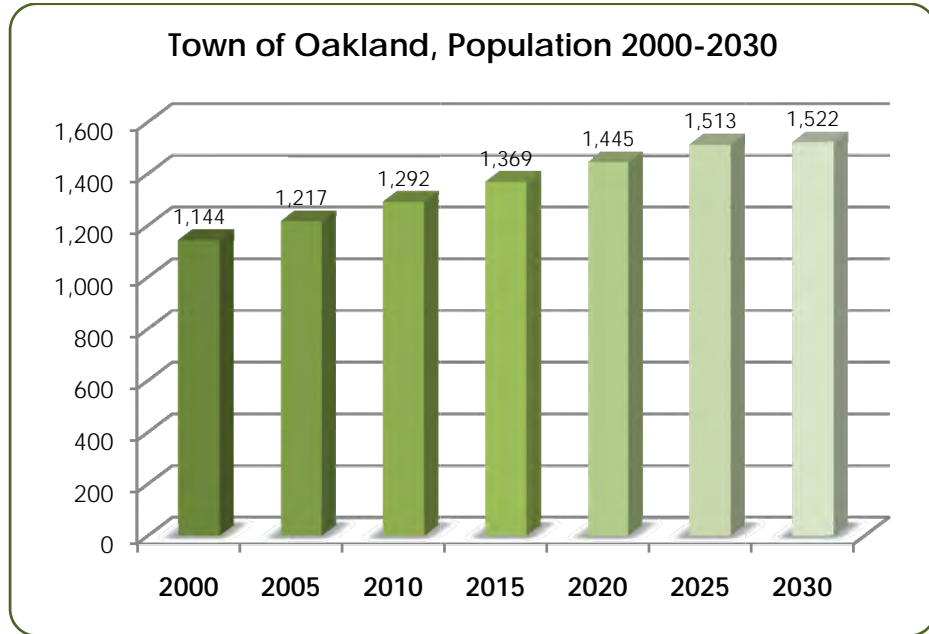
This chapter presents the population, housing, employment and land demand forecasts for the Town of Oakland, through the year 2030. Plan-based forecasts are used to plan for anticipated future growth within the community. While useful for general planning purposes, growth forecasts are subject to considerable uncertainty. Unanticipated changes in a wide range of variables can greatly alter projected values. As with most methods of forecasting, the range of uncertainty widens as you move from the present through the projection period.

## Population Forecasts

Population forecasts for the Town of Oakland were developed by the Wisconsin Department of Administration (WDOA). These estimates cover the years 2000-2025. The forecast for the years 2025-2030 were provided by the Northwest Regional Planning Commission (NWRPC). WDOA projection models are based on historical population trends which are used to develop preliminary population estimates. These values were normalized using countywide projections developed using a cohort component methodology. Population values for the 2025-2030 planning period were extrapolated by NWRPC based on WDOA 2000-2025 projected growth rates.

As indicated in **Figure 1**, the Town of Oakland is expected to experience measured population growth through the year 2030. Between 2010 and 2030, the Town is projected to gain 230 residents, an increase of 17.8 percent. This growth will likely be fueled by the town's proximity to the City of Superior and the increasing demand for a rural lifestyle.

FIGURE 1: 2000-2030 POPULATION, TOWN OF OAKLAND



### Household Forecasts

According to the Census Bureau, A **household** includes all the persons who occupy a housing unit. A housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements. Household projections for the Town of Oakland (2000-2025) were developed by the Wisconsin Department of Administration, with 2025-2030 projections developed by the Northwest Regional Planning Commission.

The Town of Oakland is forecast to increase by 27.7 percent in total households from 2010 through 2030 (**Figure 2**). Additionally, the average size of households is expected to decline from 2.7 in 2000 to about 2.5 by the year 2030 (**Figure 3**). Change in the family structure demographic coupled with the town's aging population and low birthrates are expected continue to press the average size of households downward.

FIGURE 2: 2000-2030 HOUSEHOLDS, TOWN OF OAKLAND

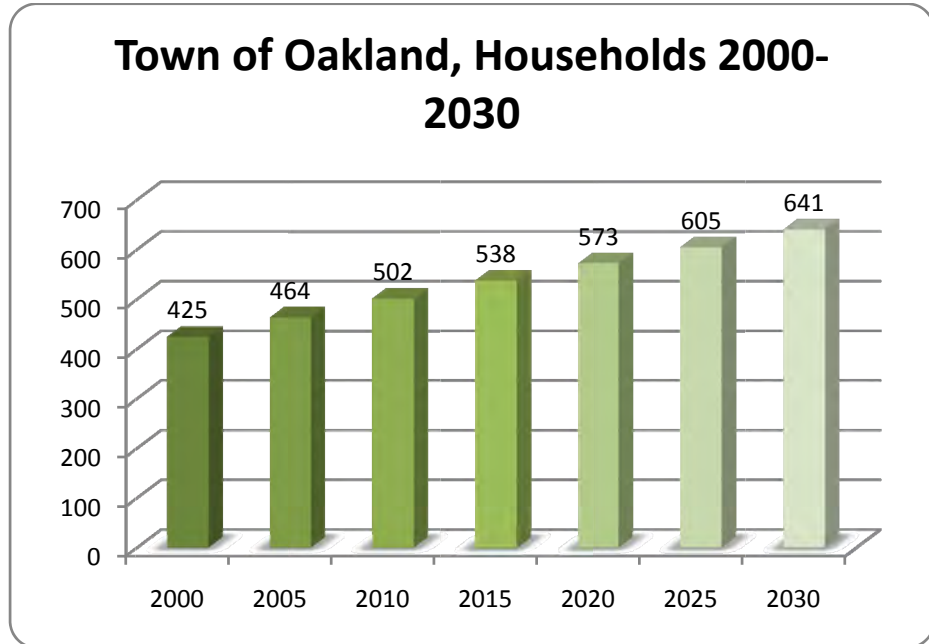
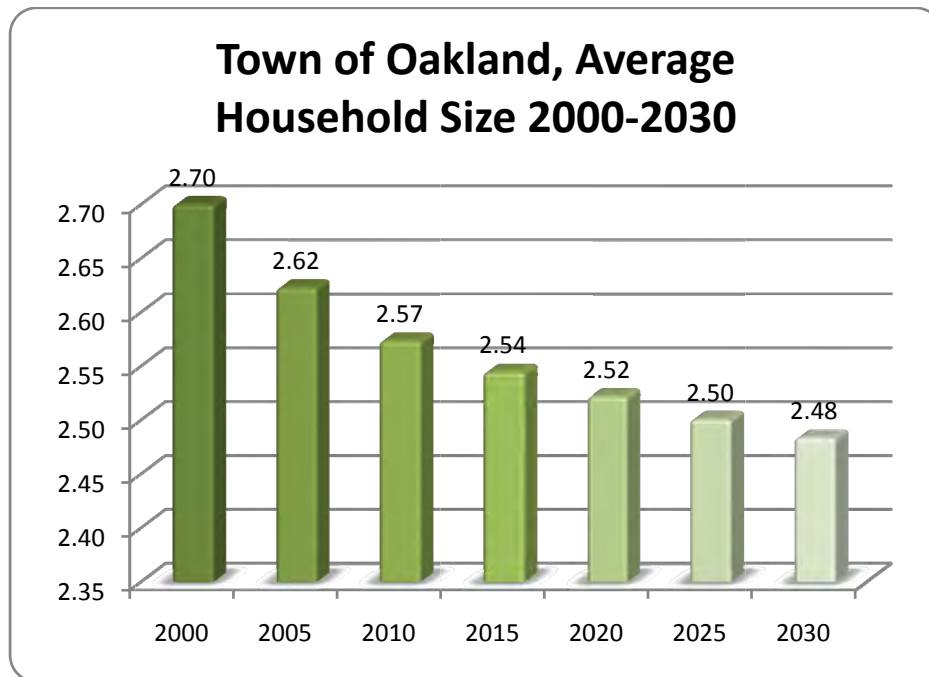


FIGURE 3: 2000-2030 AVERAGE HOUSEHOLD SIZE, TOWN OF OAKLAND

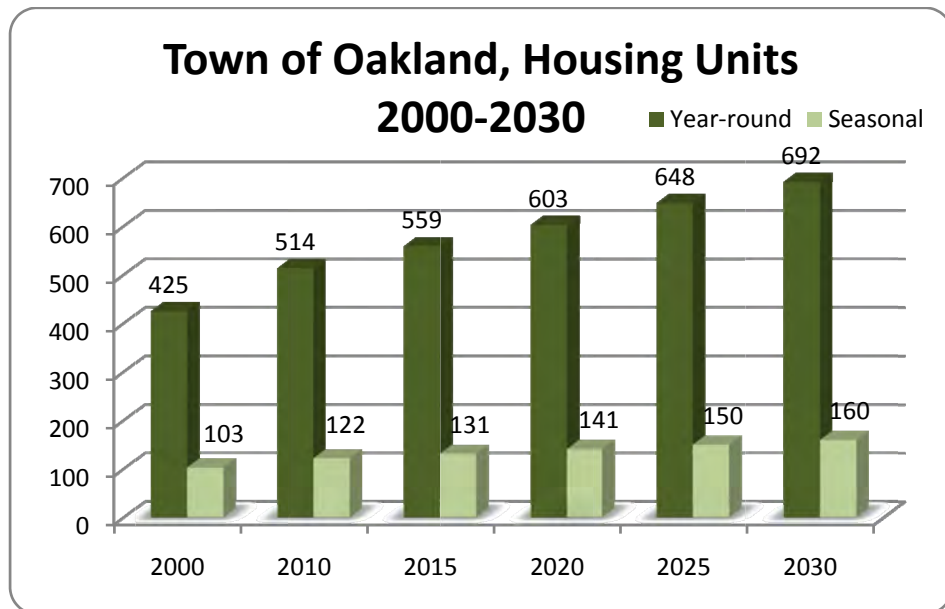


## Housing Demand Forecasts

The housing unit demand forecasts for the Town of Oakland were developed by applying average annual growth rates for both permanent and seasonal housing units derived from analysis of historical construction permit issuance data. Estimates of annual housing unit losses, derived from Department of Administration Housing Survey data, also were factored into the model. The housing unit forecast model is based on the following simple assumptions:

- Annual housing growth rates will remain consistent with the 10-year average (1998-2007)
- Annual housing loss rates will remain consistent with the 5-year average

FIGURE 4: 2000-2030 HOUSING UNITS, TOWN OF OAKLAND



The number of permanent, year-round housing units in the Town of Oakland is projected to increase by nearly 35% from 2010 to 2030. Based on this estimate, the Town would need to accommodate an additional 178 housing units, or about 9 per year throughout the 20-year period. The disparity between forecast population growth (230 new residents) and the number of new housing units required can be attributed to a projected steady decline in the average household size.

## Employment Forecasts

Employment forecasts are developed for regions in Wisconsin by the Wisconsin Department of Workforce Development. Insufficient data exists to accurately forecast employment at the municipality (i.e. Town) level. The total number of jobs in the Northwest Region<sup>2</sup> is forecast to increase from 69,700 in 2004 to 76,620 by 2014. The occupational categories anticipated to experience the greatest percentage increase include healthcare practitioners and technical occupations (+25.1%), computer and mathematical occupations (+23.6%) and personal care and service occupations (+23.3%). **Table 6.8** of the **Background Report** depicts detailed region-wide employment forecasts by occupation. Alternative local employment forecasts for the planning period are derived from commercial and industrial land area requirements depicted in **Table 6.9**. Certain assumptions have been made with respect to the kinds of new jobs likely to be created and the number of jobs per acre. Based on projected demand for commercial and industrial land, it is estimated that between 48 and 90 new jobs could be created in the Town of Oakland.

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<sup>2</sup> Northwest region includes Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor and Washburn counties

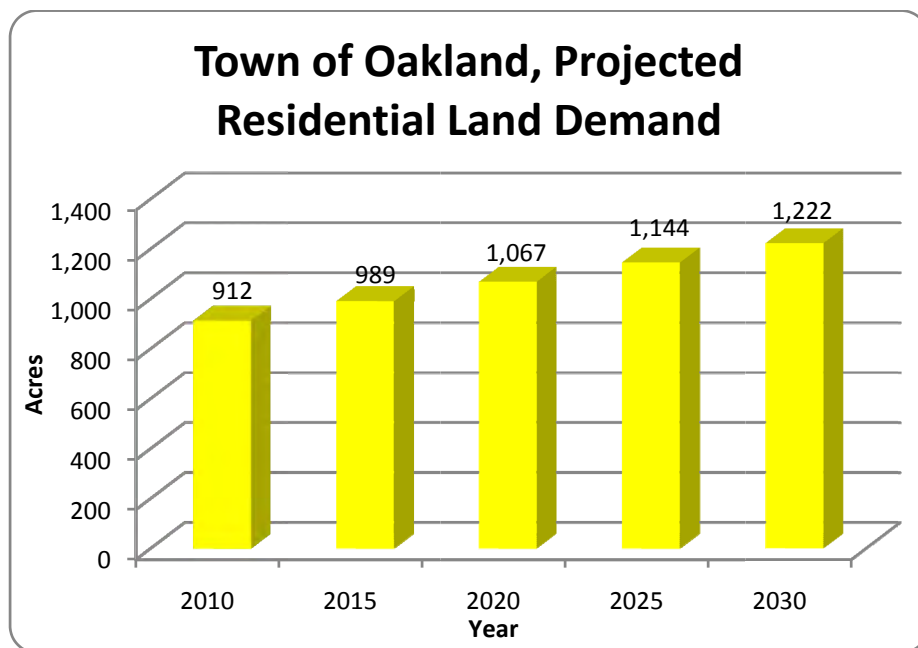


## Land Demand Forecasts

Land demand analysis is used to determine the acreage required to accommodate future residential, commercial and industrial development. Demand forecasts are based on historic trends and assumptions and should be regarded as an estimate of potential land needs. Unforeseen changes in community demographics, social values, or economic conditions, could greatly impact actual land demand

The residential land demand forecast is based on the Town of Oakland housing unit projections and average residential parcel size. Housing unit projections were based on building permit history, while acreage values are based on average parcel size of residential land use polygons depicted in the Existing Land Use Map. The residential forecast assumes that residential growth through 2030 will be at a rate consistent with that experienced between 1997 and 2007.

**FIGURE 5: PROJECTED RESIDENTIAL LAND DEMAND, TOWN OF OAKLAND**



Commercial and industrial land demand forecasts are based on historical development records (1992 to present). Total units constructed during this period were divided by the number of years to calculate an average yearly unit count. Acreage calculations were derived by multiplying the average existing parcel size (Existing Land Use) by the number of projected new units. This forecast assumes that commercial and industrial growth through 2030 will be at a level consistent with that experienced between 1992 and 2008.

FIGURE 6: PROJECTED COMMERCIAL LAND DEMAND, TOWN OF OAKLAND

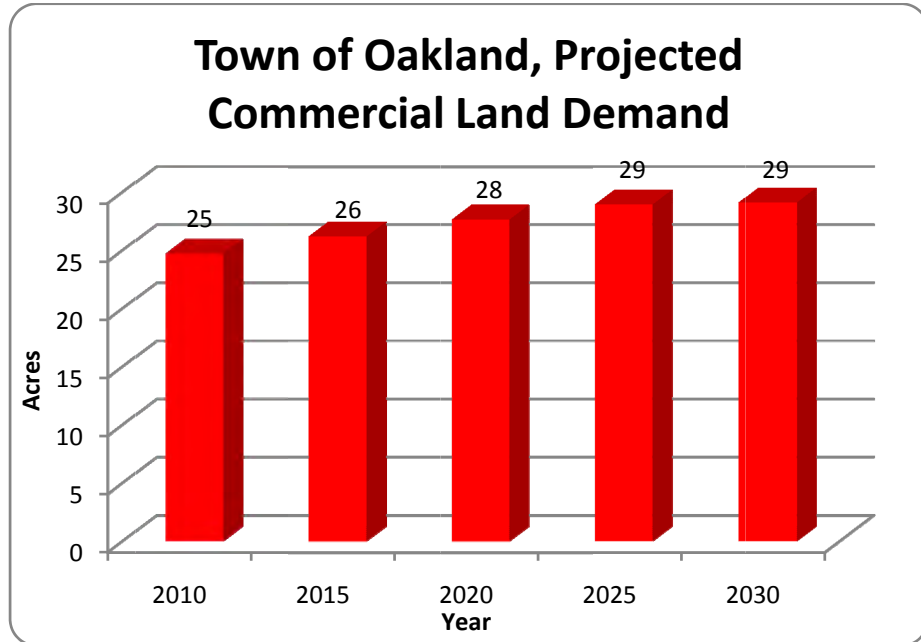
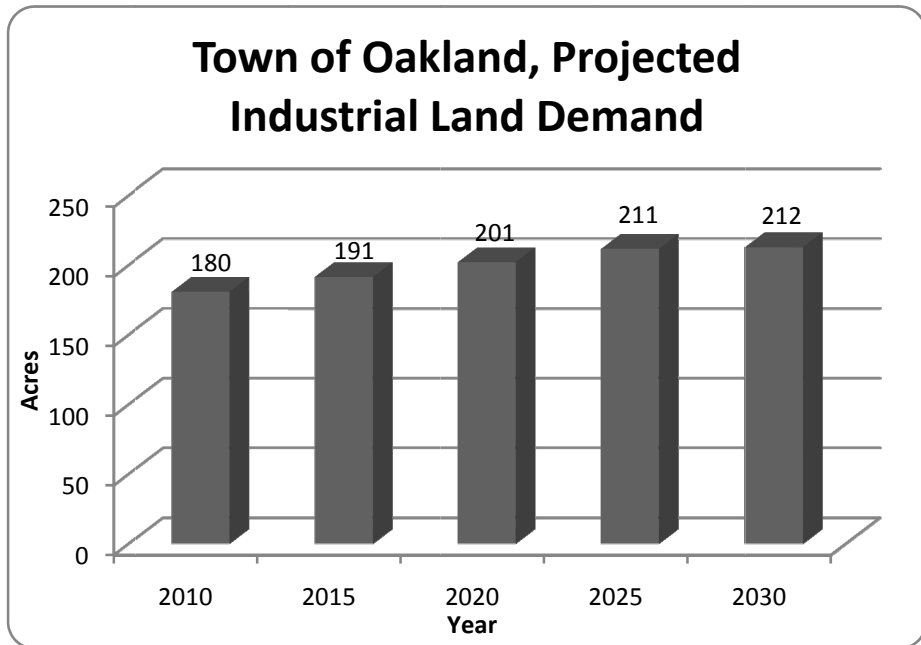
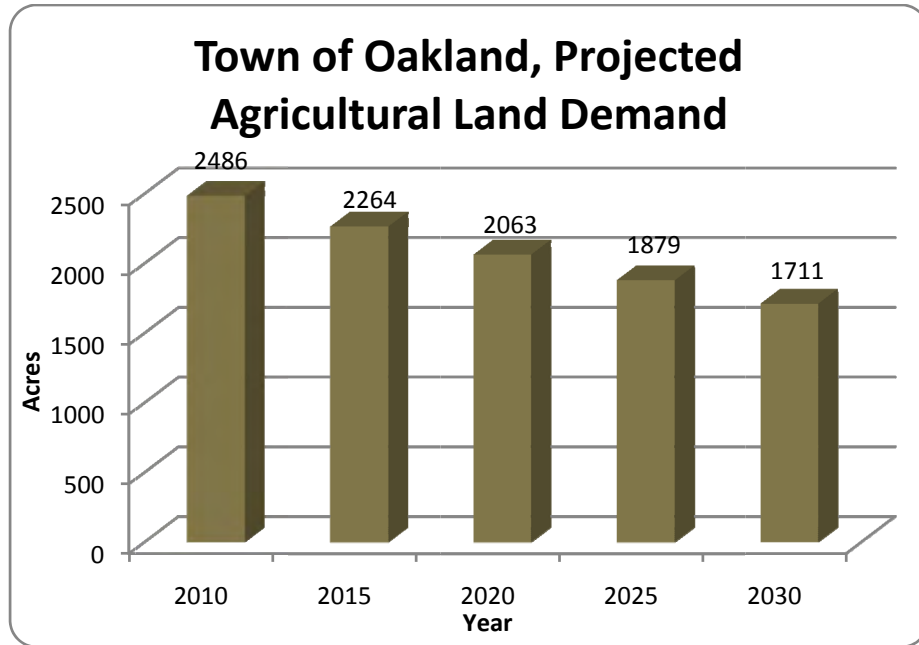


FIGURE 7: PROJECTED INDUSTRIAL LAND DEMAND, TOWN OF OAKLAND



Agricultural land demand forecasts are based on historic growth rates derived from agricultural property tax assessments (1987 - 2008).

**FIGURE 8: PROJECTED AGRICULTURAL LAND DEMAND, TOWN OF OAKLAND**



It should be noted that the Land Use Element of the Comprehensive Plan Background Report contains two land demand forecasts for each land use (residential, commercial, industrial and agricultural). **Figures 5-8** represent the projection model which most closely aligns with the town's perceptions and expectations.

# POLICY PLAN

## Introduction

The Policy Plan is a series of goals, objectives, policies and actions which form the basic and fundamental plan to guide future growth in the Town of Oakland. In this regard, their purpose is to provide a decision-making framework for town officials, developers and residents. The Policy Plan is also to be used for purposes of evaluating progress made toward overall plan implementation and provides a means for working through a variety of long range issues with other jurisdictions, agencies and interests by articulating a concept, premise or position to start collaborative discussion.

## Policy Plan Organization

The Policy Plan is a compilation of the sub-plans of seven individual planning components. Each sub-plan outlines the specific goals, objectives, policies, programs and action items relative to a unique aspect of the community, such as transportation or land use. The sub-plans also correspond to the required comprehensive planning elements in Chapter 66 of the Wisconsin State Statutes. Sub-plans contained within this document include,

- Housing Plan
- Transportation Plan
- Utilities and Community Facilities Plan
- Agricultural, Cultural and Natural Resources Plan
- Economic Development Plan
- Intergovernmental Coordination Plan
- Land Use Plan
- Monitoring & Plan Evaluation Plan

## Statement of overall objectives, policies, goals, and programs of to guide the future development and redevelopment in the Town of Oakland

The overall goal of the Oakland Comprehensive Plan is first; to assure that the control for determining the suitable development which takes place within the Town resides with the citizens of the Town. Second, by cooperating with neighboring communities, the Town, along with these communities, helps determine the land use decisions of Douglas County.

# HOUSING PLAN

## Introduction

The housing component of the Town of Oakland Comprehensive Plan contains goals, objectives, policies and programs to be used by the Town of Oakland to provide an adequate supply of housing that meets existing and forecast housing demand, provides a range of housing choices and address affordability needs. Detailed background information including structural, age and occupancy characteristics of the Town of Oakland's housing stock is contained in the **Douglas County Comprehensive Plan Background Report**.

## Housing Goals, Policies and Actions

**Goal H-1: The Town of Oakland will have an adequate supply of affordable housing across income levels and age groups.**

**Policy H-1a.** Multiple housing units are allowed in conservation easement lots, subject to Town's Subdivision Ordinance.

**Policy H-1b.** Allow multiple-unit housing and group homes for mentally challenged and for nursing facilities.

**Policy H-1c.** Promote awareness of federal, state and county housing programs available to town residents.

**Policy H-1d.** Encourage residential development that includes a variety of lot sizes, dwelling types, densities and costs (price points).

**Policy H-1e.** Encourage maintenance and rehabilitation of existing housing stock.

# TRANSPORTATION PLAN

## Introduction

The transportation component of the Town of Oakland Comprehensive Plan contains goals, objectives, policies and programs to be used by the Town of Oakland to guide the future development of various modes of transportation, which may include highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. Detailed background information including the identification of highways by functional classification is contained in the **Transportation Element** of the **Douglas County Comprehensive Plan Background Report**.

## Transportation Goals, Policies and Actions

**Goal T-1: Oakland will have a safe, efficient and economical transportation system.**

**Goal T-2: Maintain town roads for safe all-weather use (taking into consideration water permeability, run-off, good ditching practices).**


**Policy T-2a.** Create clear standards for town roads, including, but not limited to, requirements for width, ditching, culverts, etc. Ensure that existing and new town roads conform to these standards.

**Policy T-2b.** Secure our share of available public money (including grants) for roads.

**Goal T-3: Recognize the value of recreational trails (snowmobile, ATV, horse, foot).**

**Policy T-3a.** The town will work cooperatively when practical with neighboring municipalities to create/extend recreational trails.

**Goal T-4: Cooperate with local area public/private transit systems to serve the needs of all age groups and income levels.**



**Policy T-4a.** Work with various public and private entities providing such services as bus transportation, park and ride.

**Goal T-5:** In the interest of safety and northwoods rural character, the Town may create regulations for signing along roads in the town.

# UTILITIES AND COMMUNITY FACILITIES PLAN

## Introduction

The transportation component of the Town of Oakland Comprehensive Plan contains goals, objectives, policies and programs to be used by the Town of Oakland to guide the future development of utilities and community facilities in the Town of Oakland. Detailed background information including the location, use and capacity of existing public utilities and community facilities is contained in the **Utilities and Community Facilities Element** of the **Douglas County Comprehensive Plan Background Report**.

## Needs Assessment

**Table 2** depicts an approximate timetable that forecasts the need to expand or rehabilitate exiting utilities and facilities or create new utilities and facilities. The assessment considers whether each of the listed utilities and public facilities will be adequate throughout the planning period, based on ten-year increments. The table identifies recommendations about whether existing or future needs should be met by rehabilitating or improving existing facilities, or creating new facilities.

## Goals, Policies and Actions

**Goal U-1: Oakland will be served by energy efficient, cost-effective utilities and community facilities within the Town's ability to encourage such services.**

**Policy U-1a.** Work to provide funding through available resources.

**Policy U-1b.** Maintain an energy website for the Town's residents that targets and encourages voluntary methods for residents and taxpayers to increase energy efficiency, energy conservation and energy production in the town.

**Goal U-2: Encourage residential alternate/renewable energy sources (wind, solar) for energy efficiency.**



**Policy U-2a.** Work to provide funding through available resources.

**Policy U-2b.** Encourage local public, quasi-public and private energy production facilities to be constructed and maintained by the Town. Examples may include:

1. Small scale wind generation facilities
2. Small scale hydro-production facilities.
3. Small scale bio-mass energy facilities
4. Small scale solar energy facilities
5. Private and public local methane use facilities, including public landfills, private dairy farms and public and private waste water treatment facilities.

**Policy U-2c.** Develop land use ordinances that promote energy production, efficiency energy, and energy conservation. This might include a "Green" Building Subdivision Ordinance.

**Policy U-2d.** Support material conservation programs, including local source reduction, recycling and recycled content procurement programs.

**Policy U-2e.** Promote outdoor public energy efficient lighting systems.

**Policy U-2f.** Encourage residential, agricultural and commercial building energy audits in the Town.

**Policy U-2g.** Encourage private sector replacement and reconstruction of existing private facilities and appliance systems where short-term or mid-term energy savings financial payback exists (2-10 years):

- a. Insulation/sealing of facilities.
- b. Window replacement.
- c. New efficient heating/ventilation/air conditioning.
- d. Proper ductwork.
- e. e, Efficient appliances/computers.
- f. Proper humidifiers.

**Goal U-3: Regulate and control utilities working on Town right-of-ways in order to insure safe and efficient utility services for residents and to insure safe working conditions for town employees.**

**Policy U-3a.** Hold utilities responsible for damage caused to town roads, right-of-ways, and adjoining areas.

**Policy U-3b.** Utilities are required to notify the Town in advance of any installation/upgrade work in the Town and otherwise meet, as a minimum, the requirements of Wisconsin Statutes and standards adopted by the Town.

**Action U-3b(1).** Create Town ordinances that are not in conflict with State Statutes.

**Policy U-3c.** Encourage underground utilities when possible.

**Goal U-4: Maintain a Town office.**

**Policy U-4a.** The Town will maintain an adequate office facility with posted hours.

**Goal U-5: Cooperate with Douglas County to preserve and improve the facilities at Anna Gene Park.**

**Policy U-5a.** The Town will work to secure funding for upgrades and improvements.

**Goal U-6: Create and implement Town municipal energy conservation and efficiency policy goals and objectives that will lead by example.**

**Policy U-6a.** Aim to weatherize municipal facilities to "Green Building" standards.

**Policy U-6b.** Replace lighting and appliance systems in the Town Hall and other Town structures when practical with Energy Star LED's.

**Policy U-6c.** Install solar, wind or biomass systems for either electrical or natural gas production on municipal buildings when cost effective.

**Policy U-6d.** Replace or modify municipal vehicles to increase fuel efficiency and reduce environmental impact.



**Policy U-6e.** Encourage Town telecommunication meetings rather than travel within Open Meeting Law.

**Table 2: Utilities and Community Facilities Assessment, Town of Oakland**

	Utilities and Community Facilities Assessment 2010-2030							
	Adequate		Rehab		Improve		New	
	2020	2030	2020	2030	2020	2030	2020	2030
Sanitary Sewer Service		◆						
Storm Water Management		◆						
Water Supply		◆						
Solid Waste Disposal		◆						
Recycling Facilities		◆						
Telecommunication Facilities		◆						
Electrical		◆						
Cemeteries		◆						
Health Care Facilities		◆						
Child Care Facilities							◆	
Law Enforcement		◆						
Fire Protection		◆					◆	
EMS	◆					1		
Public Libraries								
Public Schools								
Public Parks					2			
Recreational Trails	◆			◆				
Community Center/Garage			3				4	5
Other Municipal Facilities								

- ◆ 1 If Gold Cross is no longer at Hawthorne
- ◆ 2 Additional playground equipment / picnic tables at Anna Gene Park
- ◆ 3 Fire station/garage
- ◆ 4 Office for town
- ◆ 5 Fire station/garage

# AGRICULTURAL, CULTURAL & NATURAL RESOURCES PLAN

## **Introduction**

The agricultural, cultural and natural resources component of the Town of Oakland Comprehensive Plan contains a compilation of objectives, policies, goals, maps and programs for the conservation and promotion of the effective management of natural resources, such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources. Detailed background information is contained in the **Agricultural, Cultural and Natural Resources Element** of the **Douglas County Comprehensive Plan Background Report**.

## **Goals, Policies and Actions**

**Goal ACN-1: Maintain, protect and preserve the environmental quality of the Town of Oakland.**

**Policy ACN-1a.** Protect surface and ground waters in the town by working to control pollution from both point and non-point sources.

**Policy ACN-1b.** Cooperate with other governmental entities to control exotic and invasive species which threaten our water quality and forest resources.

**Policy ACN-1c.** Direct development away from sensitive environmental areas, such as steep slopes, wetlands, and waterways.

**Goal ACN-2: Encourage the establishment and protection of lands for recreational use.**

**Goal ACN-3: Preserve the economically productive agricultural and forest resources of the Town of Oakland.**

**Policy ACN-3a.** Support Douglas County efforts to assist landowners who wish to participate in various county, state, and federal agricultural programs.

**Policy ACN-3b.** If possible, work to ensure that the land currently zoned agricultural is not reduced in area.

**Policy ACN-3c.** Protect prime agricultural land when possible.

**Action ACN-3c(1).** Irrigation, dust, noise, odors, (when they are not threats to public safety) are not considered a nuisance.

**Policy ACN-3d.** Provide support to existing agricultural enterprises and encourage new agricultural ventures.

**Action ACN-3d(1).** Assist Town residents in pursuing sustainable and diverse agricultural ventures and developing markets for locally produced products.

**Policy ACN-3e.** Preserve rural landscapes through agricultural land preservation, conservation, and other sensitive land use measures.

**Goal ACN-4: Preserve cultural and historical sites.**

**Policy ACN-4a.** Encourage maintenance of identified historic structures to preserve the town's heritage.

**Goal ACN-5: Promote events that celebrate the culture and history of the area.**

**Goal ACN-6: Preserve Town visual resources.**

**Policy ACN-6a.** Ensure that signage meets safety needs, yet contributes to the Town's rural character.

# ECONOMIC DEVELOPMENT PLAN

## Introduction

The economic development component of the Town of Oakland Comprehensive Plan contains a compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the Town of Oakland. Detailed background information, including analysis of the labor force and economic base and identification of county, regional and state economic development programs that apply to the Town of Oakland is contained in the **Economic Development Element** of the **Douglas County Comprehensive Plan Background Report**.

## Strengths and Weaknesses for Attracting and Retaining Business & Industry

### Strengths

- Quality of life

### Weaknesses

- Taxes
- Regulations

## Designation of Sites for Business and Industry and Reuse of Contaminated Areas

Environmentally contaminated sites within the Town of Oakland are discussed in the Economic Development and the Land Use Chapters of this plan. The Town of Oakland supports reuse of these properties provided that the town is protected from liability issues.

## Goals, Policies and Actions

**Goal E-1: Encourage economic development in character with the rural nature of the town, particularly development that uses the local agriculture and forest resources.**



**Policy E-1a.** Cooperate with other private and governmental entities to explore new markets for forestry and agricultural products.

**Policy E-1b.** Allow cottage (home-based) industries within residential areas.

**Policy E-1c.** Explore educational and financial resources that will promote business and industry.

**Policy E-1d.** Encourage business retention and assist when feasible with expansion and new business development which is consistent with rural nature of the town.

**Policy E-1e.** Assist and facilitate economic development planning and coordination between local and regional partners.

**Policy E-1f.** Ensure a healthy tax base to keep property taxes at a minimum within the requirements of providing desired services.

**Policy E-1g.** Encourage recreation and tourism-based economic activity.



# INTERGOVERNMENTAL COOPERATION PLAN

## Introduction

The intergovernmental cooperation component of the Town of Oakland Comprehensive Plan contains a compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. Additional background information describing the Town's relationship with adjacent and overlapping jurisdictions, existing and potential conflicts and intergovernmental agreements is contained in the **Intergovernmental Cooperation Element** of the **Douglas County Comprehensive Plan Background Report**.

## Introduction

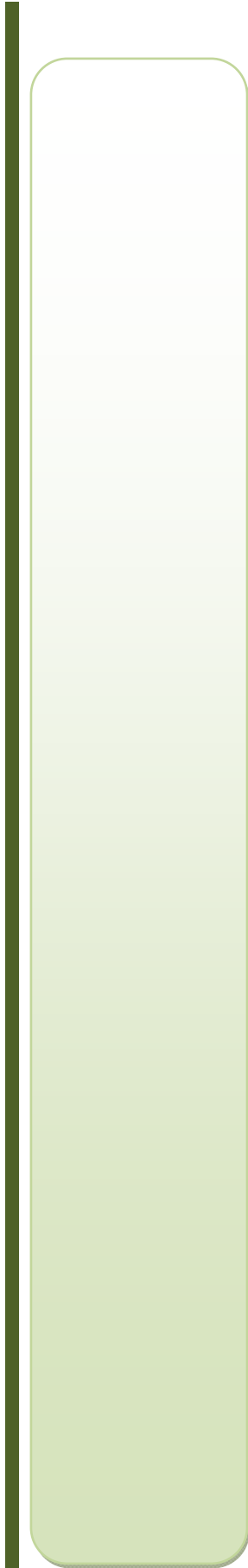
While potential intergovernmental conflicts have been minimized through use a coordinated multi-jurisdictional planning process, discord among plans may still arise in the future. Preparing for potential future conflict between jurisdictions requires a process to resolve such disputes. The conflict resolution process developed for Douglas County and local municipalities outlines the appropriate steps to be taken by the local governing body to resolve these disputes in a logical, systematic, and equitable manner. The recommended conflict resolution procedures are included in **Appendix D**.

## Goals, Policies and Actions

**Goal I-1: Promote continued interaction, coordination, and cooperation with neighboring towns and organizations and Douglas County.**

**Policy I-1a.** Improve communication with nearby municipalities, school districts, and other entities.

**Policy I-1b.** Explore the possibility of creating an administrative assistant position to be shared with nearby towns to assist with this interaction, coordination and cooperation.



**Policy I-1c.** Maintain and improve current sharing of services/equipment with nearby municipalities and entities.

# LAND USE PLAN

## Introduction

The land use component of the Town of Oakland Comprehensive Plan contains a compilation of objectives, policies, goals, maps and programs to guide future development and redevelopment of public and private property. Detailed background information, including the amount, type, intensity and net density of existing uses of land in the Town of Oakland, land use trends, existing and potential conflicts and redevelopment opportunities is described in the **Land Use Element** of the **Douglas County Comprehensive Plan Background Report**.

## Existing Land Use Map

The existing land use map depicts how lands in the community are currently being used. It does not show how land is zoned, or otherwise regulated. The map presents a generalized depiction of current land use within a series of broad use categories such as residential, commercial, industrial, etc. The map, and supporting data, is used to create a "land use profile", which depicts the relative percentage of land currently within each category.

The existing land use pattern in the Town of Oakland was defined through visual interpretation of digital aerial photography, field reconnaissance, and through consultation with the town planning committee. The mapped land use boundaries are approximations based on photo-identifiable features and are not based on parcel classifications used for assessment and zoning purposes. Existing Land Use in the Town of Oakland is depicted in **Map 8.3**.

## Land Demand Projections

Pages 7-9 of this document provides detailed land demand forecasts for 20-years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses.

## Future Land Use

The Future Land Use Map is **not** an official map, nor is it a zoning map; rather it serves as a guide for making future land use decisions. The Future Land Use Map serves as the "bridge" between the goals of the Comprehensive Plan and the ordinances and Zoning Map of the County. The Future Land Use Map will be used by the Town of Oakland Planning Commission to review future land use proposals and to make recommendations to the Town Board. The map can be used to determine whether or not existing zoning (and other regulations) are consistent with community goals.

Recommended future land uses were identified and mapped by the Town of Oakland planning committee, and are depicted in **Map 8.5**. Please refer to **Appendix E** for future land use category definitions.

### **Future Land Use Alternatives**

The process of identifying desired future land uses in the Town of Oakland involved the development of two scenarios, or alternatives. Both scenarios were presented to the public at a public open house in September of 2009. Based on oral and written public comment, the committee elected to adopt **Alternative A**, as shown in **Map 8.5**. The unselected alternative (**Alternative B**) is shown in **Map 8.5B**.

### **Goals, Policies and Actions**

#### **Goal L-1: Protect and maintain the rural character of the Town of Oakland.**

**Policy L-1a.** Create a Town of Oakland Subdivision Ordinance.

**Policy L-1b.** Create flexible development options that add to the desirable characteristics of the Town.

**Action L-1b(1).** Encourage conservation subdivisions.

**Action L-1b(2).** Encourage the use of natural resources as visual and physical amenities for development.

**Action L-1b(3).** Require buffers between incompatible land uses to minimize potential negative effects.

**Policy L-1c.** Retain large, contiguous tracts of forest and productive agricultural land.

**Action L-1c(1).** Before approving the change of forest land to another land use, determine the impacts on the community, ecological systems and local economy.

**Policy L-1d.** Promote land uses, densities and regulations that result in the protection of valued resources and recognize existing physical limitation (e.g. slope, woodlands, water).

**Action L-1d(1).** New lots and building sites shall be located and designed to protect environmental resources and reflect the rural character of the Town.

**Policy L-1e.** Identify scenic vistas, natural resources and large tracts of forest or agricultural lands that should be protected.

**Action L-1e(1).** Support private and public initiatives to protect these features through the use of conservation



strategies such as easements, covenants and deed restrictions.

**Goal L-2: The need to preserve large tracts of land for agriculture, forestry, wildlife and recreational use is part of making housing location decisions. Those kinds of decisions are also needed to maintain the rural nature of the town.**

**Goal L-3: Minimize land use conflicts within the Town of Oakland, especially by working toward equitable and consistent enforcement of zoning and land use regulations in the Town.**

**Goal L-4: Ensure an effective and continued publicly-based land use planning process in the Town.**

# IMPLEMENTATION PLAN

## Introduction

According to state statutes<sup>3</sup>, the implementation element is compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The **element** shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The **element** shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

## Actions, procedures that must be consistent with comprehensive plans

Wisconsin's Comprehensive Planning Law (66.1001 Wisconsin Statutes) identifies a series of actions and procedures that must be consistent with the governmental unit's comprehensive plan. Beginning on January 1, 2010, implementation of zoning, subdivision regulation, and official map ordinances must be consistent with the Douglas County Comprehensive Plan. Since state statutes do not clearly provide a definition for 'consistent', this plan assumes consistency to imply actions must be 'compatible' with the comprehensive plan and do not directly contradict the plan's goals, objectives. Currently, the Town of Oakland does not enforce regulations or ordinances that must be consistent with the municipal unit's comprehensive plan.

## Consistency among Plan Elements

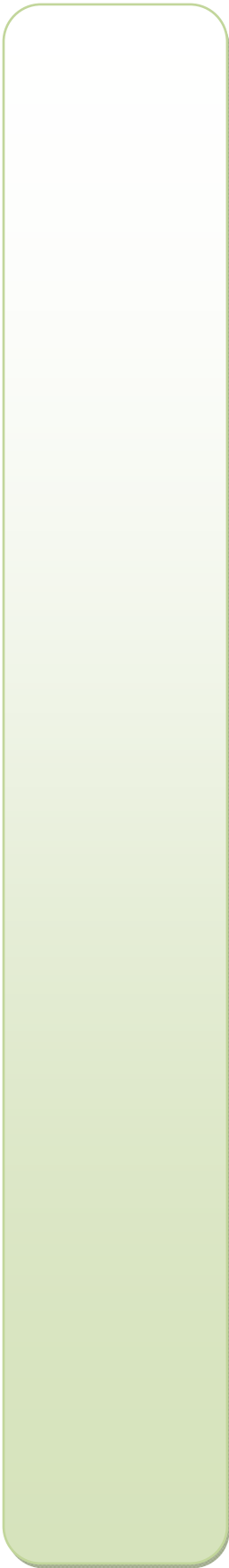
As required by Wisconsin State Statute 66.1001, all elements included in this plan are consistent with one another and no known conflicts exist. All nine elements included in this plan work to achieve the desired future for the Town of Oakland.

## Implementation Goals, Objectives and Policies

### Goal I-1: Implement the Comprehensive Plan

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<sup>3</sup> 66.1001 (2)(i)



**Policy I-1a.** Promote citizen awareness of the comprehensive plan.

**Policy I-1b.** Conduct an annual review of goals, objectives, policies, actions and future land use map to ensure plan continues to accurately reflect town desires

**Policy I-1c.** Evaluate and update the plan at least once every 5 years.

**Policy I-1d.** Work with Douglas County to ensure consistency between countywide ordinances and regulations and the Town of Oakland Comprehensive Plan.







Appendix A

**Public Participation Plan**



# **Town of Oakland Comprehensive Planning Process Public Participation Plan**

**Prepared by the Northwest Regional Planning Commission**

**Adopted by the  
Town of Oakland**

# **PUBLIC INVOLVEMENT AND COMMUNICATIONS**

## **GUIDELINES**

### **General**

The main goals of the Public Participation Plan are to make the citizens of Town of OAKLAND aware of the progress of the comprehensive planning process and to offer the public opportunities to actively participate in plan development. To achieve these goals, Town of OAKLAND has formally adopted this public participation plan which identifies a range of prescribed activities and actions to foster communication and active participation throughout the 30-month planning process. Taken individually, the activities and actions described in this plan are not expected to reach and inform each and every resident and property owner in the Town of OAKLAND. Collectively, however, the plan activities and actions are designed to effectively and efficiently provide a broad-based dissemination of information and maximize the opportunity for citizen involvement and comment.

The majority of the public participation activities will focus on public information, education, and input. Public meetings and open houses will provide opportunities for the public to openly discuss comprehensive planning issues with planning committee members, and the consultant. Formal public hearings will also be conducted as part of the plan adoption process to allow public testimony to be made regarding the Policy and Planning Document. During the planning process, every effort will be made to ensure that all public meetings are held at locations convenient and accessible.

### **Provisions for Open Discussion**

The Town of OAKLAND will ensure that public meetings allow for an open discussion of the relevant issues at hand and public hearings allow for appropriate public testimony. When public meetings or hearings are held, the Town of OAKLAND will make every effort to ensure those who choose to participate in the planning process have the opportunity to actually have their opinions heard. To accomplish this, the following actions will be implemented:

- An agenda will be established that clearly defines the purpose of the public meeting or hearing, the items to be discussed, and any actions that may be taken.

- A clearly identifiable facilitator or chair will conduct the meeting or hearing in an orderly fashion to ensure that all attendees have an opportunity to offer comments, discuss issues, or provide testimony.
- The facilitator or chair will provide opening remarks that clearly outline the purpose of the meeting or hearing and describe procedures attendees should use during the meeting or hearing when offering input.
- As appropriate, an overview of documents or proposals to be considered will be discussed.
- All residents and landowners attending the meeting or hearing that desire to participate should be allowed to do so. However, specific factors, such as the meeting or hearing purpose, number in attendance, time considerations, or future opportunities to participate may require that appropriate constraints be applied. These constraints will be clearly outlined by the facilitator or chair if the need arises.
- All attendees will be encouraged to sign in using a provided sign in sheet.
- Minutes will be taken and will be available at the following meeting.
- Special arrangements will be made under the provisions of the Americans with Disabilities Act (ADA) with sufficient advance notice.

### **Opportunity for Written Comments**

Detailed comments can be expressed through written format. To encourage the residents and landowners of the Town of OAKLAND to express written comment throughout the planning process, the following steps will be taken:

- All meeting and hearing notices will include the name, address, and e-mail address (if applicable) of person(s) to whom written comments should be sent along with any deadlines for submitting comments, when warranted. Written comments should be sent to Brian Conley at [blconley@centurytel.net](mailto:blconley@centurytel.net). Persons speaking or testifying will be encouraged to concisely express their comments and provide specific details in written format.

### **Consideration of and Response to Public Comments**

The various methods for involving the public and soliciting public opinions and comments during the comprehensive planning process are defined herein. These methods represent the initial steps for bringing public comment into the decision-making process. The following steps will be taken to ensure that public recommendations and comments are taken into consideration by the decision-

makers when developing the comprehensive plan:

- Time will be reserved subsequent to the close of a meeting, hearing, or comment deadline and prior to the actual decision or recommendation being made to ensure that decision makers can adequately review all relevant materials or comments.
- Decision-makers may reconvene a public hearing for the purpose of addressing public comments.
- The record (written comments or testimony and minutes) of hearings and meeting summaries will be compiled by appointed committee members and made available to the Comprehensive Planning Committee for their review and consideration.
- Substantive comments pertaining to studies, analysis, or reports, along with appropriate responses, will be included in the published documents itself.
- Relevant comments or testimony will be addressed through the findings-of-fact portion of the decision maker's written decision or recommendation.

# **PUBLIC INVOLVEMENT PLAN**

## **General Provisions**

### *Planning Committee Meetings & Workshops*

The Town of OAKLAND will hold regularly scheduled public meetings to collect information collected relevant to the nine elements of the Policy and Planning Document. Through local public meetings, residents will be able to become an instrumental part of their community's planning process. By participating in meetings and workshops, citizens can aid their elected officials and planning committee in creating a vision for the Town of OAKLAND.

### *Meeting/Hearing Notices*

Official meeting notices will be prepared for any public meetings conducted pertaining to the comprehensive planning process. At a minimum, the requirements of §19.31 pertaining to public meetings and notification will be met. The Town Clerk or other Town staff will place meeting notices at the designated posting location(s). All public hearings will follow the same public notice recommendations except all public hearings will be published under the Class II notice requirements.

### *Civic and Community Presentations*

Throughout the planning process, representatives responsible for development of the comprehensive plan may meet with local civic and community organizations to discuss the development of the Policy and Planning Document. Information may be collected at the civic and community functions as it pertains to the development of the Policy and Planning Document.

### *Planning Document Dissemination*

Documents that contain or describe the proposed plan's policies, maps, or recommendations will be made available for public review. Such documents will be made available at the public meetings and in responses to specific requests.

Documents may be disseminated as follows:

- Digital versions may be posted on the Town and/or consultants website.
- A copy will be available to each elected official and/or key staff.
- A copy will be available for review at the Northwest Regional Planning Commission, 1400 S River Street, Spooner, WI 54801 during normal business hours.

### **Public Hearings**

Once the final draft of the Town of OAKLAND Policy and Planning Document is completed, Town of OAKLAND with assistance from the consultant will conduct a minimum of 1 (one) public hearing to receive public comment on the proposed plan.

### *Hearing Notices*

Town of OAKLAND will place legal notice of hearings in the official newspaper(s). Hearing notices will be published in compliance with state requirements.

Prior to the Town of OAKLAND enacting an ordinance approving the Douglas County Comprehensive Plan and the Town of OAKLAND Policy and Planning

Documents, a hearing shall be conducted preceded by a Class 1 public notice that is published at least 30 days before the hearing is held. The county may also provide notice of the hearing by any other means it considers appropriate.

According to the comprehensive planning legislation, the Class 1 notice shall contain at least the following information:

1. The date, time, and place of hearing.
2. A summary of the proposed Policy and Planning Document or amendment to such a plan.



3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed Policy and Planning Document may be inspected before the hearing and how a copy of the plan may be obtained.

### **Town of OAKLAND Comprehensive Plan Adoption Process**

Town of OAKLAND will follow the procedures for adopting the comprehensive plan as listed in §66.1001. The first step in the adoption process is being met by the adoption of this document that details written procedures that are designed to foster public participation throughout the planning process.

## **KEY PUBLIC PARTICIPATION ACTIVITES**

### **Public Opinion Survey**

During the spring of 2007, Douglas County initiated a large-scale public opinion survey effort to inform residents of the planning process and solicit citizen input on a wide range of planning-related issues and topics. Surveys were distributed to all property owners in Douglas County, including landowners in the Town of OAKLAND. Address records were obtained using the county's property tax database which were sorted to remove redundancies and other discrepancies. As an alternative to hard-copy, the survey was also made available digitally on the internet. The internet based survey (IBS) allowed users who favor digital technology and individuals for whom the county does not have a tax address (i.e. renters) to complete the survey. Prior to distributing the survey, the county published notification in local newspapers to inform citizens of survey options.

Survey results were tabulated and a summary report indicating the key findings was prepared. This report was distributed to the planning committee, County Board and all local municipalities (including the Town of OAKLAND), local media and to private citizens, interest groups or other organizations, by request. A digital copy of the survey results will also be posted on the county and consultants web site.

In 2002, the Town of Oakland also conducted a public opinion survey. The results can be found in the Town of Oakland Land Use Plan.

### **Planning Committee Meetings**

The public will be encouraged to attend the regularly scheduled meetings of the Town of OAKLAND Comprehensive Planning Committee. Time will be allocated during each meeting for the general public to address the committee or to ask questions about the planning process. At a minimum, the requirements of §19.31 pertaining to public meetings and notification will be met. The Town Clerk or other Town staff will place meeting notices at the Town's designated posting location(s). It is recommended that meeting notices be posted at least one week prior to the meeting.

### **Town of OAKLAND Towns Association Meetings**

Representatives of Town of OAKLAND may attend each quarterly meeting of the Douglas County Towns Association to provide updates on plan progress, share and gather plan-related information and to discuss key planning topics.

## Public Viewing of Plan-related Materials

During the planning process, narrative, maps and other educational materials and documents will be made available for public viewing upon request. Where possible, these materials will also be available for public viewing and download on the consultant web page.

### **PUBLIC PARTICIPATION TIMELINE (Subject to Committee progress)**

Activity	Date	Frequency
Public Opinion Survey		Already completed
Planning Committee Meetings	May 2007-October 2009	Regular Intervals
Stakeholder Outreach		As requested
Plan Material Review		Ongoing
Public Hearing	September 2009	A minimum of one

Roy Peterson, Town Chair

Attest:

Mary Conley, Clerk

Approved by the Town of OAKLAND, Town Board on:

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Appendix B

# **Joint Planning Agreement**



## Joint Planning Agreement

- Description of planning process and timeline** - This project is a joint venture among Douglas County and Town of Oakland. The intent of the project is to produce a plan for each participating community that complies with the procedural and substantive requirements of the State Comprehensive Planning Law (66.1001, Wis. Stats.). Participating communities will complete planning activities as outlined in the attached diagram and detailed description of planning activities.
- Local citizen involvement** - Each participating community agrees to adopt a public participation plan to assure local involvement of citizens. A county-wide public participation framework, as described in the attached description of planning activities, will serve as the minimum level of public involvement. Local communities are responsible for supplementing this framework as needed.
- Deliverables** - Each participating community will receive a preliminary draft comprehensive plan and land use map for review and comment. The final plan and map will reflect community review comments of the preliminary draft. Additional revisions will be at the local community's expense.
- Project cost** - The maximum cost of the project to participating communities is outlined in the attached table. Each community agrees to pay its proportional share of the actual cost of such services not to exceed the maximum project cost. Each participating community also agrees to remit to Douglas County its share of project costs as invoiced annually. State incentives and other savings below the maximum project cost will be distributed proportionally among participating communities based on their share of the total project cost.
- Planning bodies** - Each participating community agrees to form a planning committee or other body authorized by statute to perform planning functions and to appoint other representatives necessary to complete project activities.
- Relationship of plans** - The County agrees to incorporate town land use plans in the county comprehensive plan provided they are consistent with county responsibilities to address regional issues, comply with state mandates and address potential land use conflicts in areas where municipalities abut on another.
- Consequences for withdrawal** - Each participating community agrees to complete the activities outlined in the project description and to continue their participation for the duration of the project. Communities who choose to withdraw from the process will be held responsible for a proportionate share of the project cost as outlined and will not receive project deliverables.

Name: Roy Peterson  
Town Board Chair/Village President

Signature Roy Peterson

Douglas G. Finn,  
Douglas County Board Chair

Signature Douglas Finn







# Appendix C

## **Survey Results**



## Town of Oakland Demographic Questions

**Q1. Please indicate the total number of people in each age group that live in your household, including yourself?**

Amount of People in each age group										
	1	2	3	4	5	6	7	8	9	10
Under 5	5.2%	1.0%								
Ages 5-9	6.3%	1.0%								
Ages 10-17	8.3%	3.1%	2.1%							
Ages 18-29	8.3%	3.1%	1.0%							
Ages 30-39	8.3%	5.2%								
Ages 40-49	12.5%	11.5%			1.0%					
Ages 50-59	16.7%	20.8%								
Ages 60-69	12.5%	9.4%								
Ages 70+	12.5%	8.3%								

**Q2. Please indicate the total household income range of your household**

2.1%	Less than \$15,000	4.2%	\$50,000 to \$54,999
12.5%	\$15,000 to \$24,999	4.2%	\$55,000 to \$59,999
8.3%	\$25,000 to \$34,999	8.3%	\$60,000 to \$64,999
15.6%	\$35,000 to \$49,999	38.5%	\$65,000 or more

## Town of Oakland Property Ownership

**Q3. Is your primary residence located in Douglas County?**

- 88.5% Yes
- 11.5% I am not a resident, but own land or other property in Douglas County
- 0.0% I am a renter (*skip to Q7*)

**Q4. How long have you had your primary residence (or property) in Douglas County?**

- 1.0% Less than 1 year
- 7.3% 1 to 5 years
- 16.7% 5 to 10 years
- 15.6% 11 to 20 years
- 58.3% More than 20 years

**Q5. Approximately how many total acres do you own in Douglas County? “See Attached” Acres**

**Q6. Is your Douglas County residence or property (check all that apply)**

- 27.1% Lakeshore property
- 9.4% Riverfront property
- 54.2% Woodland property
- 28.1% Agricultural property
- 11.5% Other

**Q7. Do you plan on developing (subdividing or otherwise increasing the intensity of use) your property over the next 20 years?**

- 14.6% Yes
- 67.7% No (Please go to Question 9)
- 15.6% My property is already developed

**Q8. If you answered “yes” to Q7, when do you plan to develop your property?**

	<b>5 years or less</b>	<b>6-10 years</b>	<b>11-15 years</b>	<b>16-20 years</b>	<b>I plan to sell my property</b>	<b>I am considering the preservation of my property</b>
Lakeshore property	1.0%		1.0%		1.0%	1.0%
Riverfront property						
Woodland property	4.2%	1.0%			1.0%	2.1%
Agricultural property	2.1%	1.0%				2.1%
Other property		1.0%				

## Town of Oakland State Comprehensive Planning Grant Program Planning Goals

**Q9. Please indicate your level of support for the 14 planning goals which Douglas County must address during the comprehensive planning process.**

**GOAL 1: Promote the redevelopment of lands with existing infrastructure (utilities, roads) and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures. (check one)**

14.6% Strongly Support      49.0% Support      9.4% Oppose      6.3% Strongly Oppose      18.8% Don't Know

**GOAL 2: Encourage neighborhood designs that support a range of transportation choices. (check one)**

10.4% Strongly Support      46.9% Support      15.6% Oppose      8.3% Strongly Oppose      15.6% Don't Know

**GOAL 3: Protect natural areas, including wetlands, wildlife habitats, lakes, woodland, open spaces and groundwater resources. (check one)**

42.7% Strongly Support      38.5% Support      3.1% Oppose      9.4% Strongly Oppose      5.2% Don't Know

**GOAL 4: Protection of economically productive areas, including farmland and forests. (check one)**

32.3% Strongly Support      46.9% Support      6.3% Oppose      6.3% Strongly Oppose      5.2% Don't Know

**GOAL 5: Encourage land uses, densities (the number of people or buildings that exist in relationship to the surrounding area) and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs. (check one)**

18.8% Strongly Support      47.9% Support      11.5% Oppose      5.2% Strongly Oppose      15.6% Don't Know

**GOAL 6: Preserve cultural, historical and archaeological sites. (check one)**

22.9% Strongly Support      54.2% Support      8.3% Oppose      5.2% Strongly Oppose      7.3% Don't Know

**GOAL 7: Encourage coordination and cooperation among nearby units of government. (check one)**

24.0% Strongly Support      60.4% Support      4.2% Oppose      4.2% Strongly Oppose      6.3% Don't Know

**GOAL 8: Build community identity by revitalizing main streets and enforcing design standards. (check one)**

9.4% Strongly Support      51.0% Support      10.4% Oppose      10.4% Strongly Oppose      16.7% Don't Know

**GOAL 9: Provide an adequate supply of affordable housing for individuals of all income levels throughout each community. (check one)**

20.8% Strongly Support      44.8% Support      13.5% Oppose      10.4% Strongly Oppose      9.4% Don't Know

**GOAL 10: Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses. (check one)**

14.6% Strongly Support      39.6% Support      12.5% Oppose      12.5% Strongly Oppose      19.8% Don't Know

**GOAL 11: Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels. (check one)**

28.1% Strongly Support      55.2% Support      4.2% Oppose      6.3% Strongly Oppose      4.2% Don't Know

**GOAL 12: Balance individual property rights with community interests and goals. (check one)**

19.8% Strongly Support      49.0% Support      10.4% Oppose      12.5% Strongly Oppose      7.3% Don't Know

**GOAL 13: Engage in planning and development of land uses that create or preserve varied and unique urban and rural communities. (check one)**

15.6% Strongly Support      49.0% Support      17.7% Oppose      5.2% Strongly Oppose      11.5% Don't Know

**GOAL 14: Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependant and disabled citizens. (check one)**

16.7% Strongly Support      52.1% Support      6.3% Oppose      9.4% Strongly Oppose      13.5% Don't Know

## Town of Oakland Quality of Life

**Q10. Please rate the following quality of life attributes which best describe why you choose to live in Douglas County. (rank each in priority: 5-High priority, 1-Low priority)**

	1	2	3	4	5		1	2	3	4	5
Housing	16.7%	8.3%	30.2%	25.0%	10.4%	Natural Beauty	5.2%	4.2%	8.3%	21.9%	55.2%
Taxes	40.6%	14.6%	17.7%	3.1%	15.6%	Clean Air & Water	8.3%	1.0%	11.5%	21.9%	51.0%
Crime Rate	11.5%	7.3%	26.0%	24.0%	21.9%	Recreational Opps	5.2%	9.4%	15.6%	26.0%	36.5%
Employment	20.8%	10.4%	29.2%	13.5%	18.8%	Schools	20.8%	9.4%	15.6%	26.0%	36.5%
Rural Character	7.3%	4.2%	19.8%	18.8%	46.9%	Geographic Isolation	11.5%	7.3%	19.8%	22.9%	30.2%

Other(s) See Attached

**Q11. Please rate the following threats to the quality of life you enjoy in Douglas County? (rank each in priority: 5-High priority, 1-Low priority)**

	1	2	3	4	5		1	2	3	4	5
Housing	27.1%	9.4%	32.3%	10.4%	13.5%	Loss of Natural Beauty	12.5%	9.4%	20.8%	16.7%	33.3%
Taxes	8.3%	1.0%	11.5%	17.7%	56.3%	Pollution	15.6%	10.4%	21.9%	10.4%	33.3%
Crime Rate	12.5%	15.6%	35.4%	16.7%	11.5%	Loss of Nat Resources	13.5%	11.5%	20.8%	12.5%	33.3%
Employment	14.6%	11.5%	27.1%	20.8%	17.7%	Schools	27.1%	8.3%	29.2%	12.5%	13.5%
Undesirable LU	14.6%	12.5%	27.1%	13.5%	26.0%	Geographic Isolation	24.0%	11.5%	27.1%	12.5%	16.7%

Other(s) See Attached

## Town of Oakland Land Use

**Q12. What types of growth would you like to see in Douglas County over the next 20 years?(check all that apply)**

- |                                                   |                                                           |
|---------------------------------------------------|-----------------------------------------------------------|
| 49.0% Single-family residential                   | 44.8% Industrial                                          |
| 15.6% Multi-family residential                    | 36.5% Tourism-related (hotels, attractions, recreational) |
| 19.8% Recreational homes and cottages             | 34.4% Forestry & Logging                                  |
| 52.1% Commercial (retail, restaurants & services) | 42.7% Agriculture                                         |
| 9.4% Mining                                       | 21.9% No growth                                           |
| 7.3% Other                                        | 43.8% Preservation                                        |

**Q13. How familiar are you with the following land use regulations currently in place in Douglas County?**

	Familiar	Somewhat Familiar	Unfamiliar
Zoning Regulations	20.8%	51.0%	26.0%
Subdivision Regulations	7.3%	28.1%	61.5%
Shoreland Regulations	19.8%	31.3%	46.9%
Sanitary (POWTS) Regulations	18.8%	37.5%	42.7%

**Q14. Do you believe current regulations are effectively preserving farmland and forestland in rural areas?**

32.3% Yes      19.8% No      43.8% Don't Know

**Q15. What do you feel is an appropriate minimum lot size for single-family residential (non-subdivision) development in the rural areas of Douglas County?**

- 7.3% 1 acre
- 35.4% 2 to 5 acres
- 33.3% 5 to 10 acres
- 11.5% 10 to 20 acres
- 9.4% 20 to 40 acres
- 1.0% Don't Know

**Q16. Do you support increasing the minimum lot size for residential development in to limit density in shoreland areas?**

59.4% Yes      24.0% No      16.7% Don't Know

**Q17. Please indicate whether you strongly agree, agree, disagree or strongly disagree with the following statements.**

	<b>Strongly Agree</b>	<b>Agree</b>	<b>Disagree</b>	<b>Strongly Disagree</b>	<b>Don't Know</b>
County land use regulations protect private property rights.	10.4%	32.3%	18.8%	16.7%	20.8%
Landowners should have some restrictions on how much of their land they can develop.	10.4%	39.6%	18.8%	26.0%	4.2%
Undesirable land uses next to my property would impact my use and/or enjoyment of my property.	50.0%	32.3%	9.4%	5.2%	3.1%
The County and local Governments should continue to regulate the siting of land uses.	14.6%	50.0%	16.7%	12.5%	6.3%
The County should encourage the preservation of prime farmland.	35.4%	44.8%	10.4%	6.3%	2.1%
It's important to preserve the agricultural industry in Douglas County.	36.5%	46.9%	8.3%	5.2%	2.1%
The rural character of Douglas County should be preserved.	42.7%	35.4%	11.5%	6.3%	4.2%
It's important to maintain Douglas County's population.	22.9%	46.9%	15.6%	6.3%	8.3%
Enforcement of county regulations is adequate.	12.5%	47.9%	13.5%	4.2%	21.9%

**Q18. Please indicate whether YOU strongly agree, agree, disagree or strongly disagree that the County should place more regulations on the following:**

	<b>Strongly Agree</b>	<b>Agree</b>	<b>Disagree</b>	<b>Strongly Disagree</b>	<b>Don't Know</b>
Where residential housing can be built.	15.6%	31.3%	29.2%	15.6%	8.3%
Location of campgrounds and RV Parks.	19.8%	42.7%	18.8%	7.3%	11.5%
Location of Manufacturing Plants.	26.0%	42.7%	14.6%	6.3%	9.4%
Location of retail and commercial enterprises.	21.9%	39.6%	20.8%	7.3%	7.3%
Minimum lot sizes.	27.1%	37.5%	18.8%	10.4%	5.2%
Development of environmentally sensitive areas.	27.1%	32.3%	17.7%	11.5%	7.3%
Development in shoreland areas.	29.2%	35.4%	15.6%	9.4%	8.3%
Signs and Billboards.	32.3%	38.5%	14.6%	7.3%	5.2%
Maintaining or enhancing scenic beauty	38.5%	32.3%	14.6%	7.3%	6.3%
Location of sand and gravel pit operations.	18.8%	39.6%	26.0%	7.3%	8.3%
Location of large animal feedlots.	25.0%	36.5%	21.9%	6.3%	9.4%
Development on wetlands.	25.0%	32.3%	22.9%	11.5%	6.3%
Development on floodplains.	25.0%	33.3%	22.9%	9.4%	7.3%
Development on land with unique natural features.	25.0%	33.3%	22.9%	10.4%	8.3%
Logging practices along streambanks.	30.2%	40.6%	9.4%	7.3%	12.5%
Logging practices along highways	20.8%	34.4%	18.8%	10.4%	14.6%

# Town of Oakland Utilities, Community Resources & Facilities

**Q19. Please indicate your level of satisfaction with the following services and resources:**

	Needs a lot of improvement	Needs a little improvement	Needs no improvement	No Opinion
County Recreation Facilities	15.6%	36.5%	30.2%	15.6%
Town/Village Recreation Facilities	11.5%	33.3%	31.3%	20.8%
Law Enforcement	13.5%	30.2%	42.7%	11.5%
Fire Protection	8.3%	28.1%	49.0%	12.5%
Ambulance	6.3%	25.0%	49.0%	16.7%
Health Care Facilities	10.4%	26.0%	43.8%	15.6%
Town Roads	30.2%	40.6%	26.0%	2.1%
County Roads	41.7%	38.5%	15.6%	1.0%
Cost of Living	37.5%	32.3%	18.8%	9.4%
Job Opportunities	39.6%	30.2%	11.5%	15.6%
Environmental Quality	10.4%	37.5%	41.7%	9.4%
Clean Air	8.3%	25.0%	60.4%	5.2%
Lakeshore Protection	9.4%	36.5%	41.7%	10.4%
Clean Drinking Water	5.2%	28.1%	55.2%	10.4%
Public Schools	16.7%	22.9%	44.8%	14.6%
Town Services	4.2%	31.3%	52.1%	11.5%
Village Services	3.1%	21.9%	41.7%	29.2%
County Services	8.3%	33.3%	41.7%	15.6%
Shopping Facilities	9.4%	29.2%	52.1%	8.3%
Housing	9.4%	36.5%	35.4%	16.7%
Sanitary Sewers	16.7%	22.9%	36.5%	19.8%
Public Land Ownership	7.3%	27.1%	39.6%	24.0%
News Media	32.3%	20.8%	22.9%	22.9%

Other(s) See Attached

**Please provide any comments you may have about the services, facilities or resources listed above.**

See Attached

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## Town of Oakland Housing

**Q20. In your opinion, what types of housing are currently needed in Douglas County? (select all that apply)**

44.8% Single-family homes (owned-occupied & rentals)	8.3% Condominiums or townhouses
12.5% Duplexes	33.3% Low to moderate income housing of all types
13.5% Apartments (3 or more units)	39.6% Senior housing
9.4% Housing subdivisions	11.5% Seasonal or recreational housing
3.1% Mobile home parks	2.1% Other housing _(See Attached)_____
	29.2% No additional housing is currently needed

**Q21. In your opinion, what types of housing will be needed in Douglas County over the next 20 years? (select all that apply)**

46.9% Single-family homes (owned-occupied & rentals)	13.5% Condominiums or townhouses
11.5% Duplexes	33.3% Low to moderate income housing of all types
12.5% Apartments (3 or more units)	49.0% Senior housing
13.5% Housing subdivisions	15.6% Seasonal or recreational housing
5.2% Mobile home parks	0.0% Other housing _____
	15.6% No additional housing will be needed

**Q22. Do you feel there is a need for more affordable housing in Douglas County?**

39.6% Yes      37.5% No      21.9% Don't Know

## Town of Oakland Transportation

A rural transit system increases the mobility of small urban and rural residents through improved public transportation. A rural transit system could provide regularly scheduled or on-demand shuttle services to rural Douglas County.

**Q23. Would you support an initiative to create a countywide transit system linking communities and adjoining counties?**

32.3% Yes      50.0% No      16.7% Don't Know

**Q24. Development of a countywide transit system may require Douglas County to contribute funding towards operation of a transit system. Would you support the use of county funds to supplement the operation of a county transit system?**

27.1% Yes      61.5% No      11.5% Don't Know

**Q25. If a transit system was developed, should all towns and villages also contribute funding to supplement the transit system?**

37.5% Yes      45.8% No      16.7% Don't Know

**Q26. Are you experiencing unmet transportation needs to get to doctor appointments, shopping, etc?**

1.0% Yes      99.0% No

**Q27. Are you aware of others who are experiencing unmet transportation needs to get to doctor appointments, shopping, etc.?**

15.6% Yes      84.4% No

**Q28. How far do you currently commute to work?**

5.2% Less than 1 mile  
2.1% 1 to 5 miles  
5.2% 6 to 10 miles  
33.3% 11 to 25 miles  
16.7% More than 25 miles  
33.3% Not currently in the workforce

**Q29. Do you Carpool?**

5.2% Often    13.5% Sometimes    24.0% Rarely    49.0% Never

**Q30. Do you currently use public roads for walking, biking, jogging, etc.?**

27.1% Often    34.4% Sometimes    24.0% Rarely    13.5% Never

**Q31. If more safety improvements were incorporated into road design would you be more likely to use public roads for walking, biking, jogging, etc.?**

51.0% Yes    40.6% No    8.3% Don't Know

**Town of Oakland Economic Development**

**Q32. In your opinion, how important are the following economic development issues to the future of Douglas County?**

	<b>Very Important</b>	<b>Important</b>	<b>Somewhat Important</b>	<b>Not Important</b>	<b>Don't Know</b>
Retaining existing business and industry	62.5%	26.0%	3.1%	5.2%	2.1%
Attracting new business	60.4%	18.8%	10.4%	8.3%	1.0%
Creating quality business ownership opportunities	49.0%	28.1%	10.4%	8.3%	3.1%
Promoting a strong and stable local economy	60.4%	27.1%	6.3%	3.1%	2.1%
Expanding tourism and visitor opportunities	31.3%	27.1%	18.8%	16.7%	4.2%
Economic development consistent with rural character	41.7%	26.0%	12.5%	7.3%	6.3%
Other (See Attached)	5.2%	1.0%	2.1%	1.0%	2.1%

**Q33. The County should try to attract more tourists to this area.**

47.9% Agree    25.0% Disagree    26.0% Don't Know



Appendix D

# **Conflict Resolution Procedures**



## Conflict Resolution Process (CRP)

### **Purpose:**

To provide the framework for resolving planning related conflicts. The CRP is intended to provide a low-cost, flexible approach to resolving planning disputes between governmental entities. This process should not supersede local processes established for conflict resolution and is not intended to be used by parties dissatisfied with the appropriate application of local rules and regulations within their jurisdiction.

### 1. Open Discussion and Debate

Communication and open discussion between parties involved in a dispute will be the first action taken to resolve conflicts by reaching consensus. Oftentimes, open dialog and debate between affected parties will be sufficient to resolve most conflicts. This action will be undertaken without outside assistance from a neutral third-party.

### 2. Negotiation Techniques

If parties cannot reach consensus through discussion and debate it may be necessary to utilize facilitation or mediation techniques involving the use of a neutral third-party.

- Facilitation – A conflict resolution method which involves use of a neutral third party to act as a facilitator in discussions between disputants. The facilitator’s role is normally limited to providing a forum for the parties to interact directly, including the enforcement of very basic rules of communication during discussions and negotiations.
- Mediation – A form of a conflict resolution in which the parties bring their dispute to a neutral third party, who helps them agree on a settlement. Planning disputes should be mediated by a neutral third-party. A mutually acceptable mediator is to be selected from the Conflict Resolution Subcommittee.

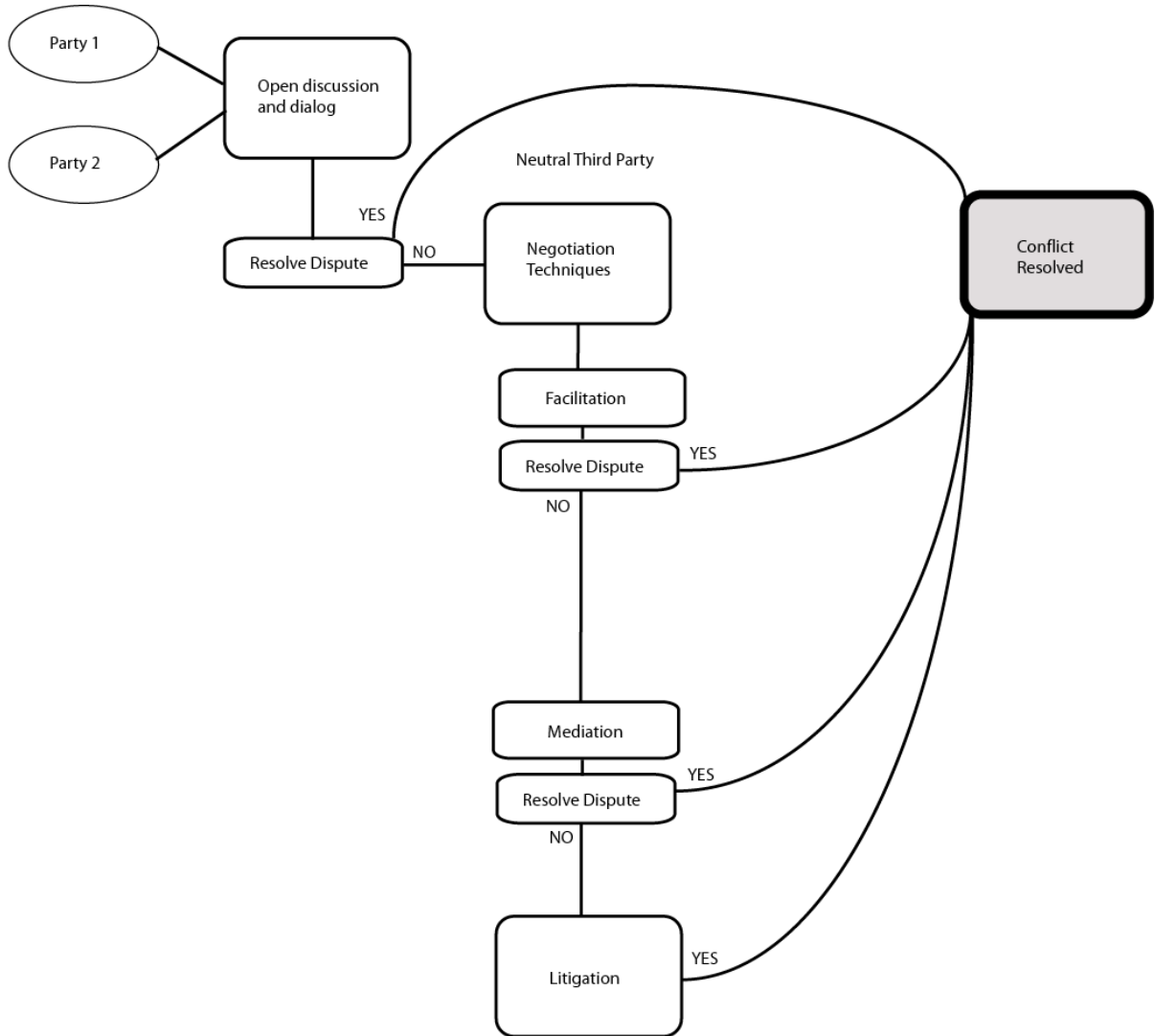
### 3. Litigation

If discussion and negotiation techniques fail to achieve a resolution to the dispute, the process will move to litigation. This process involves the use of the court system to resolve disputes. While many cases are settled in pre-trial proceedings, this alternative can be very time-consuming and expensive for all parties involved.

### **Initiating the CRP**

The process may be initiated by a local jurisdiction or Douglas County at any time during the planning process. Requests to initiate CRP should be submitted to the consultant and to affected jurisdictions and shall clearly and concisely identify the issue, the jurisdictions involved, and the affected jurisdiction’s authorized representatives. Upon receipt of CRP notification, and unless otherwise requested by the jurisdictions involved, the consultant will schedule a meeting between the affected parties to discuss and debate the issue (see #1). If this step fails

to resolve the dispute, the consultant will coordinate meeting to address the dispute using negotiation techniques (see #2). The consultant may, at the request of both parties, act as a facilitator and/or mediator, otherwise this party selected from the Conflict Resolution Subcommittee.





Appendix E

# **Future Land Use Definitions**





**Town of Oakland - Future Land Use Categories**  
**Revised August 2009**  
**Draft prepared by Bob Warner and Mary Brill**  
**for #2 Future Land Use Map**

No. on Map #2	Category	Description
1.	Shoreland/river residential	This category is a blended residential area, encompassing older traditional "cottage style" developments and newer lakefront and river homes. All new development in this classification should be compatible with the sensitive character of this shoreline area, protecting the shoreline itself, scenic views, and natural features. Recommended land uses include single family residential and seasonal/recreational homes.
2.	General Commercial (GC)	This category includes small-scale indoor commercial, retail, service and office uses, excluding manufacturing, warehousing, and distribution. Typical retail uses include gas stations, grocery stores, restaurants, shops and convenience stores. General development considerations include traffic, compatibility with abutting residential areas, the appearance of new and existing development as well as the availability of adequate infrastructure.
3.	Government and Institutional (GI)	This category includes all government-owned administration buildings and offices; fire stations, public hospitals and health care facilities; daycare centers; public schools, colleges, educational research lands; and lands of fraternal organizations (BSA, YFW, etc.) located outside of Rural Activity Centers. Cemeteries, churches, and other religious facilities located outside of Rural Activity Centers are also included in this category.
4.	Conservation and Outdoor Recreation (FWCOR) - publically owned forest lands	This category delineates areas in which designated exclusively for the production of timber, wildlife & waterfowl production, wildlife habitat and outdoor recreation. Desired future land use practices would include sustainable forestry practices, hunting, fishing, hiking, camping, various forms of motorized and non-motorized recreation consistent with adopted management plans, and other low-impact human uses. Public parks are included within this category.

5.	Rural Residential	The Rural Residential category would permit development at a density low enough to assure conservation of natural systems and protection of rural resources. Rural residential clustering would be allowed. Density: The preferred maximum density of the Rural Residential category would not be greater than 1 dwelling unit per 5 acres. This is equivalent to 128 dwellings per square mile.
6.	Existing Lakeside Residential	Developed areas around Lyman and Dowling Lakes.
7.	Rural Traditional	Rural lands in this category will include large-lot residential uses and resource-based industries, including farming and forestry operations. Industrial uses would be limited to industries directly related to, and dependent on, natural resources. Rural-oriented recreational uses will also play a role in this category. Rural cluster development would typically be allowed within in this category. Density: The preferred maximum density of the Rural Traditional category would not be greater than 1 dwelling unit per 10 acres. This is equivalent to 64 dwellings per square mile.
8.	Forestry{privately owned lands}medium density	This category focuses on the protection of environmentally sensitive areas, scenic viewsheds and the conservation of rural open space. The category will encourage low-impact uses and utilize clustering and/or other open space techniques to protect sensitive areas and preserve open space. <i>Density:</i> The preferred maximum density of the Rural Conservation category would not be greater than 1 dwelling unit per 20 acres. (Bonus density may be granted for preserving open space, scenic resources and/or environmentally sensitive areas through the use of clustered housing. Such conservation subdivisions must follow generally accepted practices for such subdivisions.

9	Under Conservation Easement	This category includes those parcels of land which the owners have placed under conservation easements of various kinds. <i>These are private lands which are not open to public use, unless posted otherwise.</i>
10.	Agricultural	This category includes tracts of land of at least 20 (twenty) acres of existing farmland. This category will encourage the use of existing farmland as farmland now and in the future. This category will allow landowners to take advantage of local, state and federal programs which reimburse the landowner for the voluntary preservation of agricultural lands, through such programs as the purchase of development rights and other programs which may be available.
11.	Forestry {privately owned lands} –low density	This category focuses on the protection of environmentally sensitive areas. Scenic viewsheds and the conservation of rural open space. The category will encourage low-impact uses and utilize clustering and/or other open space techniques to protect sensitive areas and preserve open space. <i>Density:</i> The preferred maximum density of the Rural Conservation category would not be greater than 1 dwelling unit per 40 acres. (Bonus density may be granted for preserving open space, scenic resources and/or environmentally sensitive areas through the use of clustered housing. Such conservation subdivisions must follow generally accepted practices for such subdivisions.