



# City of Spooner Comprehensive Plan

Month Date, 2016



# CITY OF SPOONER COMPREHENSIVE PLAN

Approved by the City of Spooner Common Council on **Month Date,** 2016

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# **DEMOGRAPHICS AND ISSUES & OPPORTUNITIES**



# **1 DEMOGRAPHICS AND ISSUES & OPPORTUNITIES**

## **1.1 INTRODUCTION**

Spooner's Comprehensive Plan was first adopted in 2006. In 2014, the City began an update to the plan to meet the required 10-year plan update process. The plan has undergone an update of information that will continue to be a guide for city staff, committees, and elected officials. Overall, the comprehensive plan covers the nine primary chapters required by 66.1001.

## **1.2 POPULATION**

Nearly 5,200 persons live within a 5 miles area of the City of Spooner. Analyzing local demographics, aids in planning for the needs of current and future residents. This review begins with a profile of the people who live, work, and own property in the community. This information is critical to forecasting the need for community facilities and services, since it is the current and future people who will demand better roads, schools, parks, jobs, and other public services.

### **1.2.1 POPULATION CHANGE**

Population is an important contributing factor to development patterns. Significant increases or decreases in the number of inhabitants, along with population characteristics of income, education, and age, impact the city's housing, economic development, land use, utility, transportation, and recreational needs. Examining past changes and present population characteristics enhance the ability to prepare for the future.

Over the past 60 years, the city has experienced varying swings in population. While experiencing a low in 1980 of 2,365 persons, population has rebounded significantly. The largest recent change in population occurred between 1950 and 1960 when the City suffered a decline of 199 persons. However, since 1980 population levels have continued to increase. During the 30-year period spanning 1980 to 2010, population levels increased by 317 persons with population gains of 99 persons between 1980 and 1990, 189 persons between 1990 and 2000, and 29 persons between 2000 and 2010.



**Table 1.1 Population 1950 - 2010**

	1950	1960	1970	1980	1990	2000	2010	Change 1950-2010
<b>City of Spooner</b>	2,597	2,398	2,444	2,365	2,464	2,653	2,682	+85

Source: U.S. Census Bureau, SF 1

Population growth by decade from 1980-2010 has grown slightly slower in the City of Spooner than in Washburn County. Table 1.2 indicates that the City had a net gain of 13.4 percent over the 30-year time period compared to 20.8 percent for the County and 20.9 percent for the State. Washburn County population declined slightly from 2000 to 2010. Much of the population growth at the county level can be attributed to the demand for rural living and large acre parcels.

**Table 1.2 Population Change 1980 - 2010**

	1980	1990	2000	2010	% Change 1980-1990	% Change 1990-2000	% Change 2000-2010
<b>City of Spooner</b>	2,365	2,464	2,653	2,682	+4.2%	+7.7%	+1.1%
<b>Washburn County</b>	13,174	13,772	16,036	15,911	4.5%	16.4%	-7%
<b>Wisconsin</b>	4,705,767	4,891,769	5,363,675	5,686,986	4.0%	9.6%	+6.0%

Source: U.S. Census Bureau, SF 1

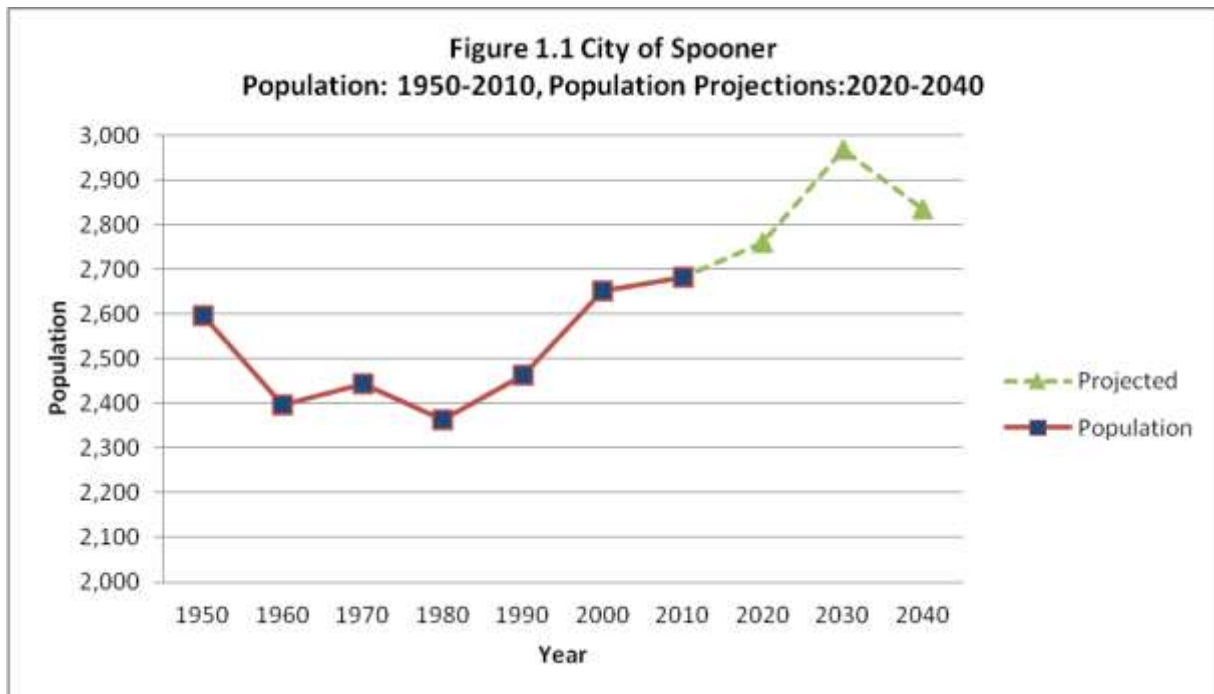
### 1.2.2 Population Projections

Future population projections reveal a continued growth in population over the span from 2015 to 2030, followed by a slight decrease in the following decade. It is projected Spooner's population will increase by a net of 175 persons over the 25 year time period. A number of contributing factors can influence future population levels, such as growth or decline of available jobs in the area, decline in birth rates, and affordable and decent housing stock.

**Table 1.3 Population Projections 2015 - 2040**

	2015	2020	2025	2030	2035	2040
<b>City of Spooner</b>	2,660	2,760	2,890	2,970	2,945	2,835
<b>Wisconsin</b>	5,783,015	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635

Source: WI Department of Administration, MCD and Municipal Population Projections, 2010-2040



Source: U.S. Census Bureau, WI Department of Administration, MCD and Municipal Population Projections, 2010-2040

### 1.2.3 Population Composition

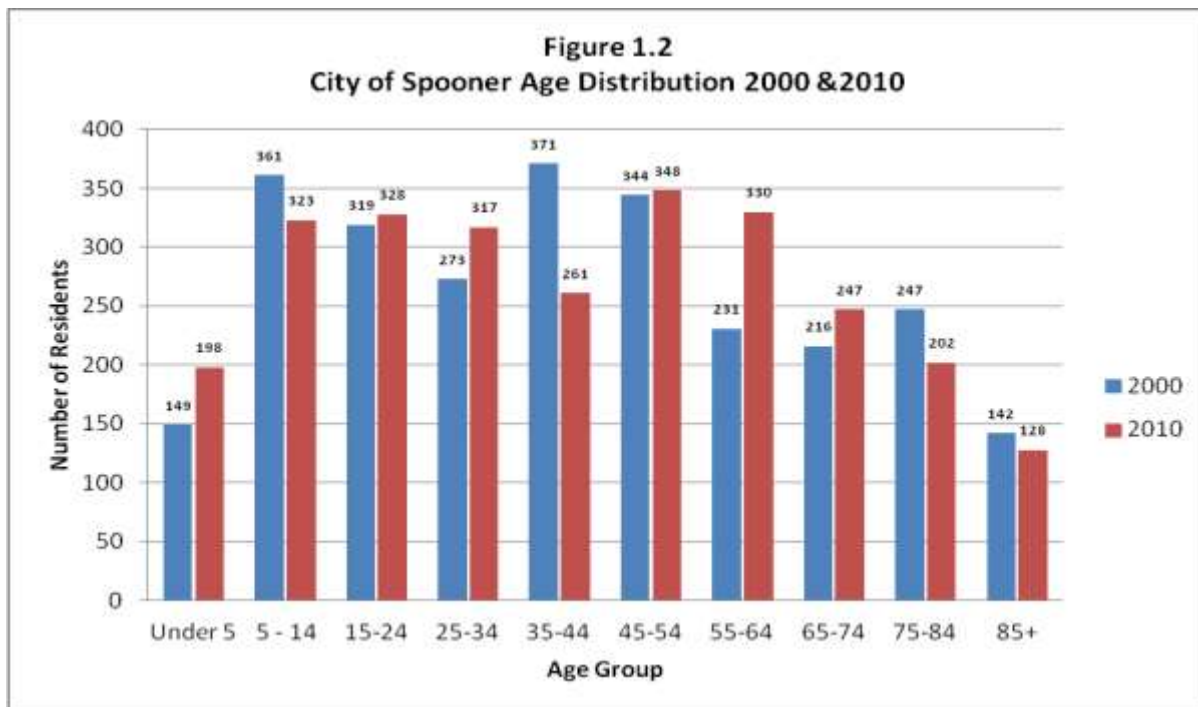
In addition to knowing how many people live in the City of Spooner, it is important to know the key characteristics, such as race, age, and sex of the population. Table 1.4 provides race as a percentage of the total for the city, Washburn County, and the State of Wisconsin. As indicated, nearly all of the residents of Spooner reported their race as white in Census 2010.

	City of Spooner	Washburn County	Wisconsin
<b>White</b>	95.1%	96.4%	86.2%
<b>Black or African American</b>	0.3%	0.2%	6.3%
<b>American Indian/Alaska Native</b>	1.9%	1.2%	1.0%
<b>Asian</b>	0.7%	0.4%	2.3%
<b>Native Hawaiian/Pacific Islander</b>	0.0%	0.0%	0.0%
<b>Other</b>	2%	1.8%	4.2%

Source: U.S. Census Bureau, SF 1



Figure 1.2 examines the age distribution for Spooner residents in 2000 and 2010. In the years from 2000 to 2010, age groups for Spooner residents remained relatively stable except for three age groups. There was a 32.9 percent (49 persons) increase in the under 5 age group, a 29.6 percent (110 persons) decrease in the over 35-44 age group, and a 42.9 percent (99 persons) increase in the 55-64 age group.



Source: U.S Census Bureau, SF1

Shifts in the age structure of a community can affect a variety of services and needs within the community including schools, housing, and elderly care. Table 1.5 displays the distribution of the population by age categories for 2000 and 2010. While the age group of under 5 had an increase in population, the age group of 5-19 decreased. The age group of 45-64 had the largest increase with a gain of 103 persons.



**Table 1.5 Population by Age, City of Spooner 2000 - 2010**

Age Category	2000		2010		% Change 2000-2010
	Number	% of Total	Number	% of Total	
<b>Under 5</b>	149	5.6%	198	7.4%	+1.8%
<b>5 - 19</b>	561	21.1%	508	18.9%	-2.2%
<b>20 - 44</b>	763	28.8%	721	26.9%	-1.9%
<b>45 - 64</b>	575	21.7%	678	25.3%	+3.6%
<b>65 and Over</b>	605	22.8%	577	21.5%	-1.3%
<b>Total</b>	2,653	100.0%	2,682	100.0%	

Source: U.S Census Bureau, SF 1

The median age of Spooner residents in 2010 was 41.6 years compared to 40.7 years in 2000. This median age is lower than the Washburn County median age of 47.7 years but higher than the State's median age of 38.5 years (Table 1.6). According to the Census Bureau, the increase in the median age reflects the aging of the baby boomers.

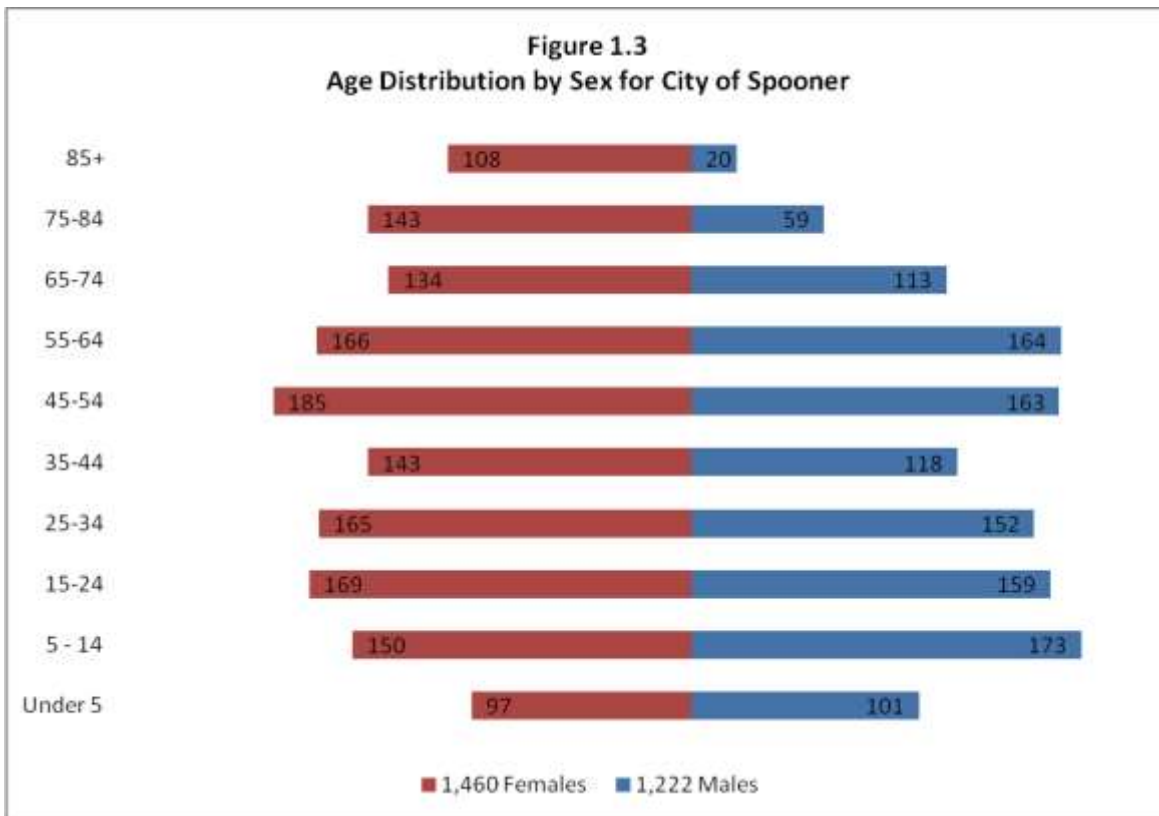
**Table 1.6 Median Age 2000 - 2010**

	2000	2010
<b>City of Spooner</b>	<b>40.7</b>	<b>41.6</b>
<b>Washburn County</b>	<b>42.1</b>	<b>47.7</b>
<b>Wisconsin</b>	<b>36.0</b>	<b>38.5</b>
<b>United States</b>	<b>35.3</b>	<b>37.2</b>

Source: U.S Census Bureau, SF 1

The population pyramid in Figure 1.3 represents a visual depiction of the age distribution in 2010 for the City. As shown in the chart, the age groups are fairly evenly divided among male and female, with the exception of the elderly age groups.



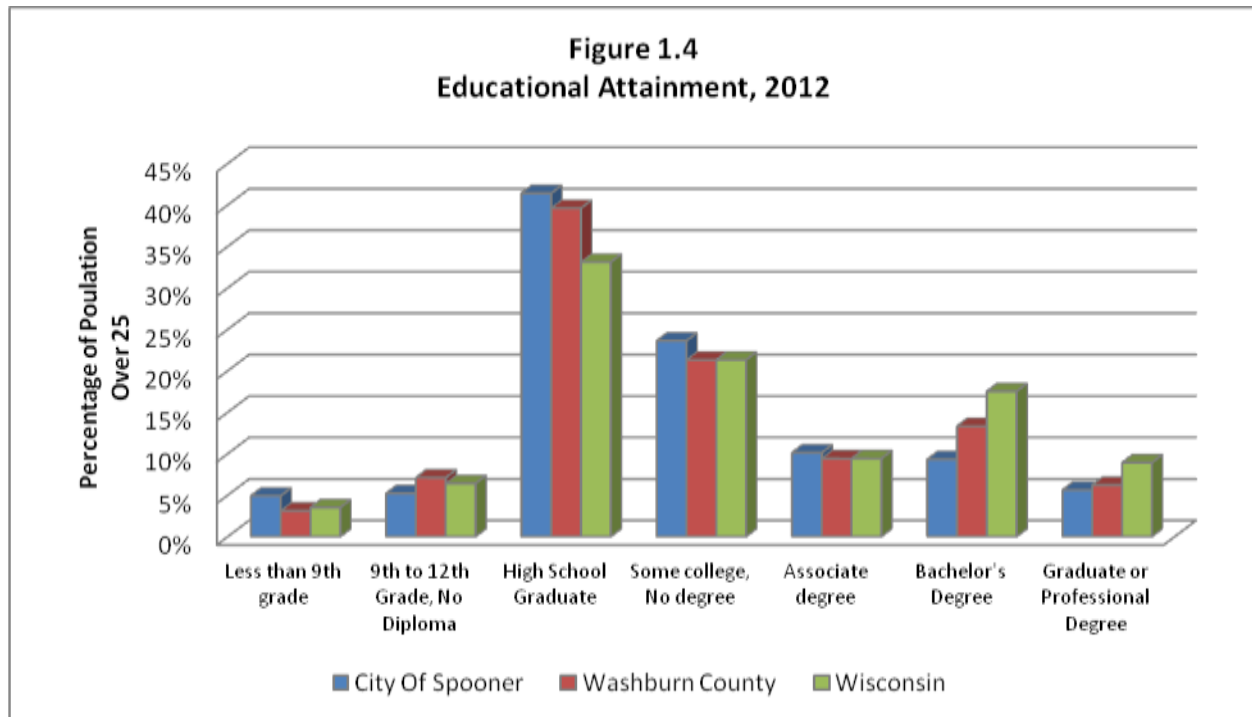


Source: U.S Census Bureau, SF1

### 1.3 Educational attainment

The educational attainment of a community is often an indicator of overall income, job availability, and economic potential of that community. Figure 1.4 illustrates the level of educational attainment for persons age 25 years and over in the City of Spooner, Washburn County, and Wisconsin in 2012.

City and State educational attainment of residents age 25 and over who have attained a high school or higher level of education is very comparable, 89.9 percent of City residents and 90.2 percent for the State. Approximately 14.9 percent of Spooner residents have attained a bachelor degree, or higher, compared to 26.4 percent for all Wisconsin residents. The lack of four-year colleges and universities located in the area and local jobs requiring advanced degrees may account for the lack of higher educated individuals in Spooner and Washburn County.



Source: 2008-2012 American Community Survey 5-Year Estimates

### 1.3 INCOME LEVELS

More than any other type of data, income data indicates how an area is doing economically. Income has three sources – earnings from work, investments (yielding dividends, interest, and rent), and transfer payments (such as Social Security, pensions, and welfare). Income data, which are by place of residence, can tell how much regional income is generated in aggregate, per capita (aggregate income divided by population), and per household (aggregated income divided by households). Income is measured several ways and this section explains and compares some of those statistics.

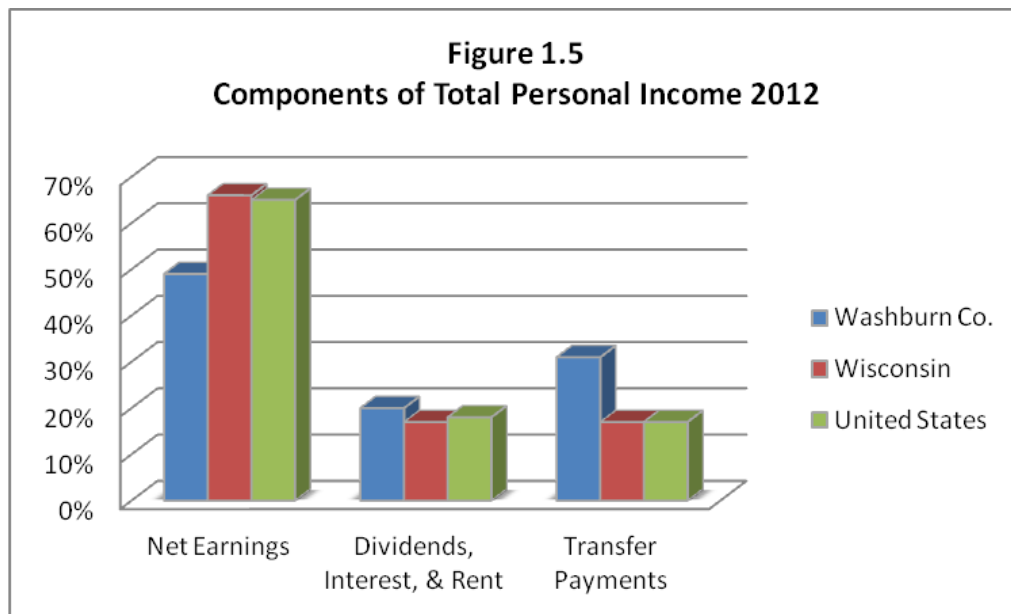
Per capita personal income (PCPI) is widely used and accepted as an indicator of economic well being of residents of an area. It provides a description of a region's overall level of income. It is reported by the U.S. Department of Commerce, Bureau of Economic Analysis. PCPI is the income received from all sources and should not be confused with per capita money income (PCI), which is reported in census data. PCI involves generally traceable money from wages, interest, dividends, welfare program payments, etc. It does not take into account money received from sale of property, money borrowed, exchange of money between relatives in same households, tax refunds, gifts, and insurance payments, etc. Thus, PCPI figures are always higher than PCI figures. Per capita personal income is only available on a county basis; therefore, PCI statistics are used to compare income levels between minor civil divisions.



Table 1.7 displays several income level measurements for the City of Spooner, Washburn County, and Wisconsin. All income levels for Spooner residents are lower than the County levels and much lower than the State levels. This disparity is mainly due to the fact that incomes are lower in non-metropolitan areas and Washburn County is entirely a rural, or non-metro, county. Incomes are lower in rural areas because net earnings, which make up the greatest share of total personal income, are lower in non-metro areas than in metro areas. (Figure 1.5).

	<b>City of Spooner</b>	<b>% of State</b>	<b>Washburn County</b>	<b>% of State</b>	<b>Wisconsin</b>
<b>Per Capita Income, 2012</b>	\$18,290	75.5%	\$24,239	88.4%	\$27,426
<b>Per Capita Personal Income, 2012</b>	NA		\$37,377	88.7%	\$42,121
<b>Median Household Income, 2012</b>	\$27,240	51.8%	\$40,892	77.9%	\$52,627
<b>Median Family Income, 2012</b>	\$37,188	56.0%	\$51,304	77.2%	\$66,415

Source: 2008-2012 American Community Survey 5-Year Estimates, U.S. Bureau of Economic Analysis



Source: Bureau of Economic Analysis, Regional Economic Accounts

Net earnings from jobs comprise the greatest share of total personal income in Washburn County. However, net earnings in the County comprise only 49 percent of total income, which is less than both the state and national share of 66 and 65 percent, respectively. The reason for the difference is that the share of



transfer payments, which includes social security, is higher in Washburn County. The higher share of transfer payments, plus an annual average wage that is much lower than in the State, contribute to a lower per capita personal income in the County.

Comparisons of several different measures of income are shown in Table 1.8 for the city and surrounding communities. The City of Spooner has the lowest per capita income, median household income, and family income in the area.

	<b>Per Capita Income</b>	<b>Median Household Income</b>	<b>Median Family Income</b>
<b>City of Spooner</b>	\$18,290	\$27,240	\$37,188
<b>City of Shell Lake</b>	\$25,651	\$38,947	\$49,792
<b>Town of Bashaw</b>	\$29,810	\$55,000	\$59,167
<b>Town of Beaver Brook</b>	\$21,251	\$46,172	\$49,231
<b>Town of Trego</b>	\$25,645	\$44,519	\$53,068
<b>Town of Evergreen</b>	\$26,764	\$49,792	\$52,639
<b>Town of Springbrook</b>	\$22,812	\$38,906	\$43,125

Source: 2008-2012 American Community Survey 5-Year Estimates

## 1.5 Households

An analysis of households establishes an understanding of the community's character and its residents as well as providing insight into community life. This section looks at both the number of past and current households and the predictions of future growth for the City of Spooner and Washburn County. Furthermore, it examines some of the current household trends and characteristics such as type and size.

According to the U.S. Census Bureau, a household includes all of the people who occupy a housing unit. Occupants may consist of a single family; one person living alone; two or more families living together; or any other group of related, or unrelated, people who share a housing unit. A housing unit is a house, apartment, mobile home, group of rooms, or single room occupied as separate living quarters.

National and state trends have all pointed towards an increase in the number of households, along with a decrease in the average persons per household. Reasons for the decrease in household size include a larger percentage of



married couples who will not have children living with them, more single persons living alone, and smaller family sizes.

### 1.5.1 Household change

Although the number of households has grown in the city, the rate of growth has not kept pace with Washburn County or Wisconsin (Table 1.9). The number of households in Washburn County is at roughly half the rate of the state as a whole. The City experienced an increase of 130 households between 1990 and 2010.

**Table 1.9 Number of Households 1990 - 2010**

	1990	2000	2010	% Change 1990-2000	% Change 2000-2010
<b>City of Spooner</b>	1,050	1,148	1,180	+9.3%	+2.8%
<b>Washburn County</b>	5,488	6,604	6,916	+20.3%	+4.7%
<b>Wisconsin</b>	1,822,118	2,084,544	2,279,768	+14.4%	+9.4%

Source: U.S. Census Bureau, SF 1

From 1990 to 2010, the number of persons per household in the City of Spooner has decreased from 2.22 to 2.18 (Table 1.10). The City of Spooner and Washburn County have both followed state and national trends of decreasing household size. This trend is important because it means more housing units will be needed in the City to support the overall population and increasing number of households. More on this subject will be discussed in the Housing Element.

**Table 1.10 Average Household Size 1990 - 2010**

	1990	2000	2010
<b>City of Spooner</b>	2.26	2.22	2.18
<b>Washburn County</b>	2.49	2.39	2.27
<b>Wisconsin</b>	2.61	2.50	2.43

Source: U.S. Census Bureau, SF 1

### 1.5.2 Household characteristics

Table 1.11 shows households by type for the City of Spooner. According to the 2010 U.S. Census, there were 1,180 households in the city. The majority of households (56.4%) were family households. Of these family households, the most common type was a married-couple family household (37.2%). Non-family



households represented 43.6 percent. Of the 449 householders living alone, 216, or 48 percent, were age 65 and over.

**Table 1.11 City of Spooner Household Characteristics 2010**

	Total	Percent of Total Households
<b>Total Households</b>	<b>1,180</b>	<b>100.00%</b>
<b>Family Households (families)</b>	666	56.4%
<b>With own children under 18 years</b>	319	27%
<b>Married-couple family</b>	439	37.2%
<b>With own children under 18 years</b>	167	14.2%
<b>Female Householder, no husband present</b>	159	13.5%
<b>With own children under 18 years</b>	113	9.6%
<b>Non-family Households</b>	514	43.6%
<b>Householder living alone</b>	449	38.1%
<b>Householder 65 years and over</b>	216	18.3%
<b>Households with individuals under 18 years</b>	341	28.9%
<b>Households with individuals 65 years and over</b>	383	15.2%

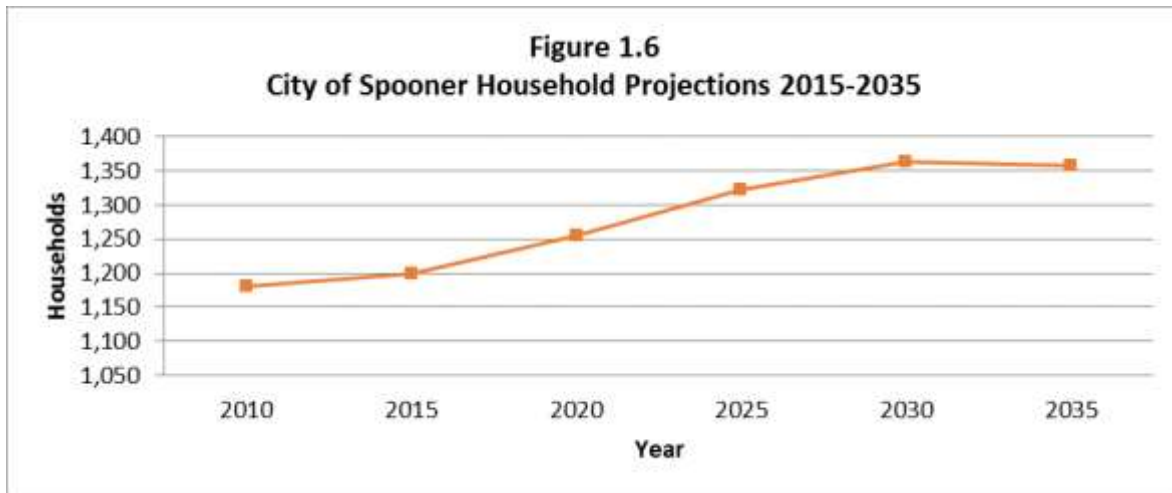
Source: U.S. Census Bureau, SF 1

Table 1.12 shows projected total households. A total of 157 households are projected to be added from 2015 to 2035.

**Table 1.12 Household Projections 2010-2035**

	2010	2015	2020	2025	2030	2035	% Change 2010-2035
<b>City of Spooner</b>	1,180	1,200	1,256	1,322	1,363	1,357	+15%
<b>Wisconsin</b>	2,279,768	2,371,798	2,491,980	2,600,528	2,697,887	2,764,510	+21%

Source: U.S. Census Bureau, SF 1, WI Dept of Administration Demographic Services Center



Source: U.S. Census Bureau, SF 1, WI Dept of Administration Demographic Services Center

## 1.6 EMPLOYMENT

This section looks at some employment characteristics for the City of Spooner and forecasts for Washburn County. Only Census data contains information regarding the labor force of the City of Spooner. Other employment data is available only at the county level and is given in more detail in the Economic Development element.

### 1.6.1 EMPLOYMENT CHARACTERISTICS

A community's labor force is that portion of the population 16 years or older that is employed or unemployed but actively looking for a job. Employment status, according to the 2008-2012 American Community Survey data, is presented in Table 1.13 for the City of Spooner, Washburn County, and the State of Wisconsin. As indicated in the table, the labor force participation is significantly higher (68.5%) in Wisconsin than in the City (56.9%) or the County (57.8%). For Spooner, this means that 43.1 percent of the population 16 years old and older did not participate. This number includes some students and individuals who choose not to work, including retirees. A large number of retired persons are in part responsible for the lower overall labor participation rate in the City and County.



**Table 1.13 Employment Status 2012**

	City of Spooner	Percent	Washburn County	Percent	Wisconsin	Percent
<b>Population 16 years and Over</b>	2,051	100.0%	13,077	100.0%	4,512,525	100.0%
<b>In Labor Force</b>	1,166	56.9%	7,562	57.8%	3,090,671	68.5%
<b>Civilian Labor Force</b>	1,146	55.9%	7,542	57.7%	3,086,774	68.4%
<b>Employed</b>	1,050	51.2%	6,964	53.3%	2,856,318	63.3%
<b>Unemployed</b>	96	4.7%	578	4.4%	230,456	5.1%
<b>% of Civilian Labor Force</b>	8.4%		7.7%		7.5%	
<b>Armed Forces</b>	20	1.0%	20	0.2%	3,897	0.1%
<b>Not in Labor Force</b>	885	43.1%	5,515	42.2%	1,421,854	31.5%

Source: 2008-2012 American Community Survey 5-Year Estimates

Overall there were more females than males in the city in 2012, and more females (50.7%) than males (49.3%) participated in the civilian labor force. (Table 1.14) The absolute number of employed persons by sex is also slightly higher for females. (503 males to 547 females).

**Table 1.14 Employment Status by Sex 2012**

City of Spooner	Females	Percent	Males	Percent
<b>Population 16 years and Over</b>	1,151	100.0%	900	100.0%
<b>In Labor Force</b>	581	49.8%	585	50.2%
<b>Civilian Labor Force</b>	581	50.7%	565	49.3%
<b>Employed</b>	547	52.1%	503	47.9%

Source: 2008-2012 American Community Survey 5-Year Estimates

The 1,050 City of Spooner residents (16 years and over) that were employed in 2012 worked in either the City or elsewhere. See the Economic Development element for commuting patterns and areas where residents were employed.

**Table 1.15 Class of Worker 2012**

City of Spooner	Number	Percent
<b>Private Wage and Salary</b>	790	75.2%
<b>Government</b>	173	16.5%
<b>Self-employed in own not incorporated business</b>	84	8.0%
<b>Unpaid Family Workers</b>	3	0.3%

Source: 2008-2012 American Community Survey 5-Year Estimates

Table 1.15 reflects the class of employment for residents of the City of Spooner. As indicated, the majority (75.2%) of residents are employed by a private business. A larger percentage of Spooner residents (16.5%) and Washburn County residents (16.2%) are government workers than in the State (12.6%).





As mentioned in the section on income, net earnings for non-metro areas like the City of Spooner and Washburn County are lower than in metropolitan areas in the State. Table 1.16 shows the average annual wage in Washburn County to be nearly \$13,000 less (69.5%) of the State average annual wage. More details on wages by industry will be given in the Economic Development element.

All Industries	Wage	% of State
Washburn County	\$29,176	69.5%
State of Wisconsin	\$41,985	

Source: Wisconsin Bureau of Workforce Information

According to 2008-2012 American Community Survey 5-Year Estimates, the greatest percentage (25.2%) of employment for City residents was in the educational, health, and social services industry sector. Besides the Spooner school system, there is a hospital and nursing home located within the City. Further information on industry employment for City residents is presented in the Economic Development element.

### 1.6.2 Employment Forecast

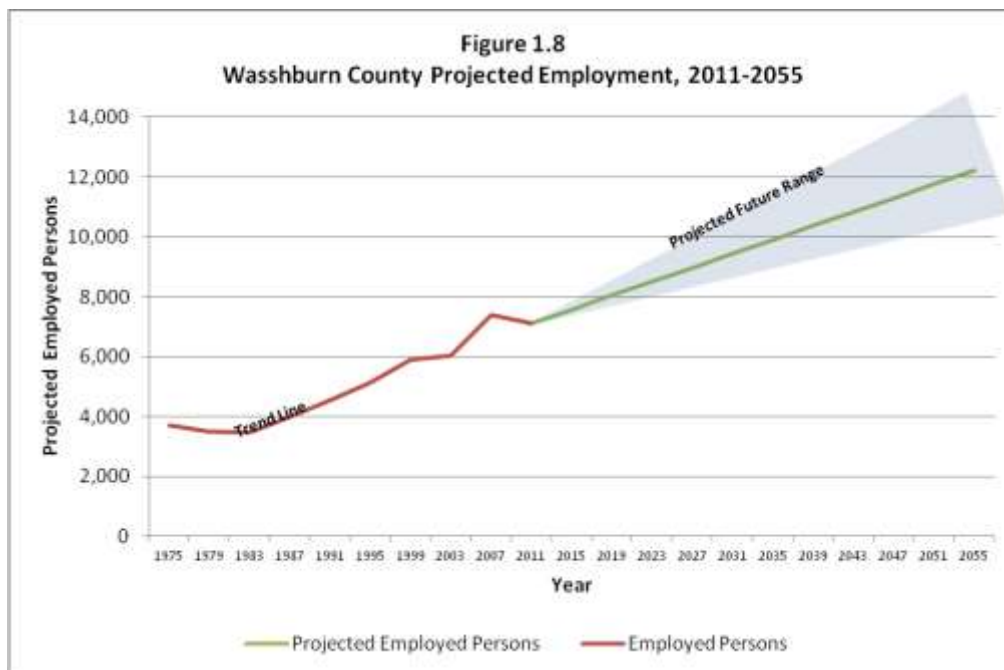
Based on data from the Wisconsin Department of Workforce Development (DWD) highlighting the number of jobs with employers located in Washburn County from 1975 to 2011, employment projections were developed to 2055. Figure 1.7 shows the employed persons for 1975 to 2011 and Figure 1.8 shows not only the past employment data but also the employment projections for future years to 2055.





Source: Wisconsin's WORKnet, Local Area Unemployment Statistics (LAUS)

Employment projections for Washburn County were derived by analyzing the local employment data from 1975-2011. The “trend line” in Figure 1.8 depicts a “best fit” of the known data values and a projection of the future data values. The shaded area in Figure 1.8 represents a range of probability, meaning that it is more likely that the future value will fall somewhere within this range rather than directly along the trend line. This is a very simplistic model to be used for general planning purposes.



Source: Wisconsin's WORKnet, Local Area Unemployment Statistics (LAUS), NWRPC Projections

## 1.7 ISSUES AND OPPORTUNITIES

For each of the major sections of the comprehensive plan a list of unique issues and opportunities were developed (except Economic Development). Within the Economic Development element, overall strengths and weaknesses were identified. Listing the issues and opportunities and strengths and weaknesses assisted in the development of overall goals, objectives, and actions and provides insight into community/resident opinions. While not every issue and opportunity is encompassed by a goal, objective, or action, the inclusion of the statement(s) alerts local officials, civic organizations, and citizens of the need for future attention.



## 1.8 OVERALL GOAL STATEMENT

The City of Spooner has prepared a number of goals and objectives that include actions/policies in addressing items of importance to the community. For purposes of this planning process, actions identified through the plan are also defined as policies. The goals and objectives are intended to assist the city council, local property owners, and others in implementing actions deemed important and in the interest of the community. It is imperative that the goals, objectives, and actions described in this plan are implemented to fully achieve the desired outcome. A full set of the goals, objectives, and actions are included in the implementation element of this plan.

The overall goal is to maintain a healthy and vibrant city that meets the needs, as best possible, of residents and visitors of the City of Spooner. To do this, the overall objective of the City of Spooner is to guide future development and redevelopment of the community in a manner consistent with the element goals, objectives, actions, and identified programs contained in this document. The overall policy is to adopt and implement the comprehensive plan and continue to work with the adjacent and overlapping jurisdictions. The overall programs outlined throughout the recommendations and action plan represent the methods to achieve the overall plan goal.

# HOUSING



## 2 HOUSING

Housing is related to the social and economic conditions of a community's residents and is an important element of a comprehensive plan. Housing is likely the largest land use in any community and the community's largest capital asset. Furthermore, housing is a major source of revenue for local units of government in the form of property taxes. Finding affordable housing is often one of the greatest challenges faced by community residents; thus, the ability of a community to provide an adequate housing supply for all persons and income levels is vital to its economic prosperity and the well being of its residents.

The term housing refers to all types of structures including owner-occupied, rental, cooperative, and condominium ownership. Housing costs are the single largest expenditure for most of a community's residents. Families with low-wage incomes are finding it increasingly difficult to find affordable houses and apartments to buy or rent. Good planning is required by a community to be able to offer the types of housing needed by its residents including low income and seasonal.

In Wisconsin, two-thirds of households are homeowners and for most it is likely that their home is their most valuable asset and largest investment. In this State and in much of the rest of the United States, many people count on the appreciation in their home value to provide them with a source of wealth as they grow older.

### 2.1 INTRODUCTION

The following housing element in this comprehensive plan is a collection of housing statistics and demands in the City of Spooner. This section focuses on current and projected housing needs. It describes existing housing stock, goals and objectives, and provides a listing of Federal and local programs that help meet housing needs in the city. This element illustrates key issues for accessing future housing concerns and demands in the city's 20-year planning horizon.

Information in this element provides data about the existing housing stock, as well as identifying significant changes in the number of housing units and other housing characteristics, including occupancy and tenure, structure, age, and value. Data about the median value of housing and the median gross rent in the City of Spooner, the County, and the State is also provided. A compilation of background information and recommended programs to provide an adequate



housing supply that meets existing and forecasted housing demands is included in this element.

## 2.2 EXISTING HOUSING STOCK

Housing stock in Spooner consists of mainly single-family homes (1-unit dwellings). According to the 2008-2012 American Community Survey 5-Year Estimates, approximately 55 percent of city housing units were 1-unit dwellings, 31 percent were multi-family units and 10 percent were mobile homes or trailers (Table 2.1). The largest percent change was a decrease in single-unit detached dwellings from 61.5 percent in 2000 to 55.1 percent in 2010.

**Table 2.1 City of Spooner - Units in Structure 2000 & 2012**

	2000	Percent	2012	Percent
1-Unit Detached	767	61.5%	753	55.1%
1-Unit Attached	7	0.6%	30	2.2%
2 units	187	15.0%	217	15.9%
3 or 4 units	88	7.1%	109	8.0%
5 to 9 units	31	2.5%	30	2.2%
10 to 19 units	35	2.8%	64	4.7%
20 or more units	32	2.6%	26	1.9%
Mobile Home or Trailer	101	8.1%	138	10.1%
Boat, RV, Van, Other	0	0.0%	0	0%
TOTAL	1,248	100.0%	1,367	100%

Source: U.S. Census SF3 sample data, 2008-2012 American Community Survey

From 2000 until 2012, the city gained a total of 118 housing units, an increase of 9.4 percent (Table 2.2). That increase was made up of nearly equal as many renter-occupied units (45) compared to owner-occupied units (47). There were some major differences in the number of owner-occupied and renter-occupied units from 1990 to 2000 and 2000 to 2012. During the time period from 2000 to 2012, the number of owner-occupied units increased by only 47 units compared to an increase of 63 units from 1990 to 2000. The number of renter-occupied units increased slightly from 1990 to 2000 (35) compared to the increase from 2000 to 2012 of 45 units.



**Table 2.2 Housing Stock 1990-2012**

<b>City of Spooner</b>	<b>1990</b>	<b>2000</b>	<b>2012</b>	<b>Change 1990-2000</b>	<b>Change 2000-2012</b>
Total Housing Units	1,151	1,249	1,367	+98	+119
Total Occupied Housing Units (Households)	1,050	1,148	1240	+98	+92
Owner-Occupied Units	629	692	739	+63	+47
Renter Occupied Units	421	456	501	+35	+45
Vacant Units	83	95	127	+12	+32
Seasonal or Occasional Use Units	18	6	15	-12	+9
Average Household Size	2.26	2.22	2.03	-0.04	-.19

Source: U.S. Census SF3, 2008-2012 American Community Survey 5-Year Estimates

Since 2000, new housing construction has continued, adding a total of 92 owner and renter-occupied dwellings. During the twelve-year period, 47 owner occupied units and 45 renter occupied units were constructed. From 2000 to 2012 there was an addition of 9 seasonal, recreational, or occasional use units, which was a 60 percent gain.

There is a trend of declining household size occurring not only in the City of Spooner, but also throughout Washburn County and the Nation. Table 2.2 indicates that in 2012 the City of Spooner had an average of 2.03 persons per household compared to 2.22 in 2000. Reasons for this trend include the out migration of inhabitants over the age of 18 for work or school, overall smaller family sizes, fewer families with children moving into the city, and fewer children being born to city residents. Additionally, many households are composed of retired couples or are single person households.

### 2.2.1 Occupancy Characteristics

Table 2.3 compares in detail the occupancy and tenure characteristics for the city, Washburn County, and the State of Wisconsin. As referenced in the table, 127 (9.3%) of all Spooner’s housing units in 2012 were identified as vacant with 11.8 percent of those vacant units reported as seasonal, leaving a “true” vacancy rate of 2.1 percent. In comparison, Washburn County had 42 percent of housing units vacant (90% seasonal) for a “true” vacancy rate of 2.9 percent.

According to the 2008-2012 American Community Survey 5-Year Estimates, renter-occupied units comprised 40.4 percent of all occupied housing units in the City of Spooner. That percentage is double the county rate, but is closer to the state rate. Several reasons could account for the high percentage of rental



units. The 1995 *City of Spooner Community Economic Development Diversification Plan* gave three possible reasons for the increase in renter-occupied units, all of which continue to be applicable nearly 20 years later. One, because the population has become a more transient/mobile society; second, an increase in the elderly population may mean that more of this segment chooses to rent rather than own a home; and third, the cost of owning a home may be more than a household can afford.

**Table 2.3 Total Housing Units, Occupancy and Tenure Characteristics  
City of Spooner, Washburn County, and State of Wisconsin, 2012**

	City of Spooner		Washburn County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
<b>Total Housing Units</b>	<b>1,367</b>	<b>100.0%</b>	<b>12,779</b>	<b>100.0%</b>	<b>2,620,401</b>	<b>100.0%</b>
<b>Occupied</b>	<b>1,240</b>	<b>90.7%</b>	<b>7,410</b>	<b>58.0%</b>	<b>2,286,339</b>	<b>87.3%</b>
Owner	739	59.6%	5,991	80.9%	1,568,375	68.6%
Renter	501	40.4%	1,419	19.1%	717,964	31.4%
<b>Vacant</b>	<b>127</b>	<b>9.3%</b>	<b>5,369</b>	<b>42.0%</b>	<b>334,062</b>	<b>12.7%</b>
For Rent	0	0%	57	1.1%	43,588	13.0%
For Sale	29	22.8%	166	3.0%	30,970	9.3%
Seasonal	15	11.8%	4,827	90%	174,458	52.2%
Other	83	65.4%	319	5.9%	85,046	25.5%

Source: 2008-2012 American Community Survey 5-Year Estimates

### 2.2.2 Value Characteristics

According to the U.S. Census Bureau, **specified owner-occupied units** are housing units that include only one-family houses on less than ten acres without a business or medical office on the property. The data for “specified units” excludes mobile homes, houses with a business or medical office, houses on ten or more acres, and housing units in multi-unit buildings. Reporting the value of only specified units gives a clearer picture of the value of homes in an area.

The 2008-2012 American Community Survey 5-Year Estimates reported 739 specified owner-occupied units and 501 specified renter-occupied units in the City of Spooner. The median value of owned units was given as \$97,300 compared to a median value in Washburn County of \$148,500 and \$169,000 in Wisconsin (Table 2.4).





**Table 2.4 Median Value and Median Gross Rent 2012**

	City of Spooner	Washburn County	Wisconsin
<b>Median Value (specified owner-occupied)</b>	\$97,300	\$148,500	\$169,000
<b>Median Gross Rent (specified renter-occupied)</b>	\$555	\$613	\$749

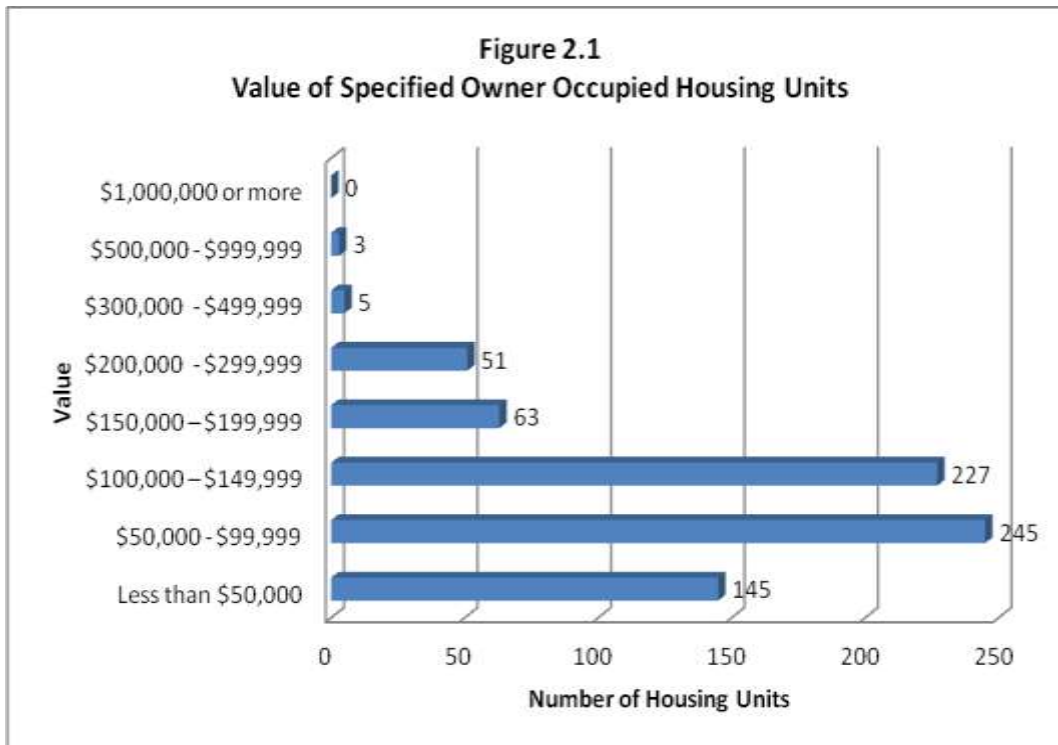
Source: 2008-2012 American Community Survey 5-Year Estimates

The value of City housing units (specified owner-occupied) covered a broad range from \$10,000 to more than \$999,999. As depicted in Figure 2.1 and listed in Table 2.5, the bulk of the City of Spooner homes (63.9%) were split between two price ranges; 245 (33.2%) of the homes fell in the \$50,000 to \$99,999 value range and 227 homes (30.7%) fell into the \$100,000 to \$149,000 range.

**Table 2.5 Owner-Occupied Housing by Value – 2012**

Value	Units	% of Specified Units
Less than \$50,000	145	19.6%
\$50,000 - \$99,999	245	33.2%
\$100,000 – \$149,999	227	30.7%
\$150,000 – \$199,999	63	8.5%
\$200,000 - \$299,999	51	6.9%
\$300,000 - \$499,999	5	0.7%
\$500,000 - \$999,999	3	0.4%
\$1,000,000 or more	0	0%
<b>Total All Specified Units</b>	<b>561</b>	<b>100.0%</b>

Source: 2008-2012 American Community Survey 5-Year Estimates



Source: 2008-2012 American Community Survey 5-Year Estimates

### 2.2.3 Age Characteristics

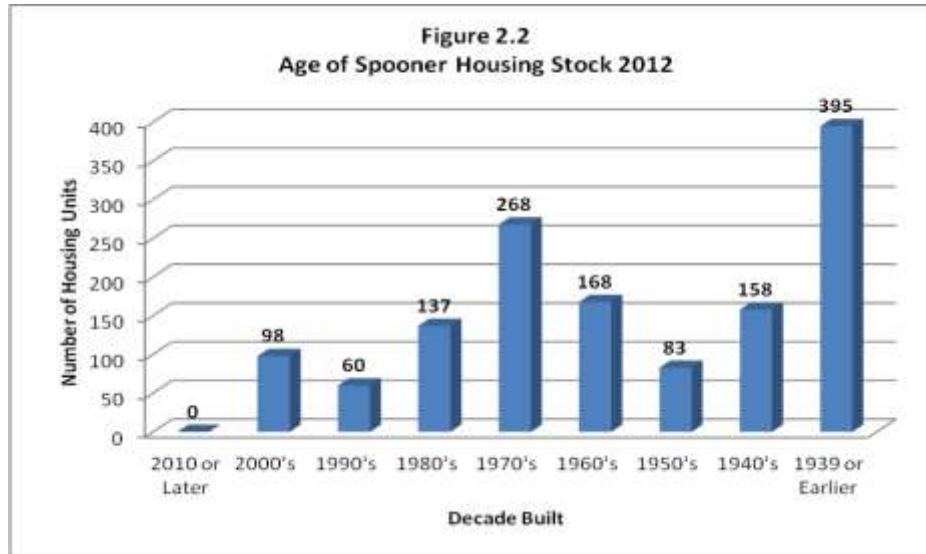
Understanding the relative age of the housing stock is a good indicator of the condition of available housing units. Only 7.2 percent of Spooner’s housing units were built between 2000 to 2012.

**Table 2.6 Age of Housing Stock 2012**

Year Structure Built	Percent of Total Housing Stock
2010 to 2012	0%
2000 to 2010	7.2%
1990 to 1999	4.4%
1980 to 1989	10.0%
1970 to 1979	19.6%
1960 to 1969	12.3%
1950 to 1959	6.1%
1940 to 1949	11.6%
1939 or earlier	28.9%
Total	100%

Source: 2008-2012 American Community Survey 5-Year Estimates

As shown by Table 2.6 and Figure 2.2, 804 units (58.9%) were built before 1970, indicating that most likely updates on those units have been or will need to be made over the next 20 years. Almost 30 percent of all housing units were built in 1939 or earlier, which indicates an aging housing stock likely in need of major or continued renovations.



Source: 2008-2012 American Community Survey 5-Year Estimates

### 2.2.4 Structural Characteristics

Table 2.7 shows the number of rooms in total occupied housing units for the City of Spooner as reported by the U.S. Census (2000) and the 2008-2012 American Community Survey 5-Year Estimates (2012) for the years 2000 and 2012. The percent of representation in each room size of housing unit has remained fairly consistent from 2000 to 2012. Numerically, however, the largest increases were in 3-room, 4-room, and 5 room housing units indicating a trend towards smaller homes.

**Table 2.7 Number of Rooms in Housing Units**

Rooms	2000	Percent of Total	2012	Percent of Total	Change 2000-2012
1 room	4	0.3%	0	0.0%	-4
2 rooms	61	4.9%	49	3.6%	-12
3 rooms	158	12.7%	204	14.9%	+46
4 rooms	300	24.0%	409	29.9%	+109
5 rooms	218	17.5%	305	22.3%	+87
6 rooms	196	15.7%	136	9.9%	-60
7 rooms	108	8.7%	85	6.2%	-23
8 rooms	104	8.3%	50	3.7%	-54
9 or more rooms	99	7.9%	129	9.4%	+30

Source: US Census SF3, 2008-2012 American Community Survey 5-Year Estimates



The 1995 *City of Spooner Community Economic Development Diversification Plan* reported that the number of housing units in Spooner without complete plumbing facilities had dropped from 23 in 1980 to 8 in 1990. More units have been remodeled and upgraded, or replaced with new housing, because the 2008-2012 American Community Survey 5-Year Estimates reported no housing units lacking complete plumbing facilities. However, 6 units are still lacking complete kitchen facilities and 59 reported having no telephone service.

### 2.3 HOUSING AFFORDABILITY

Affordability of housing is critical to sustaining population and employment levels for local businesses. Following the recommended guidelines from the U.S. Department of Housing and Urban Development (HUD), affordable housing costs (utilities, taxes, mortgage, and insurance) and affordable rental costs (rent and utilities) should not be greater than 30 percent of the total household income.

In the City of Spooner, 2008-2012 American Community Survey 5-Year Estimates reported 739 specified owner-occupied units and 501 specified renter-occupied units. Roughly 45 percent of residents living in specified owner and renter-occupied units have costs exceeding 30 percent of their household income (Table 2.8).

**Table 2.8 Monthly Owner Costs or Rent as a Percent of Household Income 2012**

Percent of Household Income	Specified Units	Percent of Specified Units
Less than 20 Percent	465	37.5%
20.0 to 24.9 Percent	103	8.3%
25 to 29.9 Percent	128	10.3%
30.0 to 34.9 Percent	86	6.9%
35.0 Percent or More	446	36.0%
Not Computed	12	0.9%
<b>Total Specified Units</b>	<b>1,240</b>	<b>100%</b>

Source: 2008-2012 American Community Survey 5-Year Estimates

Rental costs vary based on many factors, including the quality of housing, number of bedrooms, and overall size of the housing unit. Median monthly gross rent in the city is \$555 (2008-2012 American Community Survey 5-Year Estimates). Forty-nine percent of units had a monthly gross rent of between \$500 and \$749 and .8 percent had a monthly gross rent of less than \$200 (Table 2.9).



**Table 2.9 Specified Renter-Occupied Housing Units by Gross Rent 2012**

Gross Rent	Specified Renter-Occupied Units	Percent of Specified Units
Less than \$200	4	0.8%
\$200 - \$299	79	15.9%
\$300 - \$499	98	19.7%
\$500 - \$749	244	49.0%
\$750 - \$999	53	10.6%
\$1,000 - \$1,499	20	4.0%
\$1,500 or more	0	0.0%
No Cash Rent	3	(X)
Total Specified Units	501	

Source: 2008-2012 American Community Survey 5-Year Estimates, (X) No Cash Rent not computed in % of Specified Units

Fair Market Rents (FMR) are calculated and published annually by HUD. It is their best estimate of what a household seeking modest rental housing must expect to pay for rent and utilities in the local market. The National Low Income Housing Coalition (NLIHC) publishes a yearly report titled *Out of Reach* that provides a comparison of wages and rents in every State, County, and Metropolitan Statistical Area in the United States using data from the U.S. Census Bureau and HUD. From *Out of Reach 2014*, the following two tables provide the Fair Market Rent by number of bedrooms for Washburn County and Wisconsin and the amount of annual income needed to afford the FMR in Washburn County.

**Table 2.10 Fair Market Rent by Number of Bedrooms 2014**

	Zero	One	Two	Three	Four
<b>Washburn County</b>	\$456	\$534	\$719	\$946	\$994
<b>Wisconsin (Non-Metro)</b>	\$449	\$522	\$687	\$905	\$1,009

Source: National Low Income Housing Coalition, *Out of Reach 2014*

The National Low Income Housing Coalition continues to report that the cost of rental housing in the United States is out of reach for the vast majority of low wage earners and people on fixed incomes. In the report, *Out of Reach 2014*, it states that no community has enough housing for the low income people who live there.

**Table 2.11 Annual Income Needed to Afford FMR 2014**

	One Bedroom	Two Bedrooms	Three Bedrooms
<b>Washburn County</b>	\$21,360	\$28,760	\$37,840

Source: National Low Income Housing Coalition, *Out of Reach 2014*

Assuming that the income needed to afford FMR in the City of Spooner is comparable to Washburn County, the tables in this section can be used to



determine the affordability of rental housing in Spooner. Based on the household incomes shown in Table 2.12, about 26 percent of Spooner residents did not have the income to support a one bedroom unit in 2014. Approximately 60 percent could not afford a three bedroom home.

	<b>Number</b>	<b>Percent</b>
Less than \$10,000	149	12.0%
\$10,000 - \$14,999	173	14.0%
\$15,000 - \$24,999	229	18.5%
\$25,000 - \$34,999	191	15.4%
\$35,000 - \$49,999	152	12.3%
\$50,000 - \$74,999	204	16.5%
\$75,000 - \$99,999	50	4.0%
\$100,000 - \$149,999	85	6.9%
\$150,000 - \$199,999	0	0.0%
\$200,000 or more	7	0.6%
Total Households	1240	100%
<b>Median Household Income</b>	<b>\$27,240</b>	

Source: 2008-2012 American Community Survey 5-Year Estimates

According to the 2001 City of Spooner Comprehensive Plan Survey, 43 percent of city respondents were satisfied with the affordability of housing in their community, 17 percent were not satisfied, and 40 percent were neutral on the issue. However, 74 percent of respondents feel it is important to have affordable housing in the city with only 5 percent feeling it is not important.

## **2.4 HOUSING PROGRAMS**

Several federal, state, and local programs are available that can assist in providing an adequate housing supply that meets existing and forecasted housing demand and/or that can assist persons of all income levels, age groups, and person with special needs. Several housing programs or organizations are available in providing assistance to developers, the city, and qualifying residents.

### **Washburn County Housing Authority**

The Washburn County Housing Authority owns housing apartments in the three communities in Washburn County, including one in the City of Spooner, Schricker Manor, located on CTH K near the elementary school. The authority is comprised of a five-citizen committee who oversees and directs management of the rental units.



### **Spooner Housing Authority**

The Spooner Housing Authority manages a 40-unit rental complex known as Goslin Court. Eligibility is limited to qualifying income persons with disabilities or 60 years of age or older.

### **WHEDA (Wisconsin Housing and Economic Development Authority)**

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness.

### **USDA-Rural Development**

Rural Development administers federal funds to help secure loan options to assist low- to moderate-income families with home purchase and rehabilitation. Rural Development generally funds individuals who cannot obtain conventional financing.

### **Community Development Block Grant (CDBG) Housing Rehabilitation**

Housing rehabilitation funds are made available through the Department of Housing and Urban Development, Washington, DC as a pass through to the State of Wisconsin. CDBG funds are made available to qualifying low- to moderate-income households. Funds can be used to assist with rehabilitation of owner- and renter-occupied households. The City of Spooner has been the recipient of nearly \$1 million in CDBG funds in which it has lent to eligible clients. Repayment of these loans has established a revolving loan fund to continue to assist low- to moderate-income families with housing rehabilitation in the City. Funding is administered by Northwest Regional Planning Commission.

Ten counties of Northwest Wisconsin (including Washburn) are part of the Northwest Regional Housing Program. In 2012, the State of Wisconsin worked with interested counties to form "regional" housing programs. Between 2013 and early 2015, the region has received nearly \$3.3 million in funds to be used to assist qualifying low- to moderate-income households with rehabilitation of owner- and renter-occupied households. Additionally, funds can also be used to assist qualifying applicants with down payment on the purchase of a home. The program is administered by Northwest Regional Planning Commission.

### **CDBG-Emergency Assistance Program (CDBG-EAP)**

Emergency assistance funds are available to assist local governments in responding to emergency housing needs. The funds are provided to low to moderate income families who are homeless due to natural disasters, as well as family groups who meet the state definition of homeless.



**Northwest Affordable Housing Inc.**

Northwest Affordable Housing Inc., a 501(c)(3) non-profit organization promotes affordable and accessible housing for low- and moderate-income persons by providing revolving loan funds targeted for housing rehabilitation or purchase of an existing home.

**Indianhead Community Action Agency**

Indianhead Community Action Agency provides weatherization funds and other housing rehabilitation and home purchase assistance to qualifying applicants. The agency also provides counseling to prospective clients needing home-purchase assistance.

**2.5 HOUSING GOALS AND OBJECTIVES**

The following goals and objectives are statements that reflect the City of Spooner's vision when it comes to issues and opportunities concerning housing. They represent the end that the City is striving to attain, and were developed to ensure that Spooner retains and expands housing opportunities for the next 20 years.

**GOALS:**

- Ensuring an adequate supply of safe and affordable housing for individuals of all income levels.
- Stabilize and protect existing and potential property values and encourage the most appropriate use of land throughout the city.
- Promote development of compatible structures with intended uses within specified zoning districts and encouraging land uses, densities, and regulations that promote efficient development patterns.

**OBJECTIVES:**

1. Encourage the preservation and enhancement of the existing housing stock to provide for the existing and future residents and protect existing and potential property values.
2. Encourage the development of additional single & two family dwellings, condo and town house development and multi-family rental housing for all persons of all income levels.
3. Remove substandard units within city where health, safety, and welfare issues are present.
4. Complete housing analysis for City of Spooner to be used for reviewing new housing proposals and understanding housing needs.



# Transportation



### 3 Transportation

#### 3.1 INTRODUCTION

The transportation network and its movement of people and goods are one of the most important considerations in the development and growth of a community. It plays a vital role in the facilitation of an area's economy, land use, and all-around development. This element presents an inventory of the existing transportation facilities in the City of Spooner, including a compilation of goals, objectives, actions, and programs to guide the future development and maintenance of the various modes of transportation in and around the City.

#### 3.2 STREET AND HIGHWAY NETWORK

The City street grid shapes current community access and circulation throughout the community. The Wisconsin Department of Transportation WisDOT identifies public streets throughout the City by their functional use. A functional classification system groups streets and highways into classes according to their function (Map 3.1). Table 3.1 shows the general standards used by WisDOT to classify roads.

**Table 3.1: Functional Classification**

Classification	Description
<b>Principal Arterials</b>	Serve longer intra-urban trips and traffic traveling through urban areas. They carry high traffic volumes and provide links to major activity centers. (USH 53, USH 63, STH 70)
<b>Minor Arterials</b>	Provide intra-community and service to trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial system interconnects with the urban arterial system and provides system connections to the rural collectors. (None)
<b>Collector Streets (Major &amp; Minor)</b>	Provide land access service and traffic circulation within residential neighborhoods, commercial, and industrial areas. (Major Collectors - STH 253, CTH H, & CTH K)
<b>Local Streets</b>	Comprise all facilities not on one of the higher systems. They primarily provide direct access to adjacent land and access to higher order systems. Local streets offer the lowest level of mobility, and through-traffic movement on this system is usually discouraged.



In the City of Spooner, the street system is a combination of older streets with and without curb and gutter and newer subdivision streets. Most of the roads in the City are local streets owned and maintained by the City of Spooner. The backbone of the street system consists of two main arteries, USH 63 and STH 70, which intersect in the city. The City street system is for the most part interconnected by USH 63 or River Street, a principal arterial intersecting the downtown area.

Spooner has good access to the regional road network with U.S. Highway 53 located along the eastern portion of the City connected by both USH 63 and STH 70. USH 53 connects Spooner to the larger metropolitan areas of Duluth/Superior to the north, and Eau Claire and Madison to the South.

### **3.2.1 Traffic Volume**

Table 3.2 give a synopsis of the Annual Average Daily Traffic (AADT) figures on selected city streets from 1987 to 2013. Updated AADT figures were not available for 2013/2014 traffic count sites at the time of development of the comprehensive plan. Of the four sites having data collected in 2013, two sites dropped in volumes while two had increases.

Overall, traffic levels in the City of Spooner have declined slightly and are attributed to two main factors. First, people are making fewer vehicular trips for shopping and recreational trips, and secondly the rising cost of gasoline is impacting driving behaviors.



**Table 3.2: Annual Average Daily Traffic at Recorded Sites  
City of Spooner 1987-2013**

	1987	1991	1993	1996	1999	2002	2005	2007	2010	2013	Change 1987-2013
Site 1	2,690	3,470	3,400	3,300	3,800	2,700	NC	2,700	2,500	NC	-110
Site 2	8,530	10,260	6,400	6,100	6,800	7,100	6,900	NC	NC	NC	-1,630
Site 3	2,340	3,620	3,100	3,100	2,900	2,300	NC	NC	1,500	NC	-840
Site 4	11,230	12,290	10,200	10,500	11,700	10,800	10,600	10,200	9,500	11,300	+70
Site 5	2,020	2,870	2,000	1,400	2,100	1,700	NC	NC	1,200	NC	-820
Site 6	NA	NA	1,100	1,500	1,200	1,700	NC	NC	650	NC	-450
Site 7	3,680	3,910	3,910	3,100	4,500	4,800	5,400	NC	5,500	4,200	+520
Site 8	13,280	13,200	10,900	13,600	14,200	12,700	11,700	11,200	10,900	10,500	-2,780
Site 9	2,880	3,760	2,700	3,100	3,500	3,700	NC	NC	2,600	NC	-280
Site 10	3,440	5,380	4,700	6,000	8,300	4,500	7,300	7,000	5,000	6,100	2,660
Site 11	NA	4,190	3,100	3,900	4,200	4,800	4,900	NC	5,100	NC	910
Site 12	2,280	3,640	2,000	2,000	1,400	NA	NC	NC	690	NC	-1,590
Site 13	2,610	4,790	3,200	2,700	2,900	NA	NC	NC	2,400	NC	-210

Source: WisDOT NC= No count taken for year

Site 1: Scribner St – between Hazel and Cedar  
 Site 2: River St – between Pine and Cedar  
 Site 3: Elm St – between Summit and River  
 Site 4: River St – between Oak and Walnut  
 Site 5: Oak St – between Summit and River  
 Site 6: 1<sup>st</sup> St – between Ash and Bashaw Rd  
 Site 7: Bashaw Rd (STH 70) – west of 1<sup>st</sup> Street

Site 8: River St (USH 63) – Yellow River bridge  
 Site 9: Front St – between Ash and Maple  
 Site 10: Maple St (STH 70) – between Front and RR tracks  
 Site 11: Maple St (STH 70) – east of city limits  
 Site 12: Elm St – between Front and River  
 Site 13: Pine St (between Scribner and River)

### 3.2.2 Street Improvements

Improvements to city streets are critical for maintaining an adequate and safe road system. Future road improvements are generally based on current road conditions, with the intent to keep all roadways intact and useable on a daily basis. Future roadway improvements need to be flexible because of the possibility of unforeseen changes. The City of Spooner maintains a five-year road plan for the maintenance of local streets. Table 3.3 identifies city street improvement projects planned from 2015-2020. As the city’s five-year road plan is updated, so should Table 3.3.



**Table 3.3: Roadway Improvements 2015-2020**

YEAR	ROAD/STREET	FROM	TO	TYPE OF IMPROVEMENT
2015	Roundhouse Rd. N			TID Project
2015	Franklin St.			Reconstruction
2015	Elm St			Reconstruction
2015	Roundhouse Rd. S			Reconstruction
2015	Prt Chandler			TID Project
2015	Various			Crushing
2015	Various			Crack/Seal
2016	Orchard Ln.	Paulson Dr,	Hwy. 70	Overlay
2016	Various			Chip Seal
2017	Rocky Ridge Rd.	W. Beaverbrook Ave.	Industrial Blvd.	Reconstruction
2017	Cottonwood Ave.	Rocky Ridge Rd.	Industrial Blvd.	Reconstruction
2017	Ojibwa Rd.	Orchard Ln.	Hwy. 53	Overlay
2018	Lampert Dr.	End	Northland Dr.	TID Project
2018	Division St.	Scribner St.	High St.	Reconstruction
2019	East Boundary Rd.			TID Project
2019	South Boundary Rd.			TID Project
2019	Well Rd.	Roundhouse Rd.	Northwest Dr.	Reconstruction
2019	Fleming St.	Michigan St.	Erie St.	Reconstruction
2020	First St.	Superior St.	Water Tower	Reconstruction
2020	W. Beaverbrook Rd.	Hwy. 63	Rocky Ridge Rd.	Overlay
Source: City of Spooner 5-Year Transportation Plan 2014				

In 2006, a Wal-Mart Super Center proposal was proposed for development in Tax Increment District Number Four located in the northeast quadrant of Spooner near the intersection of CTH H and USH 53. Although this project eventually did not proceed, other potential developments in this area would likely be accessed from USH 53 and CTH H. Due to future traffic and fatality concerns with the at-grade crossing of USH 53 and CTH H, WisDOT has identified the at-grade intersection will be closed at some time in the future and a crossover structure built to accommodate CTH H over USH 53. The City of Spooner, local governments, and surrounding businesses prefer an option that would include an interchange at this location to allow access from USH 53. Continued conversations between the City of Spooner and WisDOT officials will continue into the future to determine if any alternative plans could accommodate vehicular access to CTH H from USH 53.



As part of an official mapping project performed by WisDOT for USH 53, a reconfiguration of the interchange north of Spooner where USH 63 and USH 53 merge together has been developed. This redesign closes CTH A's access to USH's 53 and 63. The City of Spooner proposes CTH A not be terminated and instead an overpass constructed that would continue CTH A over USH's 53 and 63 onto Little Valley Road. Upon completion of the overpass, Little Valley Road would be signed and reconstructed as a CTH to intersect with CTH K to the west.

Ensuring existing and future land use activities do not impede the flow and safety of traffic, limiting access from state, county, and local roadways must be considered. Shared access and/or frontage roads should be developed to allow for vehicular access to multiple businesses, allowing for the main transportation network to function at free-flowing levels. During development of this updated comprehensive plan, the City of Spooner had proposed the development of a frontage road along the western portion of USH 63 from approximately CTH A/H & USH 63 north to the proposed new redesigned roadway configuration. However, in the summer of 2015, Mathy Construction purchased nearly 160 acres of land along this corridor for future non-metallic sand and gravel extraction, adding to the 189 acres Mathy Construction already owns along the corridor. As a result, the frontage road concept has been dropped in this area.

Over the course of the past 20 years, the City of Spooner and WisDOT have had several meetings to discuss and review potential improvements to USH 63, particularly from the Yellow River Bridge to the south City Limits.

In 2009, WisDOT conducted a Road Safety Audit covering the segment from STH 253 to Poplar Street. The report included many safety issues, including signage, lack of turn lanes, poor turning radius, missing pedestrian and bicycle improvements, access point conflicts, and many more.

According to WisDOT officials, two projects are currently scheduled for USH 63 within the City. The first project would begin in 2019 and cover the area from Green Valley Road to STH 70. The second project would begin in 2021 and cover the area from STH 70 to Poplar Street. No roadway design has been set, however, the design concept being examined is converting the existing 4-lane undivided roadway to a 3-lane with the center lane being a two-way-left-turn-lane (TWLTL). This concept would include adding a TWLTL beginning just south of Beaver Brook Road and extending to the causeway. City and WisDOT officials will work together during planning and design phases to ensure the roadway serves motorized and non-motorized interests.

A major rehabilitation project of USH 63 is preferred as it would enable the City to make necessary public facility improvements (sewer and water) and would



include pedestrian improvements from STH 70 to Green Valley Road, and other critical roadway improvements.

Over the years, the City of Spooner has had discussions with the Washburn County Highway Department regarding the relocation of CTH K at USH 63. CTH K could be relocated two blocks to the north of its current location to Hazel Street.

Funding for local roadway rehabilitation improvements is generally done through the city's general fund by either local tax revenue or state programs. One state program providing funds to the city is the General Transportation Aids (GTA) program, which is the second largest program in WisDOT's budget and returns to local governments roughly 30% of all state-collected transportation revenues (fuel taxes and vehicle registration fees) - helping offset the cost of county and municipal road construction, maintenance, traffic and other transportation-related costs. In 2015, the City of Spooner is projected to receive \$163,646 in GTA funding.

### **3.3 PARKING**

An analysis of on and off-street public parking spaces in the City of Spooner was conducted as part of the comprehensive planning process completed in 2005. The target area was the downtown district consisting of a four-block area including parts of Front, Walnut, Elm, High and Oak Street.

On-street and off-street parking is important for commercial, recreational, and residential purposes. Generally, on-street parking is restricted by length of time. Much of the on-street parking in downtown Spooner is restricted to two-hour parking from 8:00 A.M. to 6:00 P.M. In this area, it is important that on-street parking spaces be occupied on a short-term basis to allow patrons of local businesses the opportunity to find parking. In the target area, there are approximately 265 on-street parking spaces available. Of those 265 spaces, eight are designated as handicapped spaces. For every 33 on-street parking spaces, there is one designated as handicapped.

Off-street parking is made available in the City of Spooner via municipal parking lots spread throughout the downtown area. These lots varied from 3 to 12 hour parking restrictions. Municipal parking lots provide approximately 160 parking spaces with five designated as handicapped spaces. For every 32 off-street spaces there is one handicapped space. Limited off-street parking is also available for business patrons and tenants only. The municipal parking lot along Front Street is used during the summer for the farmers market and festivals. A



long-term recreational parking lot is available along the Wild Rivers Trail at the intersection of Hazel Street and Paulson Drive.

### **3.4 TRANSIT SERVICE**

There are a variety of transit services that the City of Spooner could use to potentially make transportation more user friendly and reduce reliance on single occupancy motor vehicles. These may include shared ride taxi services, para-transit<sup>1</sup> services for the elderly and disabled, and inter-city and intra-city bus service.

The City of Spooner does not provide any type of transit services at this time. Some private transit services are available to area residents including the Washburn County Veterans Service Office providing transportation for veterans to the Veterans Affairs Medical Clinic in Minneapolis and the Washburn County Unit on Aging offering transportation services to eligible people.

Namekagon Transit provides service to city and rural residents. Door stop service is available Monday, Tuesday, Wednesday, and Thursday between 8:00am-3:15pm. Reservations are should be made at least a day ahead of time prior to 1:00pm. In the hours before 8:00am and after 3:30pm, Namekagon Transit provides rides to persons working at Ventures Unlimited and can offer availability to the general public during those times only when space allows.

Designing local roadways and residential and commercial developments that can accommodate current and potentially future transit related services is important. The City and surrounding areas will continue to see an increasingly aging population that may need greater access to transit vehicles versus the personal automobile.

### **3.5 TRANSPORTATION FOR DISABLED**

Wisconsin's Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program provides for financial assistance to serve the special transportation needs of elderly persons and persons with disabilities for whom public transportation services are unavailable, insufficient, or inappropriate. Recipients receiving fund awards in 2015 which would serve residents of the City include:

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<sup>1</sup> Para-transit services generally are provided to members of the community who require vehicles that provide increased accessibility, as well as more "enhanced" and flexible routing than are provided by fixed-route, main-line transit services.





- Ventures Unlimited (1 - medium bus)
- Namekagon Transit (mobility management)
- North Country Independent Living (mobility management)
- Senior Connections (2 – minivans)

### **3.6 BICYCLE AND PEDESTRIAN TRANSPORTATION**

As a whole, the City of Spooner lacks a completely interconnected network of pedestrian and bicycle paths, lanes, and/or routes. The existing street network serves both automobiles and bicyclists, in areas without sidewalks pedestrians.

In 2012, the City adopted a Bicycle and Pedestrian Plan. The plan sets out recommended bicycle routes using segments of the existing street network and portions of existing off-street recreation trails. Pedestrian facilities (sidewalk location and condition, crosswalks, and signage) was inventoried and mapped. A set of recommendations were developed for both bicycle and pedestrian improvements. Since completion of the plan the city has updated and added necessary signage, added painted crosswalks and continues to plan for future improvements.

A Safe Routes to School Plan was developed in 2010 that examined issues relating to the ability of children to walk and bicycle to school. The plan examines the conflict between children and vehicular traffic. Recommendations for pedestrian and vehicle improvements were made with the city and school making several improvements around the schools.

The Wild Rivers Trail (WRT), which travels through the City of Spooner, is a multi-purpose motorized and non-motorized trail that can be used for bicycling (for more information on the WRT, see Element 4, Utilities and Community Facilities). The Wild Rivers Trail provides an excellent link to future pedestrian/bike trails that might be developed in the future connecting local neighborhoods to area schools, shops, and parks. The Wisconsin Bicycle Transportation Plan 2020, completed by WisDOT in 1998 serves as a guide to bicycling opportunities in the State and outlines broad goals, objectives, and actions for bicycling in 2020.



### 3.7 AVIATION SERVICE

The only air transportation available in the City of Spooner is a heliport located at the Spooner Health System Hospital. This helicopter landing pad is located on site to transport patients to Duluth, Eau Claire, Minneapolis or other major medical centers for specialized treatment.

The closest municipal airport to the City of Spooner is the Shell Lake Municipal Airport, located five miles south of Spooner in the City of Shell Lake. Owned and operated by the City of Shell Lake, the paved runway extends for 3,711 feet. The runway and taxiways are plowed in the winter, which makes the airport useable on a year round basis. The Chuck Lewis Terminal building is open to the aviation public 24-hours a day. The terminal has a restroom, telephone, and a weather terminal. Aircraft using this facility typically seat from two to six people and is commonly used for business and charter flying as well as recreational sport flying, training, and crop dusting. No scheduled passenger flights are available at the Shell Lake Municipal Airport. The nearest airports providing regularly scheduled passenger flights to domestic and international destinations are located in Eau Claire, Duluth, and Minneapolis-St. Paul. Charter jet service is available out of Rice Lake.

In addition to the Spooner Heliport ten other airport/airfields are registered with the WisDOT Bureau of Aeronautics for all of Washburn County. County location and present status is outlined in Table 3.4.

**Table 3.4: Washburn County Airports/Airfields**

<b>Airport/Airfield</b>	<b>Location</b>	<b>Owner/Operator</b>	<b>Status</b>
Will-B-Gon Airport	Birchwood	William Cyr	Private
Lilac Airport	Birchwood	Warren Lewis	Private
Ben Sutherland Airport	Minong	Byron Bright	Private
Shell Lake Municipal Airport	City of Shell Lake	City of Shell Lake	Public
Hayfield Airport	Springbrook	Willie Kauffman	Private
Warbirds North Airport	Evergreen	Arland Fox	Private
Nest of Eagles Airport	Spooner (Town)	K. Johnson	Public
Spooner Hospital Heliport	City of Spooner	Spooner Hospital	Private
Springbrook Airport	Springbrook	Clifford Ingbretson	Private
Lakewood Lodge Airport	Stone Lake	Robert Gillette	Private

Source: Wisconsin Department of Transportation, Bureau of Aeronautics; and Airport-data.com



### **3.8 RAIL TRANSPORTATION**

Spooner was once a major hub of railroad activity in the northwestern “Indianhead Country” of Wisconsin. Spooner was at the intersection of the great Omaha “X” of the Chicago, St. Paul, Minneapolis and Omaha Railroad. The line running through Spooner, the Hudson Line, stretched southwest from Spooner to Northline Junction (near Hudson). The railroad was first laid through the wilderness that became Spooner in 1879, and for the next century Spooner was an important division point. At one time, nearly 75 percent of the residents worked for the railroad, and 22 passenger trains stopped in Spooner each day. As with railroads around the country, railroad activity in Spooner began to decline in the early 1960's. With passenger trains but only a memory, the railroad began to abandon track. The last train left the Spooner yard on July 9, 1992 ending over a century of railroad history.

The final chapter has not yet been written about the relationship between Spooner and the railroad, as the Washburn County Transit Commission and WisDOT partnered to purchase the abandoned rail line between the City of Spooner and Hayward Junction (east of Springbrook). This rails-to-trails acquisition allows for continued rail use of the line. Wisconsin Great Northern (WGN) Railroad was formed in the spring of 1997 to resume freight rail service. The WGN runs a historic excursion train operating on approximately 20 miles of former Chicago & Northwestern track between the Trego and Springbrook. In 2014, the WGN constructed a depot in the Town of Trego. While some rail cars are stored within the City, no formal rail operations run from within the City. The WGN Railroad maintains the 20-mile section, holds appropriate certificates to haul commercial freight for future business needs, and in 2014 became the short-line hauler for Louisiana-Pacific and Johnson Timber operations near Hayward.

### **3.9 TRUCKING AND WATER TRANSPORTATION**

Trucking through the city is accommodated by the existing highway system. Although no national transportation trucking company is located in the city, Transport Services Unlimited, based in Shell Lake, provides specialized services to clients throughout western Wisconsin and eastern Minnesota.

No waterborne commerce routes are directly available in the city with the nearest commercial ports located in Duluth/Superior and along the Mississippi River in western Wisconsin and eastern Minnesota.



### **3.10 TRANSPORTATION PLANS AND PROGRAMS**

Several state and regional organizations develop plans and programs for the management and systematic update of transportation facilities that may include the City of Spooner in whole or by reference. Based on a review of these plans and programs, no land use conflicts or policy differences were identified.

#### **Connections 2030**

Connections 2030 is the second-generation statewide transportation plan, replacing Translinks 21. The plan addresses all forms of transportation over a 20-year horizon, including highways, local roads, air, water, rail, bicycle, pedestrian and transit. The plan does not identify any projects in the City of Spooner nor are there any conflicts.

#### **Wisconsin State Highway Plan 2020**

The *Wisconsin State Highway Plan 2020* focuses on the 11, 800 miles of state trunk highway routes in Wisconsin. The plan identifies some moderate, severe, and extreme traffic congestion in the next 20 years at the USH 63 and STH 70 intersection. The plan does not identify any projects in the City of Spooner in the next 20 years, and no conflicts with the City of Spooner Comprehensive Plan have been identified.

#### **Wisconsin Bicycle Transportation Plan 2020**

The *Wisconsin Bicycle Transportation Plan 2020* (1998) presents a blueprint for improving and expanding bicycle transportation routes in the state. The City has developed a bicycle route plan and has discussed the need for bicycle lanes or area along River Street (USH 63) when future reconstruction or rehabilitation occurs.

#### **Wisconsin Bicycle Planning Guidance**

WisDOT developed guidance for communities and others to utilize when planning for bicycles. The document was developed in 2003. No specific recommendations to the City of Spooner exist within the plan, except for planning guidance.

#### **Wisconsin Pedestrian Policy Plan 2020**

This plan 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. No specific recommendations to the City of Spooner exist.

### **Wisconsin State Airport System Plan 2030**

The Wisconsin State Airport System Plan 2030 provides a framework for the preservation and enhancement of a system of public-use airports adequate to meet current and future aviation needs of the State of Wisconsin. There are no airports or airfields in the City of Spooner, and none are planned in the next 20 years; therefore, this plan does not apply to the city.

### **Wisconsin State Rail Plan 2030**

Wisconsin's Rail Plan 2030 is the statewide long-range rail transportation plan providing the vision for freight rail, and intercity passenger and commuter rail. The Plan was adopted in March 2014. No specific recommendations or conflicts exist relating to the City of Spooner.

### **Wisconsin DOT 6-Year Highway Program**

WisDOT annually prepares a 6-year state highway improvement program detailing improvements to the state highway system. For period 2015-2020, the resurfacing of River Street (STH 63) is scheduled between 2018-2020. There are several area projects proposed just outside of the city on highways 53 and 63.

### **USH 53 Long-Range Plan & Official Mapping**

While USH 53 is located outside the city limits, WisDOT conducted a long-range plan for the future reconstruction of USH 53. As part of this effort, official mapping was completed and provides landowners and local governments the ability to plan their futures and develop their lands in ways that avoid future highway improvements.

## **3.11 TRANSPORTATION GOALS AND OBJECTIVES**

The following goals and objectives provided for transportation are statements that reflect the City of Spooner's vision. They characterize the outcome that the City is determined to achieve, and were developed to ensure that Spooner will provide adequate transportation facilities to serve the City for the next 20 years.

### **GOALS:**

To provide a safe and efficient means of travel for all types and kinds of transportation, including, but not limited to pedestrian, non-motorized and motorized personal modes, vehicular and tractor/trailer transportation needs.



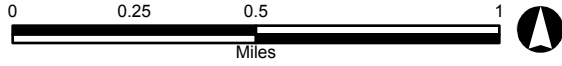
The system should provide for the needs of all citizens, including disabled and transit dependent citizens.

OBJECTIVES:

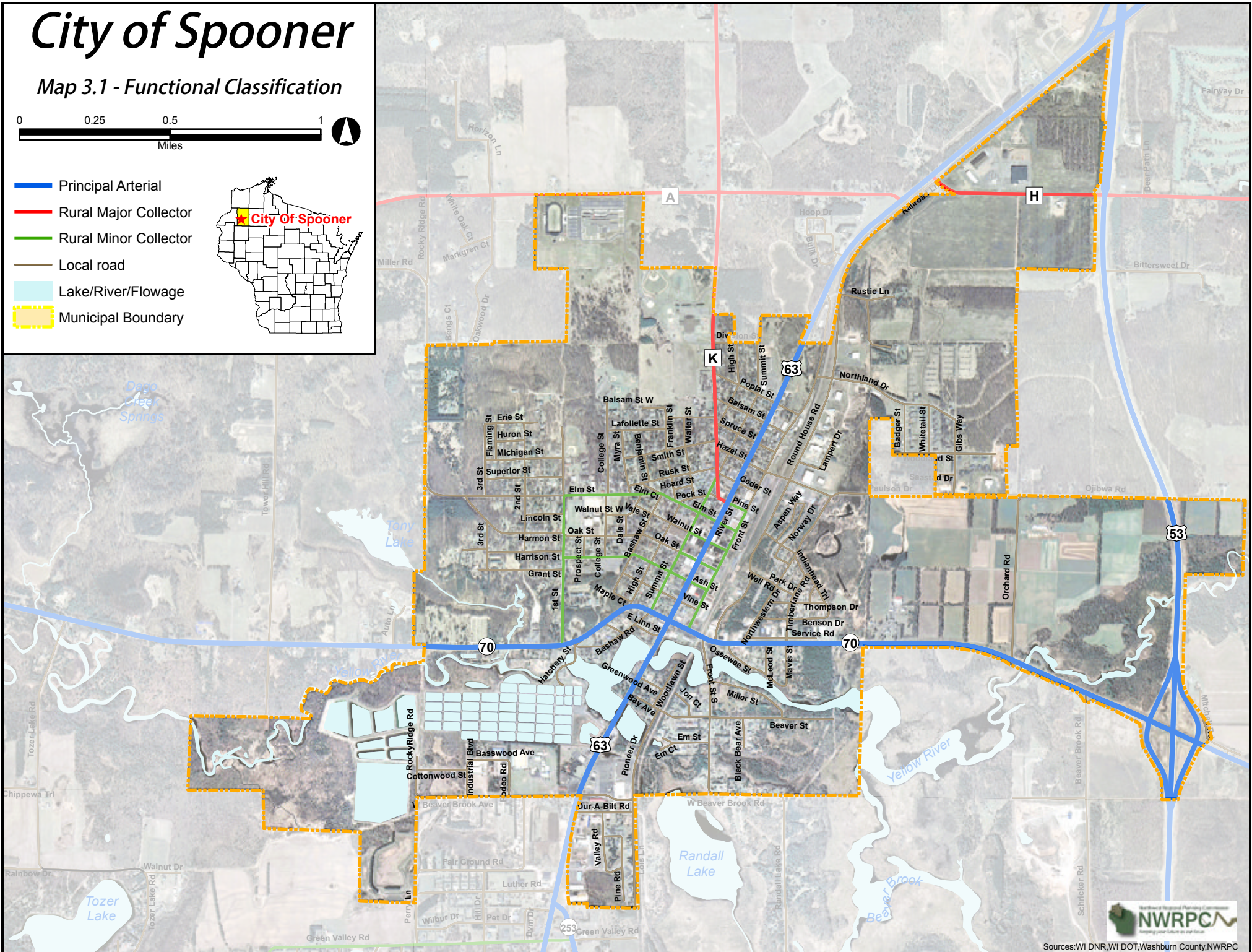
1. Improve traffic flow through the city.
2. Provide access and support for commercial transportation needs and public transportation.
3. Provide safer pedestrian/vehicular inter-action.
4. Provide for maintenance of existing and future access facilities.

# City of Spooner

## Map 3.1 - Functional Classification



- Principal Arterial
- Rural Major Collector
- Rural Minor Collector
- Local road
- Lake/River/Flowage
- Municipal Boundary



# **Utilities and Community Facilities**





## 4 UTILITIES & COMMUNITY FACILITIES

### 4.1 Introduction

The Utilities and Community Facilities Element includes background information, goals, objectives, actions, recommendations, policies, and/or programs to guide the future development of utilities and community facilities over a 20-year planning period in the City of Spooner. As required by Section 66.1001(2)(d) of the Wisconsin State Statutes, the element describes the location, use and capacity of existing public utilities and community facilities that serve the City and includes an approximate timetable that forecasts the need to expand and rehabilitate or create new utilities and facilities.

### 4.2 Inventory and Analysis

What follows is a description of existing utilities and community facilities (Maps 4.1 and 4.2). While the city provides the primary public utilities, such as water and sewer, private companies and other agencies provide other services to local residents and businesses. Therefore, information about utilities and community facilities provided by the City of Spooner and other agencies and organizations is included in this element.

#### 4.2.1 UTILITIES

##### Water Supply



Spooner Municipal Utilities operates the public water supply and distribution system that provides water to the city and adjacent Beaver Brook Sanitary District. The utility has two groundwater wells and 500,000 gallons of elevated storage. Well #3 draws water from 80 feet and the newer well (#5) draws water from 343 feet. Water quality is excellent in well #5 and is very low in iron and manganese. Well #3 has elevated levels of iron and manganese and is used only in emergencies. Spooner Municipal Utilities serves approximately 1,500 water customers. Maintaining water mains is critical to ensuring reliable and safe drinking water to its customers. As a result, the utility implements at least one major rehabilitation project every other year.

An additional water source has been sought to provide additional capacity. Two test wells have been investigated, one on the city's east side and one by the elementary school, but have resulted in iron and manganese levels exceeding acceptable limits. The city has continued seeking other water



sources. A site has been approved by the DNR ¼ mile south of CTH H adjacent to the new hospital construction.

### **Sanitary System**

Spooner Municipal Utilities operates an aerated pond system with final finishing to a seepage pond after treatment. The sanitary system plant has a design load of .375 million gallons per day (MGD). The plant had an actual load of .262 MGD in 2010.

Maintaining and upgrading the sanitary system is important. In 2003, the city acquired a 27.12 acre site south of the existing treatment facility for the development of a new seepage pond, as the existing ponds were in need of replacement. In 2005, the city constructed a new 15 acre seepage pond. The wastewater treatment plant was also reconstructed in 2009 to increase efficiency, by lining with PVC and adding a new fine bubble aeration system.

### **Storm Water Management**

The City of Spooner provides a complete storm sewer system throughout most of the city. The city has a program to ensure that storm water best management practices, such as detention or retention, as appropriate, are incorporated into all new developments. Within the city's Subdivision Ordinance, provisions for storm water management apply to commercial and industrial developments.

The Wisconsin Department of Natural Resources implemented changes in 2005 regarding storm water management on projects greater than one acre. As a result of these changes, it is necessary for the city to amend its subdivision ordinance to comply with the requirements of NR151 and NR215.

The city has had informal discussions in developing a Storm Water Utility for purposes of assisting in making storm water improvement throughout the city. The new utility, through an assessment mechanism, would be able to assess a fee based on the percentage of impervious surfaces. The fee would be utilized in making community wide improvements to the storm water collection system.

In some areas of the City, the storm sewer network is unable to keep up during periods of heavy downpours. Continued planning and reconstruction of storm sewers is planned.

### **Solid Waste Disposal and Recycling**

Through a contract with the City of Spooner, Allied Waste provides residential pickup of garbage and recyclables. Commercial and industrial establishments are not covered under the city contract and these establishments must choose from local garbage haulers. Most waste materials are trucked to the Allied Waste landfill located in the Town of Sarona.



Local weekly residential garbage service includes bi-weekly recycling pick-up that is paid for on a monthly utility bill. City residents have access to Washburn County recycling drop-off sites with the closest located in the City of Spooner at the offices of Northwest Regional Planning Commission, 1400 South River Street.

### **Electricity & Natural Gas**

Spooner Municipal Utilities provides power to all residential, commercial, and industrial users, except for a small portion of the city near CTH H and STH 53 and in the Pines Addition in the far southern limits of the city near STH 63. The city also serves electricity to the annexed Ag Research Station offices on Highway 70, while Barron Electric serves the balance. The utility serves approximately 1,500 electrical customers. Three-phase power is available along with the following statistics:

- The utility uses a 7.2/12.47 kw system
- 2013 average consumption RG-1 807 kwh/month
- Peak consumption demand was 6842 kw in 2013 and 6022 kw in 2014
- Citywide 6.7 megawatts and in 2013 2,910,000 average kwh/month with a peak of 3,198,000 kw and in 2014 2,515,000 average kwh/month with a peak of 2,621,000 kw

Major upgrades to the electrical distribution system occurred in 2001-2004, including the elimination of the substation near Spooner Health Systems and the development of a new substation located on the south side of town. Development of the new substation allowed for greater electrical capacity. The construction of a second substation began in 2011 and the substation went on-line in 2012. The new substations and their higher electrical capacity prevent brownouts from occurring. These brownouts would have impacted all users, especially manufacturing businesses that rely on electricity for continued manufacturing purposes.

WE Energy supplies the city and industrial parks with natural gas. WE Energy coordinates new line development with local officials based on new requests for services.

### **Power Plants, Substations & Transmission Lines**

There are no power plants in the City of Spooner. There are however, substations and transmission lines in close proximity to the City of Spooner. Electric transmission lines carry electric energy from power plants to local communities. A distribution substation reduces this high-voltage energy and transfers it to lower voltage distribution lines, which carry the energy down electrical lines closer to individual houses and businesses. Two substations located in the Towns



of Beaver Brook and Spooner supply the Spooner substations with electrical service.

### **Communication Facilities and Services**

Communication facilities and services are important components to existing and future developments. Technological services have been rapidly changing throughout the United States and abroad. As a rural community, it is imperative that communication facilities and services keep current with urban America to remain competitive in today's world markets.

Several communication companies provide service to residential, commercial, and industrial customers.

- ❑ **Telephone Service.** The major telephone provider for local calling is CenturyTel, Inc. CenturyTel provides the necessary infrastructure, including equipment and phone lines for local telephone services. Multiple companies are available that provide landline long distance telephone service.
- ❑ **Internet.** A variety of Internet service providers are available. The City of Spooner website: [www.cityofspooner.org](http://www.cityofspooner.org) is used to educate residents and visitors about the City on its services and programs. Contact information for elected and appointed officials, as well as meeting agendas and announcements are posted on the web page.
- ❑ **Newspapers.** The *Spooner Advocate* is the primary print media serving the City of Spooner and surrounding area. The official paper for city publishing purposes, the *Spooner Advocate* is published every Thursday. The newspaper also publishes *The Week Ender* and several free-distribution shoppers and magazines. World Wide Web access is found at [www.spooneradvocate.com](http://www.spooneradvocate.com).
- ❑ **Television and Radio.** The City of Spooner is currently served by Charter Communications with local television provided by stations located in Eau Claire, Duluth and Minneapolis/St. Paul. There are currently no radio stations located in the City of Spooner. Closest radio stations to Spooner are located in the City of Shell Lake, which includes licensed radio stations of WCSW 940 AM (Nostalgia), WPLT 106.3 (Country Music) and WGMO 95.3 (Classic Rock). Several satellite television and radio providers are also available in the area.
- ❑ **Postal Service.** The U.S. Postal Service continues to operate a processing center from within the city. Faced with limited expansion capabilities in the 1990's, the postal service moved its customer interface to a new



location at 704 N Front Street and expanded its processing center within its existing building located at 422 N. Front Street. There are currently 450 rental boxes at the main post office. Two city routes deliver mail to city residents and businesses. Route number one has 356 stops, 119 of which are businesses and route number two has 406 stops.

- **Cellular/PCS Towers (Personal Communication Service).** ATT has a cellular antenna atop the TV tower north of Erie Street. Another tower is located just north of the city in the Town of Spooner and is owned by Verizon. A new tower has been erected northeast of the Barron Electric building off of Paulson Drive. In the future, it is recommended the city work with companies proposing the placement of communication towers to determine acceptable locations.

## 4.2.2 COMMUNITY FACILITIES

### City Hall

Spooner's City Hall, located at 515 N. Summit Street, houses the offices of the City Administrator, City Clerk, City Treasurer, Spooner Municipal Utilities, and the council chamber/municipal courtroom. Additionally, the City of Spooner Police Department is located within City Hall.

### Public Works and Utility Buildings

The Spooner Public Works and Utility Departments have facilities located within three buildings at 513 Paulson Drive, 511 Paulson Drive, and 1400 Paulson Drive. The buildings are used to house and maintain equipment and supplies.

### Library

The Spooner Memorial Library is located at 421 High Street. Services include: book, magazine, DVD, books on CD lending, regional and national newspapers, local census information and 120 years of the Spooner Advocate; computers, ten public internet access terminals, free WiFi connection, copy machine, fax and micro film reader, library interloan; preschool story hour program; and a children's, teen and adult summer reading incentive program. The Spooner Memorial Library is the 4<sup>th</sup> largest circulating library in Northern Wisconsin with over 1,000 visitors each week.

The library building and land is owned by the city. The mayor appoints a governing board of seven directors that hire an administrator. Funding is provided by Washburn County at \$106,178 (2015) as set forth by Wisconsin Act 150, neighboring county's reimbursement for usage under WI act 420 totals \$16,767 (2015). City funding totals \$120,500. Other funding that makes up the library's operation budget include donations, memorials, overdue fines and funds received through the sale of copies and faxes.



### **Medical Services / Health Care**

Spooner Health System, located at 819 Ash Street, Spooner, is a 25-bed acute care facility and home health care agency. The Spooner Health System serves the needs of Washburn County and surrounding area by providing skilled health care services. Spooner Health System is fully accredited by the Joint Commission on Accreditation of Health Care Organizations and is state licensed. A full range of services are provided with both in and out patient settings, including 24-hour emergency care, surgical services, rehabilitation, diagnostic care including a state-of-the-art CT scanner, and in-house hospice.

In 2005, the hospital began a master planning process to identify future facility needs. The result of this planning has led to the development of a new hospital to be constructed in the City of Spooner in the southeast quadrant of USH 63 and CTH H. Construction of a new 20-bed acute care facility began in September 2014 with an opening date of summer 2016 expected. Spooner Health System also contracts with area physicians to offer services not available directly from the hospital.

The primary clinical provider in the Spooner area is Essentia Health. The clinic, an affiliate of Essentia Health System (Duluth, MN), is located adjacent to Spooner Health System. In the fall of 2015, Essentia Health announced the construction of a new clinic near the new Spooner Health System Hospital. Other physicians in and around the city provide several other specialty services.

### **Senior Center**

The Spooner Senior Center is located at 402 Oak Street. The senior center operates from 10:00 a.m. to 4:00 p.m. Monday through Friday. The center serves approximately 350 meals per month on site and delivers an average of 900 meals per month to homes and provides activities such as card playing, bingo, and monthly birthday party. The goal of the Spooner Senior Center is to provide senior citizens with educational, social, recreational, health and nutritional programs and opportunities, and strives to enhance the dignity, support the independence, and enrich the quality of life of older adults.

### **Nursing Homes and Other Housing Facilities**

Maple Ridge Nursing Home (75 beds) is the only licensed long-term (nursing home) care provider in the City of Spooner. Over the years, many improvements have been completed including a new building wing in 1992.

Several other facilities located either in the city or nearby towns provide residential housing to specific segments of the resident population.

#### **● Care Partners (Elderly)**



- Schricker Manor (Elderly, Handicapped)
- Spooner Housing Authority - Goslin Court (Elderly, Handicapped)
- Hilltop Manor Apartments (Low Income)
- The Pines (Low Income)
- Elaine Glassing Villa (Handicapped)

There are three Community-Based Residential Facilities (CBRF) and ten adult family homes in the Spooner area. CBRF's are a home or apartment type setting where five or more unrelated adults live together, in which an individual is having difficulties with independent living. An adult family home is a facility where up to four persons who are not related reside and receive care, treatment, or services above the level of room and board.

### **Community Based Residential Facilities**

- Care Partners Assisted Living
- Ain Dah Ing
- Country Terrace

### **Adult Family Homes**

- Aurora Residential Alternatives
- Harmon Home
- Oak View Adult Family Home
- Dago Springs
- Pine Woods Residential
- Rocky Ridge Adult Family Home
- Shady Elms
- Shady Oaks
- Sunset Pines
- Whispering Pines

### **Child Care Facilities**

There are a number of childcare providers in the Spooner area. The Washburn County Health and Human Services Department maintains a list of County Certified, State Licensed Family Day Care, and State Licensed Group Day Care providers in Washburn County. Current up-to-date information is available through the Washburn County Health and Human Services Department. Below are childcare facilities currently available in the City of Spooner (WI Department of Children and Families, 2014).

### **Licensed Child Care Providers**

- Little Folks Workshop
- Little Lamb Preschool
- Faith Lutheran Preschool
- Creative Kids Learning Center

### **Certified Child Care Providers**

- Three private providers



### **Educational Facilities**

The Spooner Area School District covers approximately 550 square miles and includes three schools: Kindergarten-Grade 4 at the Elementary School located at 1821 Scribner St., a Grade 5-8 at the Middle School located at 500 College St., and a Grade 9-12 High School, located at 801 Cty Hwy A. District enrollment as recorded in September 2014 was 1,309.

Beyond the public schools, there are two private schools operating in the city. St. Francis de Sales Catholic School provides faith-based education for students in grades K-8 and enrolls approximately 75 students annually and New Covenant Christian Academy also provides faith-based education for students K-11 and enrolls approximately 25 students.

Nearby post secondary educational facilities include the Wisconsin Indianhead Technical College (WITC) campus in Rice Lake, which offers 40 programs of study and 15 certificate programs. WITC also operates a learning center located in the City of Spooner providing limited services to area residents.

The University of Wisconsin System also operates a two-year liberal arts/pre-professional college in the City of Rice Lake. UW-Barron County (UW-BC) is one of 13 freshman/sophomore campuses of the University of Wisconsin Colleges awarding the Associate of Arts and Science degree. The closest four-year University of Wisconsin System schools are located in the City of Superior (UW-Superior) and City of Eau Claire (UW-Eau Claire).

### **Religious Institutions**

Religious buildings provide places of worship for persons of many different beliefs and faiths. Within or near the City of Spooner there are a number of places of worship.



- |                                    |                                  |
|------------------------------------|----------------------------------|
| † Beautiful Savior Lutheran Church | † Spooner Baptist Church         |
| † Christian Life Assembly of God   | † St. Alban's Episcopal Church   |
| † Church of the Nazarene           | † St. Francis De Sales           |
| † Cornerstone Christian Church     | † Trinity Lutheran Church (ELCA) |
| † Faith Lutheran Church            | † United Methodist Church        |
| † First Grace Baptist Church       | † Wesleyan Church                |
| † First United Pentecostal Church  |                                  |
| † Sacred Heart Church              |                                  |





## **Cemeteries**

The Spooner Cemetery is the only cemetery in the City of Spooner and is located on the north side of State Highway 70 on Spooner's west side. Owned and managed by the Spooner Cemetery Association, the cemetery is approximately 20 acres in size.

The Northern Wisconsin Veterans Memorial Cemetery, located near the City of Spooner in the Town of Beaver Brook is a final resting place for veterans from Wisconsin and a tribute to their achievements and sacrifices. The cemetery is operated by the Wisconsin Department of Veterans Affairs and was built on donated land from Washburn County. The 97-acre site includes the burial area, columbarium wall, administrative building, committal chapel, outdoor shelter, and a flag plaza. All veterans who meet military and residency requirements may be interred, along with their spouses and dependent children. It is estimated the cemetery will accommodate 39,000 veterans and their families.

## **Parks and Recreation**

The City of Spooner currently maintains eight developed parks. Some provide playground equipment and picnic tables. Others are just for picnicking and relaxation, while still others provide for multiple activities such as baseball, skate boarding, softball, football, basketball, hockey, broomball, skating and hiking/cross country skiing. The city also holds two other locations that have been classified as parks but remain undeveloped. One is in the Durand Addition at the end of Em Street and the other is in the Pines Addition, east of Highway 63 near the intersection of Durabuilt Road and Pine Drive. Many of the parklands have been dedicated to the city through an ordinance relating to subdivision development, whereby the developer commits to the city a percentage of the total land area for park space.

### **College Street Park**

Approximately 20 acres in size, College Street Park is located in the northwestern part of the city. It features three major league/little league baseball fields, an unpaved outdoor hockey rink, a free skating rink and a basketball court. The warming house has a changing area, toilet facilities and a concession stand. Included in the picnic area is a shelter with electrical outlets, barbeque rack, drinking fountain, picnic tables, benches and playground equipment. Also available are hiking, mountain biking, and cross-country ski trails. During the winter months, segments of the cross-country ski trails are lighted. The ski trails have been developed cooperatively by the City and school district. In 2010, a 1.4 mile paved walking path was constructed linking Spooner Elementary, Middle, and High Schools to the park. Frisbee golf and exercise stations were added along the trail in 2011.



### **Centennial Park**

Centennial Park is located at the intersection of Highway 63 (River Street) and Walnut Street. The park features public restrooms, open spring through fall. The Spooner Garden Club, under the city's Adopt a Park Program, maintains Centennial Park. Centennial was renovated most recently in 2010.

### **Blooming Valley Park**

This city park is located at the old airport site north of County Highway A on Blooming Valley Road, outside the city limits. It contains two adult softball fields, bleachers and picnic tables for spectator use. East of Blooming Valley Park is the Indianhead Rifle & Pistol Club, housing a shooting range on 40 acres of city land.

### **Lioness Park**

Located between Bashaw, Dale and Vale Streets, Lioness Park lies in the center of the city. It contains small children's playground equipment and picnic tables. The Spooner Lioness Club originally developed the park.

### **Merchant Park**

Located at the northern end of First Street, this park is home to the Spooner Cardinals baseball team. Between 2012 and 2013 local fundraising efforts assisted in making significant renovations to the field and ballpark amenities.

### **Triangle Park**

Triangle Park is located at the intersections of Summit Street and County Highway K (Scribner Street). Containing picnic tables, a drinking fountain, a pedestrian bridge and various plantings, the park is maintained by the Spooner Garden Club.

### **Eastland Addition Park**

Spooner's newest park is located at the intersection of Northland Drive and Badger Street in the eastern portion of the city. This five-acre site features picnic tables, barbeque racks, playground equipment, and a skateboard park.

### **Veteran's Memorial Waterfront Park**

Veteran's Memorial Waterfront Park is located on the Yellow River along STH 63 in the City of Spooner. Built in 2003, through the efforts of the Spooner Lions Club, the park is owned by the City of Spooner. The park features six 8' x 5





1/2' black granite stones with 750 names on each stone for a total of 3409 veterans' names with strong ties to Spooner. There are also seven flagpoles, 14 black granite benches, a bell tower and floor made up of 6,000 pavers and bricks, many of the pavers are engraved. Other facilities include a picnic area and fishing pier on the Yellow River Flowage near the park.

### **Wild Rivers Trail**

The Wild Rivers Trail is a multi-use four-season recreation trail that traverses Washburn County in a north-south fashion along the abandoned "Soo Line" railroad. Owned by the State of Wisconsin, the Washburn County Forestry Department is responsible for all management, development and maintenance activities within the right-of-way. The trail passes through the city providing recreational activities such as walking, bicycling, running, horseback riding, snowshoeing, dog sledding, cross country skiing, ATV'ing, and snowmobiling. A parking lot at the corner of Hazel Street and Roundhouse Road is available for recreational trail users.

## **4.2.3 COMMUNITY SERVICES**

### **Law Enforcement**

The Spooner Police Department is located within the Spooner City Hall at 515 North Summit Street. The City provides a full-service police department that operates 24 hours a day. Staff includes seven full-time officers including the chief, four part-time officers, and one full-time secretary. The department responds to approximately 2,000 calls per year, utilizes the Washburn County 911 system for police, fire, and ambulance dispatch, and has mutual aid agreements with all surrounding police departments.

### **Fire Service**

The Spooner Fire District provides fire protection throughout the City of Spooner and all or part of the Towns of Bashaw, Beaver Brook, Casey, Crystal, Evergreen, Gull Lake, Madge, Rusk (Burnett County), Spooner, Springbrook, and Trego. This encompasses an area of 322 square miles and a population of approximately 9,000. The Fire Department, which is a volunteer department, consists of a full-time fire chief and 34 on-call paid firefighters, some of which are first responders. The Spooner Fire District has mutual aid agreements with all surrounding fire departments and had an operating budget of \$330,000 in 2014. Fire department equipment includes Pumper #1 (6-man cab, 1,500 gpm, holds 1,000 gallons of H<sub>2</sub>O), Pumper #2 (1,000 gpm and has an aerial), Pumper #3 (1,500 gpm, holds 1,000 gallons of H<sub>2</sub>O), Tanker #1 (3,000 gallon), Tanker #2 (2,100 gallon), Tanker #3 (850 gallon – also used as a brush truck), rescue vehicle, personal van, 2 4X4 trucks, 2 thermal imaging cameras, and a rescue boat.



After many years of planning, a new fire hall was completed in 2014 and is located at 1252 N. River Street. The facility is capable of storing all equipment and has training facilities for personnel.

The Insurance Services Office (ISO) rates fire protection service for communities across the United States. The rating system scale is out of 10 with 1 being the best. Most insurance underwriters utilize the assigned fire protection rating to calculate insurance premiums for an area. The Spooner Fire District is rated a class five (5) fire department for the hydrated area of the city. The 5 rating for the district is an average rating, and improving this rating probably would require employing more full-time professional firefighters.

### **Emergency Medical Services**

The North Ambulance Service provides emergency medical transportation in the City of Spooner and also covers the southern half of Washburn County around Spooner and Shell Lake and portions of Burnett County. The North Ambulance Service is dispatched through the Washburn County Sheriff's Department.

Washburn County has a network of first responders who are paged or called to medical emergencies by the Washburn County Sheriff's Office. They typically provide assistance at the scene, as ambulances are en route. Many of the first responders are also certified emergency medical technicians (EMT's).

## **4.2.4 OTHER GOVERNMENT FACILITIES**

### **Spooner Agricultural Research Station**

Located on Hwy. 70 east of Spooner, the UW-Extension farm was established by the University of Wisconsin in 1909 on 80 acres of land donated by the City of Spooner. It was the university's first permanent outlying station, and has gradually expanded to 388 acres. Some of the activities at the station include crop improvements, farm crop irrigation, dairy sheep research, hybrid poplar plantings, and a horticultural demonstration garden. Two UW-Extension agents work out of the station, which serve Burnett, Sawyer, and Washburn Counties.

### **Wisconsin State Patrol**

The Wisconsin State Patrol Northwest Region, Spooner Post, is located south of the city limits in the Town of Beaver Brook. The district serves the counties Ashland, Barron, Bayfield, Burnett, Douglas, Iron, Polk, Price, Rusk, Sawyer, and Washburn. The State Patrol promotes highway safety and enhances the quality of life for all Wisconsin citizens and visitors by providing professional, competent and compassionate law enforcement services.



### **Tommy G. Thompson State Fish Hatchery**

Opened in 1914, the hatchery was completely renovated and rededicated in 1996 as the Tommy G. Thompson State Fish Hatchery. The hatchery is the largest of its kind in the state. With 46 rearing ponds the hatchery can produce nearly 2 million fingerlings. In 2014, the hatchery produced 264,000 walleye from 1.2 to 2 inches, 42,000 large fingerling muskellunge up to 11 inches, and 287,999 large fingerling walleye up to 7.3 inches. The site also has a visitor's center with interactive learning stations and tours.

### **Washburn County Fairgrounds**

Home of the Washburn County Junior Fair the last weekend in July, the Washburn County Fairgrounds is located on West Beaver Brook Avenue west of STH 63. The Fair includes activities such as, exhibits, carnival, music, children's activities, crafts, and livestock show and auction.

### **Wisconsin National Guard Armory**

Company B - 724<sup>th</sup> Engineer Battalion of the Wisconsin National Guard is located in the Spooner Armory at 624 E. Maple Street. The armory is used for storage of military vehicles and equipment, recruiting purposes, mobilization center, and reserve personnel training.

### **DNR Northern Region Headquarters**

The Wisconsin Department of Natural Resources Northern Region Headquarters and Service Center is located at 810 W Maple Street in the City of Spooner, and is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the state and, where applicable, the laws of the federal government that protect and enhance the natural resources of our state. It is the one agency charged with full responsibility for coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities for Wisconsin citizens and visitors.

## **4.3 Forecasted Utilities and Community Facility Needs**

The city performs annual maintenance on all utility and community facilities to ensure that equipment and facilities are in proper working order. While this comprehensive plan does not specifically identify general maintenance activities, it does address projected improvements that may occur over the 20-year planning horizon that would require community involvement or project



planning. Where known, future needs of other organizations have been identified that might impact future planning and development efforts.

### **4.3.1 UTILITIES**

#### **Water Supply**

The city has been seeking additional water capacity since the late 1990s. Two test wells one on the city's east side and one near the elementary school proved unsuccessful. In 2004, the city contracted with a firm to explore potential new well locations. The city has a DNR approved well site property in proximity to the new hospital site near highway 63 and county highway H.

A new water tower near the northeast quadrant of the city, developed in 2006, provides increased water capacity and pressure, particularly for fire protection. Additionally, construction on a water main loop near the county highway shop is planned for 2015.

In 2005, the city initiated the installation of automated water and electric meters having the capability to transmit water and electric usage to the city versus a city employee conducting manual meter readings each month. Additionally, several areas of the city have substandard water mains needing replacement.

#### **Sanitary System**

In 2008 the city completed a relining project and converted to fine bubble aeration. In 2013, liners were installed in approximately 6,300 lineal feet of problem sanitary sewer mains.

#### **Storm Water Management**

Continued upgrades are necessary to the overall storm water collection system. On land within Tax Increment District Number Four east of STH 63, the development of a storm water retention pond is necessary. A retention pond is planned for construction, in 2015, to serve as a point to capture sediment and to limit the quantity of flow traveling westerly under STH 63. As discussed previously, the city has had initial discussions regarding the development of a storm water utility to assist in making future storm water improvements.

#### **Solid Waste Disposal and Recycling**

It is not anticipated the city will develop a solid waste and recycling collection program. Continued contracting of services with existing or other providers is anticipated. The city will continue to work with Allied Waste and other potential companies in securing the most cost effective program for local users.



### **Electricity and Natural Gas**

Electrical upgrades and enhancements to the electrical system will occur over the planning period. Continued coordination with WE Energies regarding natural gas service and potential expansion of the distribution system will also occur.

### **Power Plants, Substations, and Transmission Lines**

While the city does not own or maintain any power plants and transmission lines, it is important that adequate power is available to maintain existing and future development. Continued maintenance, additions, and upgrades to the city substations will continue.

### **Communication Facilities and Services**

The city has explored options to develop communication facilities and services, including those services previously mentioned. The city will continue to maintain and upgrade its licensed FCC radio frequency necessary for police, utility, and emergency operations.

## **4.3.2 COMMUNITY FACILITIES**

### **City Hall**

City hall had remodeling work completed within the offices in 2009. Officials have continued discussions regarding the possible expansion of city hall in the future. Current space configurations at city hall appear to have maximized allowable office/use space. While an expansion project may occur in the future, if warranted, fiscal constraints will likely be a greater issue in expanding city hall.

### **Public Works and Utility Buildings**

Over the 20-year planning horizon, additional space needs are anticipated, particularly for the Utility Department.

### **Library**

No major expansion projects, aside from general maintenance, are currently planned.

### **Medical Services/Health**

Private source vendors provide all health services. It is not anticipated the city will directly finance or themselves provide direct management of health care services. Spooner Health System has continued to make mechanical and facility upgrades. Construction on the new hospital began in 2014 and is projected to be complete in 2016.



### **Nursing Homes and Other Adult Housing Facilities**

Benedictine Health System operates the 75-bed nursing home attached to the hospital. A major renovation to the nursing home was completed in 1992. General maintenance will occur over the planning horizon.

### **Childcare Facilities**

The city is not engaged in the construction of or management of childcare facilities. Future development of childcare facilities will depend on market demand for such services.

### **Educational Facilities**

The two primary educational facilities within the city are the Spooner Area School District and St. Francis De Sales. In 2009, the Spooner School District completed the construction of a new High School complex and renovations to the Middle School. Future improvements will be dependent upon educational requirements and facility maintenance schedules.

### **Religious Institutions**

The city is not engaged in activities associated with religious institutions. Future development of such facilities will depend on market demand for such services.

### **Cemeteries**

The Spooner Cemetery land is owned and managed by the Spooner Cemetery Association. It has been identified the Spooner Cemetery needs additional land for future expansion. Association representatives and city officials have begun discussing future land needs.

### **Parks and Recreation**

#### **College Street Park**

Continued maintenance of facilities and grounds will continue. A replacement warming house/concession stand has been discussed along with continued improvements to the hockey rink/facilities.

#### **Centennial Park**

No major updates or renovations are planned for Centennial Park. While a public restroom is available during the summer, it is closed in the winter as the existing building is not conducive to heating in the winter.

#### **Blooming Valley Park**

General maintenance of the two softball fields and rifle range is anticipated.





**Lioness Park**

No improvements are planned.

**Triangle Park**

No improvements are planned for Triangle Park.

**Eastland Addition Park**

No improvements are planned.

**Veteran's Memorial Waterfront Park**

No improvements are planned for the Veteran's Memorial Waterfront Park.

**Railroad Park**

The Railroad Park Board is working on developing an event park in the former rail yard and renovating the roundhouse.

**Other Recreational Activities**

While no formal planning has been initiated, the development of additional walking/bicycle paths in and around the city could provide connectivity to area schools, businesses, and residential developments. Additionally, the walking/bicycling paths could connect to the Wild Rivers Trail.

**4.3.3 COMMUNITY SERVICES**

**Law Enforcement**

Housed within City Hall, discussions between the department and city officials have been held on the need for additional space. The City has purchased the former fire hall for police storage and the eventual construction of a new Public Safety Building. Development of the Public Safety Building would provide additional space for law enforcement efforts and investigations, and provide a garage for law enforcement vehicles that are currently parked outdoors at all times.

**Fire Service**

Due to the previous fire hall reaching maximum capacity and the buildings configuration not providing room for additional fire truck bays, groundbreaking began on a new fire hall in June, 2013. In May 2014, the Spooner Fire District moved operations to a new fire hall located 1252 N River St.



### **Emergency Medical Services**

The city contracts with North Ambulance Services for emergency medical services. In the future, the city does not expect to create its own emergency medical service department and will continue to contract for such services.

### **Other Governmental Facilities**

Other governmental facilities in the city considering building expansions and/ or program services should consider coordination and communication with the city to potentially consolidate or eliminate duplication of services, particularly relating to coordinated building use, where possible.

## **4.4 UTILITIES & COMMUNITY FACILITIES GOALS AND OBJECTIVES**

The City of Spooner will encourage the continued efforts of neighboring communities, the school district, Washburn County, and private companies to work together to ensure adequate utilities and community facilities continue to serve the area. It is the vision of the City that all future utilities and community facility needs will be met by 2035. Outlined below are the steps in which to help Spooner achieve its vision.

### **GOAL:**

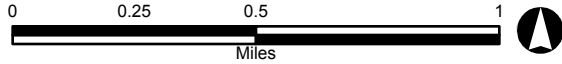
Provide an adequate infrastructure inclusive of public services with an adequate inventory of land to meet existing and future market demands for residential, commercial, industrial, and other land uses.

### **OBJECTIVES:**

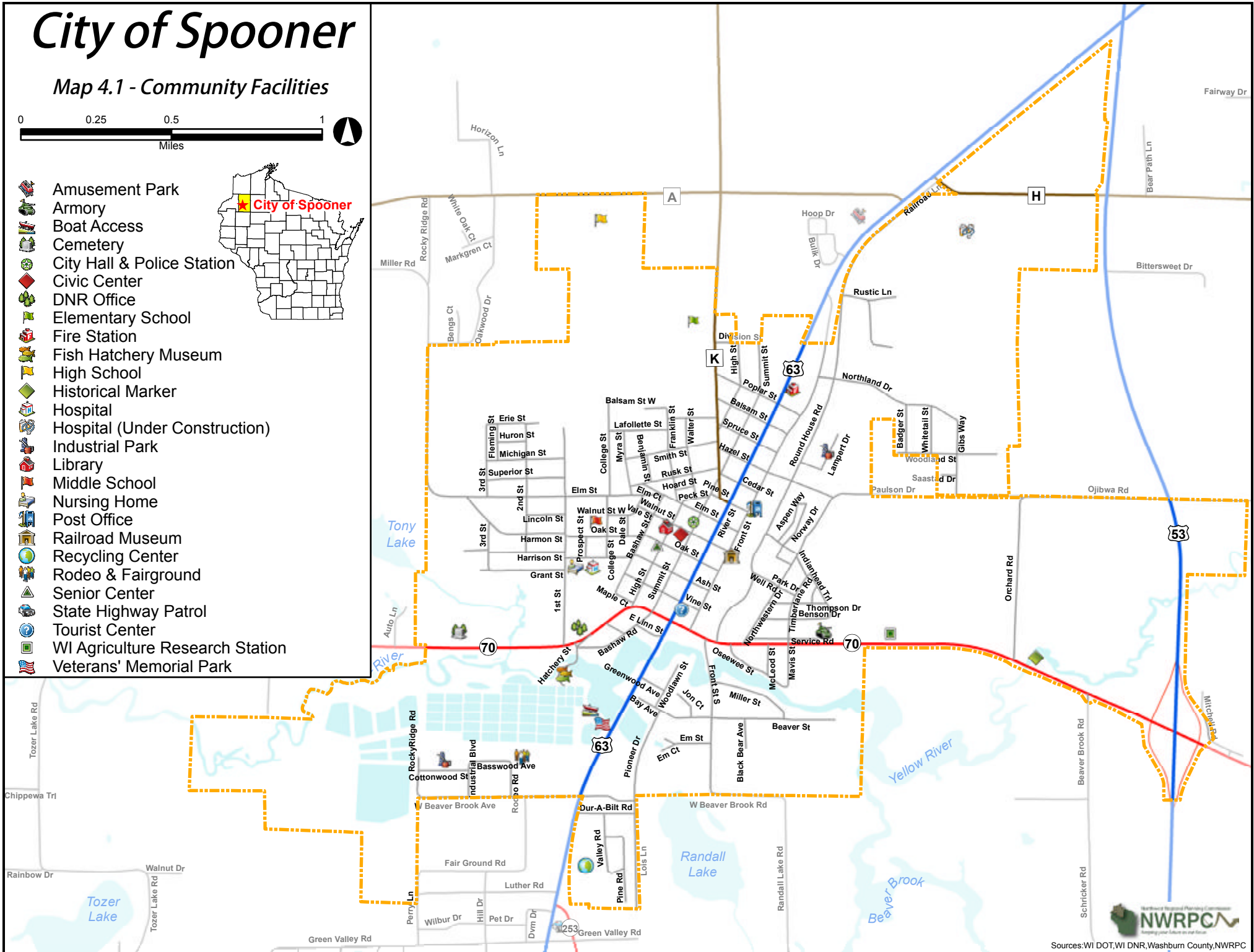
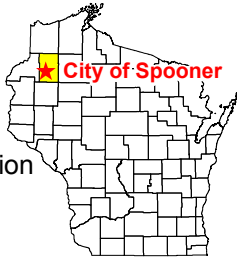
1. Provide an adequate water supply, sewer service, storm sewers, and an electrical distribution system that are functioning properly and safe for the City users.
2. Promote the use of existing recreational facilities; protect existing parks, and encourage development of additional public facilities, such as parks, public access, green space, and trails.
3. Public facilities regardless of ownership should be shared and combined whenever possible. This would include City of Spooner, Washburn County, DNR, Spooner School District, and any private or organizations that have public facilities.

# City of Spooner

Map 4.1 - Community Facilities

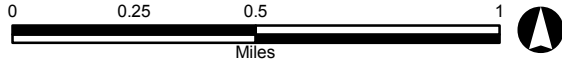


- Amusement Park
- Armory
- Boat Access
- Cemetery
- City Hall & Police Station
- Civic Center
- DNR Office
- Elementary School
- Fire Station
- Fish Hatchery Museum
- High School
- Historical Marker
- Hospital
- Hospital (Under Construction)
- Industrial Park
- Library
- Middle School
- Nursing Home
- Post Office
- Railroad Museum
- Recycling Center
- Rodeo & Fairground
- Senior Center
- State Highway Patrol
- Tourist Center
- WI Agriculture Research Station
- Veterans' Memorial Park

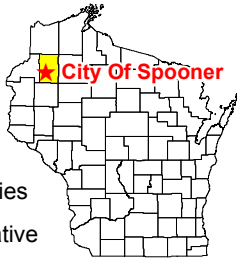


# City of Spooner

## Map 4.2 - Utilities

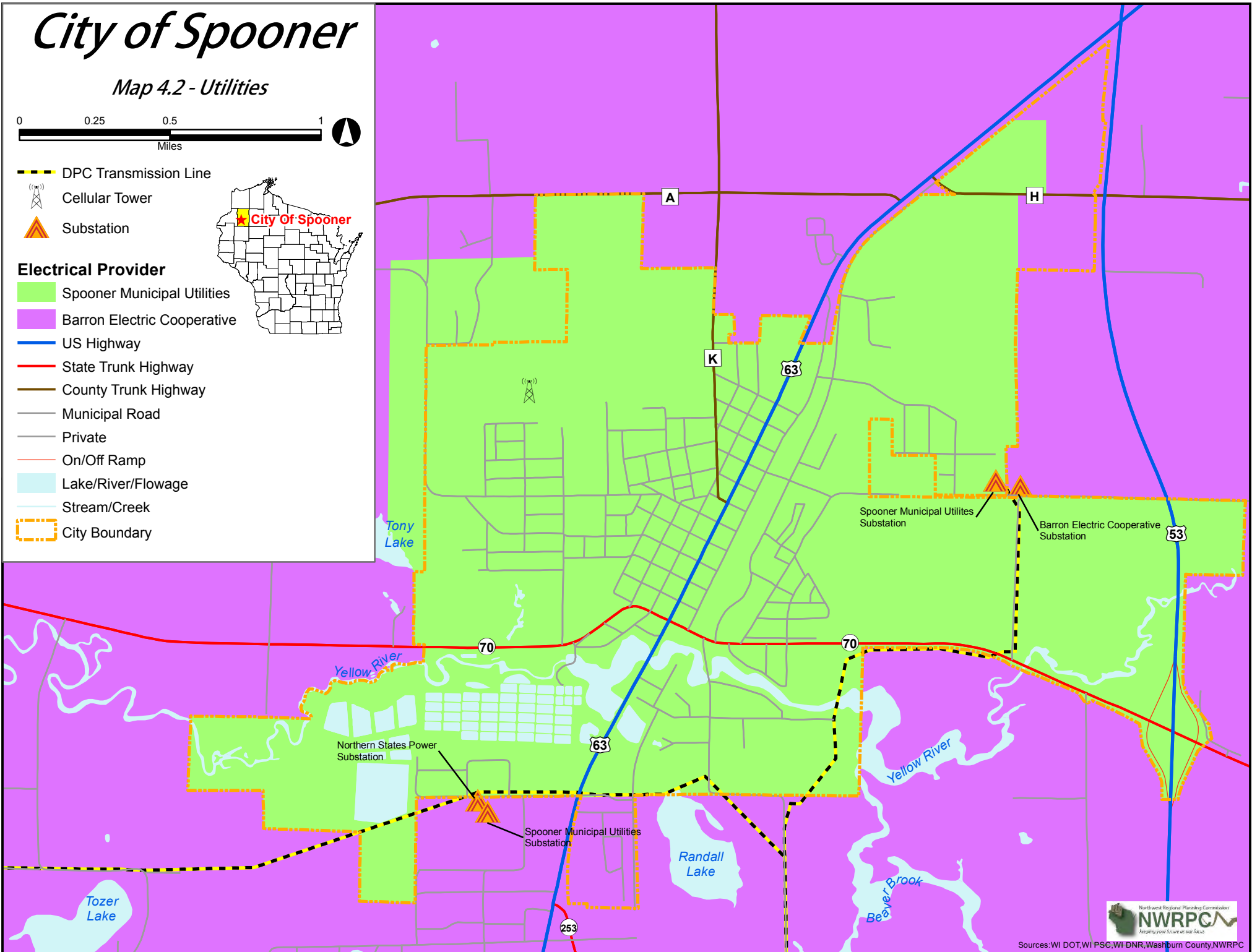


- DPC Transmission Line
- Cellular Tower
- Substation



### Electrical Provider

- Spoooner Municipal Utilities
- Barron Electric Cooperative
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- Private
- On/Off Ramp
- Lake/River/Flowage
- Stream/Creek
- City Boundary



Sources: WI DOT, WI PSC, WI DNR, Washburn County, NWRPC

# **Natural, Agricultural, & Cultural Resources**



## 5 AGRICULTURAL, CULTURAL & NATURAL RESOURCES

### 5.1 Agricultural Resources

Agricultural resources are important as they provide sustenance and economic benefit to families and communities. Farmlands and open spaces provide scenic and other aesthetic attributes that directly relate to quality of life. Protecting farmland is critical to maintaining the viability of small family farms, providing locally grown food, and for protecting food production capacity.

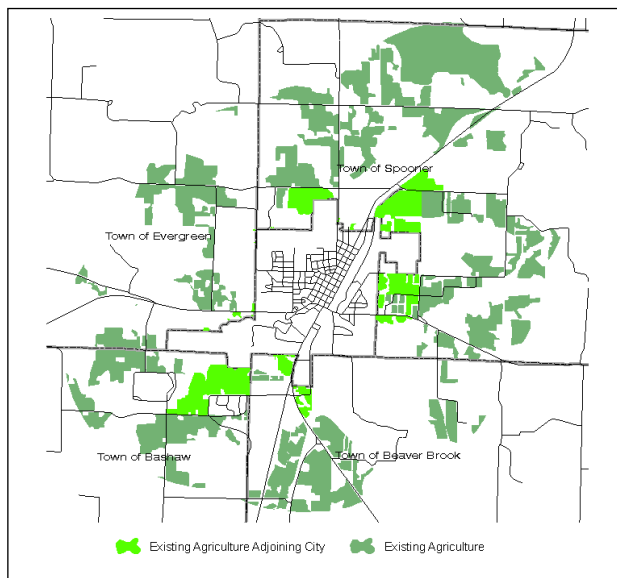
#### 5.1.1 PLANNING FOR AGRICULTURAL RESOURCES

The following background report seeks to identify and analyze various components of the agricultural environment within the City of Spooner and its surroundings. The purpose is to document and describe existing agricultural use and to identify mechanisms to protect and sustain agricultural viability.

#### 5.1.2 AGRICULTURAL RESOURCE INVENTORY

Limited agricultural use areas have been identified within the corporate limits of the City of Spooner.

Many agricultural use areas are adjacent to the City. Because these areas occur within the 1½-mile extraterritorial zone, it is possible that City land use decisions could impact future use in these areas. Lands contiguous to the City boundary may be subject to annexation, extraterritorial planning and plat review and extraterritorial zoning.





### 5.1.3 PRIME FARMLAND

Prime farmland is defined by the Natural Resources Conservation Service 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 Characteristics

Prime Farmland generally:

- 1) Has an adequate and dependable water supply from precipitation or irrigation
- 2) Has a favorable temperature and growing season
- 3) Has acceptable acidity or alkalinity
- 4) has few or no rocks
- 5) is permeable to air and water
- 6) is not excessively erodible
- 7) is not saturated with water for long periods of time
- 8) does not flood frequently or is protected from flooding

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.

Limited prime farmland is found within the planning area (Map 5.1). An area within the City south of Paulson Drive is classified as prime farmland, if drained. This area has a seasonally high water table which limits the potential use as farmland.

### 5.1.4 FARMLAND PRESERVATION

The Washburn County Farmland Preservation Plan (1982), drafted under the 1977 Wisconsin Farmland Preservation Act, provides detailed statistics, background information, maps, goals, objectives, and polices for farmland preservation.

According to the Wisconsin Department of Administration, no adjoining towns to the City of Spooner have completed Comprehensive Plans. However, the adjoining towns had developed future land use maps as part of an overall county planning process conducted in the early to mid 2000’s. The City also has not entered into any formal joint planning efforts with the adjacent jurisdictions. In the absence of formal local level planning and the development of Town policy with regards to agricultural preservation, the City must rely on Washburn County ordinances for direction and guidance within the extraterritorial zone.

## 5.2 Natural Resources

Abundant, high-quality natural resources are one of the most defining characteristics of communities in northern Wisconsin. The presence of lakes, rivers, forests and wetlands provide many benefits to citizens and habitat for the many species of plants and animals which reside here. The City of Spooner



recognizes the importance of natural resources in maintaining a high quality of life for its citizens and visitors. The City also recognizes the importance of natural resources to the local economy and tourism and wishes to protect and enhance these resources for future generations.

## **5.2.1 PLANNING FOR NATURAL RESOURCES**

The following background report seeks to identify and analyze various components of the natural environment within the City of Spooner and its surroundings. The purpose is to describe the basic function and importance of these resources and to assist the City in developing sound growth management policies.

### **General Setting**

Situated in the heart of Wisconsin's lake country and set amongst a backdrop of upland forest and agricultural land, the City serves as a regional hub for commerce and tourism. Spooner is located within an ecological tension zone, or the transition area between the northern forest and agricultural areas to the south. Within the planning area characteristics of both regions occur, giving the area a unique character and mix of landscapes.

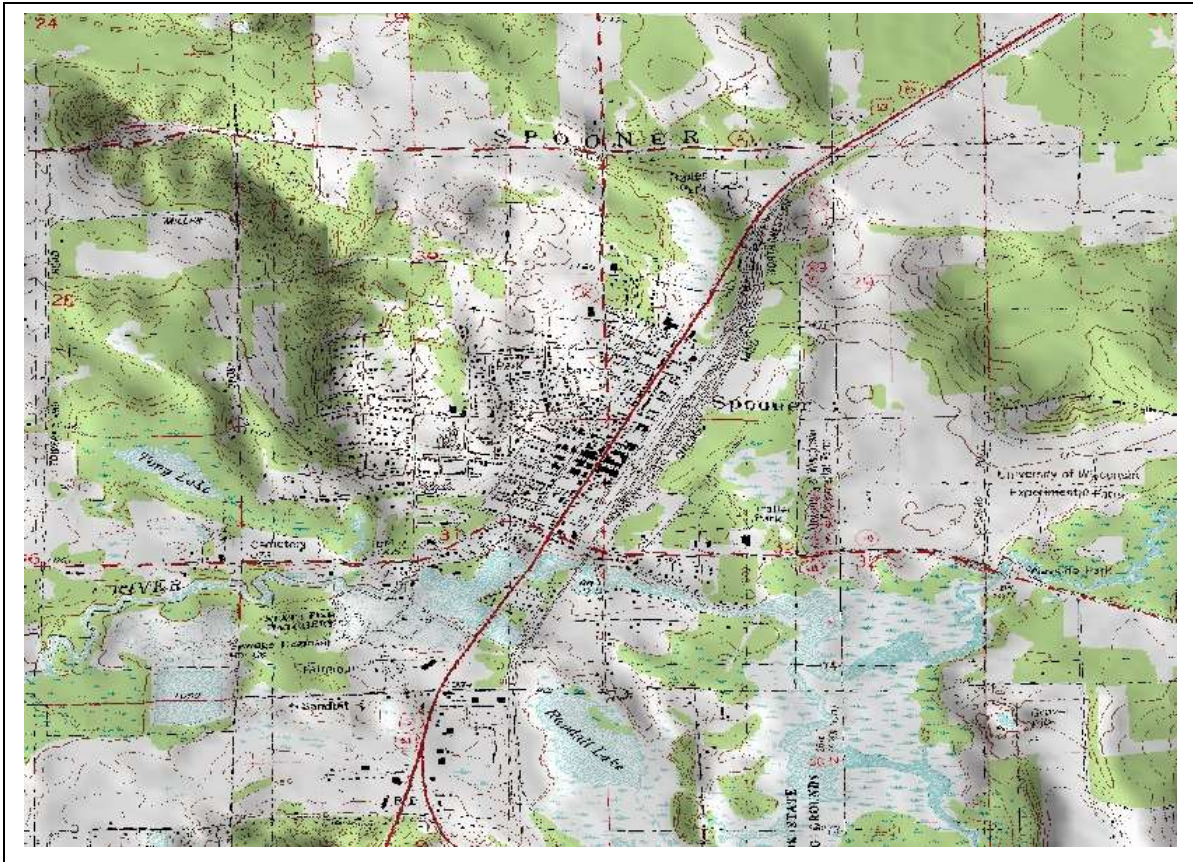
### **Climate**

Local climate is classified as continental moist, with cold winters and warm summers. Spooner's average annual temperature is 42.4 degrees, with July typically being the warmest month and January, the coldest. On average, the Spooner area receives less annual precipitation than most parts of the state. Total precipitation within the City averages less than 29 inches per year. Spooner receives approximately 47 inches of snow during the winter season.

### **Landforms/Topography**

Terrain within the planning area is generally undulating in nature, which is characteristic of much of the regional landscape. Surface elevation within the City limits ranges from 1,232' in the City Park, to 1,036' at the outlet of the Yellow River (Map 5.2).





Oblique View toward north, City of Spooner Planning Area

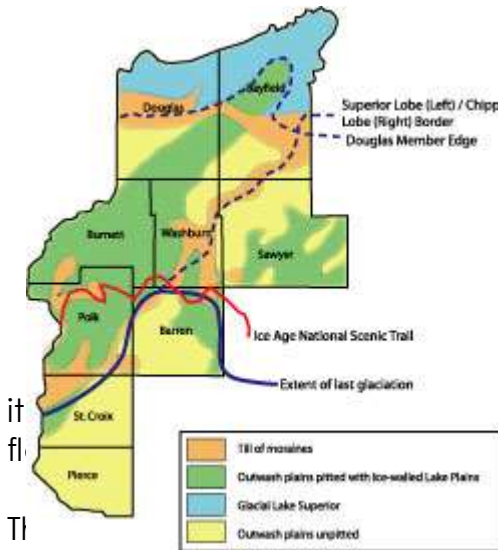
### **Slope**

Steep slopes, are generally regarded as limitations to land development. Land disturbing activities can destabilize these slopes resulting in increased runoff and erosion. Of particular concern are construction activities and alterations which remove vegetative cover and expose bare soils resulting in increased runoff and sedimentation which has a negative impact on downstream quality. Slope inclination is measured as a percentage; that is, the vertical rise divided by the horizontal distance, then multiplied by 100. For example, a 100% slope has one unit of vertical rise for each unit of horizontal distance. A 20% slope has 2 units of vertical rise for each 10 units of horizontal distance. Steep slopes within the City are generally located in areas which support existing development and within the City Park (Map 5.3).

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.



### Geology



The landscape of the Spooner area has been heavily shaped by glacial processes. The City roughly marks the southernmost extent of the Superior and Chippewa glacial lobes of the Laurentide ice sheet, which covered the regional landscape between 26,000 and 12,000 years ago.

The City's location, large hills composed of till remnants from numerous glacial advances, is a defining landscape feature. Referred to as the "Spooner Hills", these hills were created by channels of water which

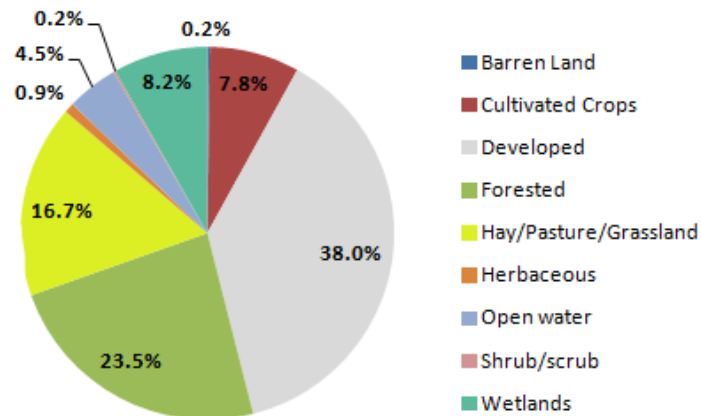
eroded the Cambrian strata composed of sandstone, some dolomite and shale, undivided. Bedrock elevations range from 860 feet to the west of the City to 1040 feet in the eastern part of the planning area (Map 5.4). The thickness of overburden (unconsolidated surface materials) ranges from 300 feet on the City's west side to 100 feet or less in the eastern part of the planning area. Surface deposits are highly variable, ranging from impermeable glacial till to more permeable glacial outwash sand and gravel material.

### Land Cover

Land cover information for the City of Spooner was obtained from the 2011 National Land Cover Data (NLCD) data set (Map 5.5). These data depict 16 classes of surface vegetation, open water, and urban area delineation based on interpretation of 2011 Landsat satellite imagery. NLCD data presents a generalized view of community land cover, and should not replace individual site examination.

The NLCD land cover analysis indicates that forest and Development dominate the planning area. Forestlands within the planning area are generally characterized as mixed/other broad leaved deciduous (Map 5.6). Stands of oak and aspen are also present, as are red pine, maple and other coniferous species, to a somewhat lesser extent. Cultivated land cover is primarily corn and forage crops with other row crops also present. Grasslands are also prevalent within the planning area. These lands include hay fields,

City of Spooner Generalized Landcover (NLCD)



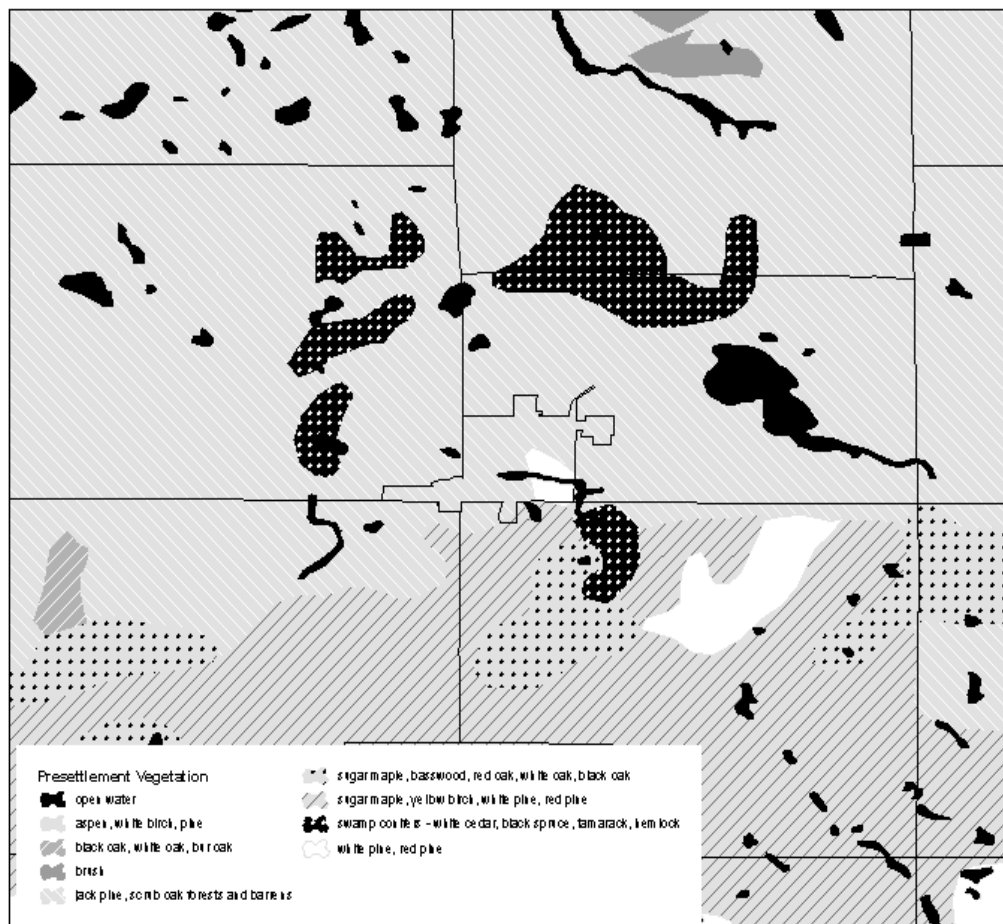


abandoned or idle agricultural fields and transition areas, and open lands where the dominant vegetation consists of primarily of grasses.

Forested and non-forested wetlands cover large portion of the planning area. This cover type is discussed in section 5.11 of the Natural, Cultural and Agricultural Resources Element.

**Pre-settlement Land Cover**

Significant changes in land cover composition within the planning area have occurred since European settlement. Logging and agricultural activities along with land development have altered the local landscape. Prior to European settlement, the Spooner area was part of a large expanse of nearly contiguous forest, which stretched northward to Lake Superior. These forests were extensively logged in the late 1800's and early 1900's, leaving a stump, barren landscape. Many of these 'cutover' lands were converted to agricultural uses to supply food to the early lumber camps.





**Soils**

Identifying soil types and associated soil characteristics in the planning area is an important step in determining land use suitability.

Soil properties which limit or restrict land use activities are referred to as limitations or limiting factors. Different soil types vary widely in terms of their distribution and limitations for specified uses. Soils in the City of Spooner have been inventoried and mapped by the Natural Resource Conservation Service (NRCS) and the various soil properties identified (Map 5.7). Soil limitations for specified uses are defined as “**slight**”, “**moderate**”, or “**severe**”. Soils rated with severe limitations have one or more properties that are generally considered unfavorable for the specified land use or activity. A “severe” rating implies that substantial cost may be incurred through special designs or construction practices, remediation, or soil maintenance practices in order to overcome the limitation. Soils that exhibit these limitations should therefore generally be avoided and development should be guided into more appropriate locations.

While soil inventory and interpretation does provide an accurate representation of soil characteristics at the local level, this data should not supplant the evaluation of individual site soil characteristics; therefore, the following soil information should be used as a general guide for local officials, planners, citizens, and developers.

<i>Mapping Unit</i>	<i>Acres</i>	<i>Rating for Dwellings With Basements</i>	<i>Rating for Dwellings Without Basements</i>	<i>Rating for Septic Systems</i>	<i>Drainage Class</i>	<i>Prime Farmland</i>
Cress Sandy Loam, 0 To 6 Percent Slopes	69.6	NL	NL	VL	Somewhat excessively drained	No
Cress Sandy Loam, 6 To 12 Percent Slopes	0.033	SL	SL	VL	Somewhat excessively drained	No
Fremstadt, Stony-Cress Complex, 15 To 30 Percent Slopes	134.6	VL	VL	VL	Somewhat excessively drained	No
Fremstadt, Stony-Cress Complex, 6 To 15 Percent Slopes	280.8	SL	SL	SL	Well drained	No
Graycalm-Menahga Complex, 0 To 6 Percent Slopes	701.1	NL	NL	VL	Excessively drained	No
Graycalm-Menahga Complex, 12 To 30 Percent Slopes	1.3	VL	VL	VL	Excessively drained	No
Graycalm-Menahga Complex, 6 To 12 Percent Slopes	221.7	SL	SL	VL	Excessively drained	No
Grettum Loamy Sand, 0 To 6 Percent Slopes	364.4	SL	NL	VL	Moderately well drained	No
Mahtomedi Loamy Sand, 6 To 12 Percent Slopes	10.7	SL	SL	VL	Excessively drained	No
Mahtomedi-Cress Complex, 2 To 6 Percent Slopes	145.6	NL	NL	VL	Excessively drained	No
Menahga And Mahtomedi Soils, 30 To 45 Percent Slopes	11.5	VL	VL	VL	Excessively drained	No



<i>Mapping Unit</i>	<i>Acres</i>	<i>Rating for Dwellings With Basements</i>	<i>Rating for Dwellings Without Basements</i>	<i>Rating for Septic Systems</i>	<i>Drainage Class</i>	<i>Prime Farmland</i>
Minocqua Muck, 0 To 2 Percent Slopes	5.6	VL	VL	VL	Poorly drained	Yes
Newson Muck, 0 To 2 Percent Slopes	0.3	VL	VL	VL	Poorly drained	No
Oesterle Sandy Loam, 0 To 2 Percent Slopes	5.3	VL	VL	VL	Somewhat poorly drained	Yes
Plover Fine Sandy Loam, 0 To 3 Percent Slopes	5.8	VL	VL	VL	Somewhat poorly drained	Yes
Rosholt Sandy Loam, 2 To 6 Percent Slopes	2.3	NL	NL	VL	Well drained	Yes
Seelyeville And Markey Soils, 0 To 1 Percent Slopes	274.5	VL	VL	VL	Very poorly drained	No
Sissabagama Loamy Sand, 0 To 6 Percent Slopes	4.1	VL	NL	VL	Moderately well drained	No
Slimlake Sandy Loam, 0 To 3 Percent Slopes	12	VL	NL	VL	Moderately well drained	No
Spoonerhill, Stony-Spoonerhill Complex, 2 To 6 Percent Slopes	248.4	NL	SL	VL	Somewhat excessively drained	No
Spoonerhill-Spoonerhill, Stony-Cress Complex, 1 To 6 Percent Slopes	59.2	NL	SL	VL	Moderately well drained	No
Wurtsmith Loamy Sand, 0 To 3 Percent Slopes	16.1	VL	SL	VL	Moderately well drained	No

**Soil Ratings for Septic Tank Absorption Fields**

Septic tank absorption fields are areas in which effluent from a septic tank is distributed into the soil through subsurface tiles or perforated pipe. Only that part of the soil between depths of 24 and 72 inches is evaluated. The ratings are based on the soil properties that affect absorption of the effluent, construction and maintenance of the system, and public health. Permeability, depth to a water table, ponding, depth to bedrock or a cemented pan, and flooding affect absorption of the effluent. Large stones and bedrock or a cemented pan may interfere with system installation. Poor system performance can result in pollution of groundwater or surface discharge of effluent, potentially impacting public health.

Soils in the planning area were classified based on the “least limiting” factor influencing septic tank suitability (Map 5.8). The primary limiting factors for septic tank absorption fields in the planning area are depth to water table, filtering capacity of the soil, slope and restricted permeability.

**Soil Ratings for Dwellings with and without Basements**

Soil properties and performance for building site development were evaluated in the Washburn County Soil Survey. Interpretations were made for several building site uses, including uses for dwellings both with and without basements.



Several factors may limit a soils potential to support dwellings with and without basements, including:

Depth to bedrock	Ponding
Depth to pan	Shrink-swell (LEP)
Flooding	Slope
Fragments	Wetness
Organic matter (OM)	

Within the planning area, soils are primarily limited for these uses by shallow water table depths or excessive slopes.

**Drainage Class**

Growth management planning should consider drainage characteristics and seek to allocate growth in those areas with adequate drainage. Drainage Class refers to the frequency and duration of periods of saturation or partial saturation during soil formation, as opposed to altered drainage which is commonly the result of artificial drainage or irrigation but may be caused by the sudden deepening of channels or the blocking of drainage outlets. Seven classes of natural soil drainage are recognized. Soils classified as excessively drained indicate that water is removed from the soil very rapidly. In contrast, very poorly drained soils feature slow drainage such that the water remains at or on the surface during the growing season. In the planning area poor and very poorly drained soils are found along and in association with stream corridors and wetlands. Much of the area features moderately well to somewhat excessively drained soils which are better suited for development.

**Floodplains**

Floodplains are the low, relatively flat-lying areas adjacent to streams that are subject to inundation by water during periods of intense rainfall or snowmelt. The Federal Emergency Management Agency (FEMA) has delineated areas of flood susceptibility in the City of Spooner. Flood zones are depicted as shaded areas on Flood Insurance Rate (FIRM) maps. Washburn County FIRM maps have been converted to a digital format by FEMA, and were used in this analysis. The following definitions apply to the Special Flood Hazard Areas, portrayed in Map 5.9, City of Spooner Floodplains.

**FEMA Flood Zones**

**Zone A** is the flood insurance rate zone that corresponds to the 100-year floodplains that are determined in the Flood Insurance Study by approximate methods. Because detailed hydraulic analyses are not performed for such areas, no Base Flood Elevations or depths are shown within this zone. Mandatory flood insurance purchase requirements apply.

**Zone AE** is a flood insurance rate zone that corresponds to the 100-year floodplain that is determined in the Flood Insurance Study by detailed methods. In most instances, Base Flood Elevations derived from the detailed hydraulic analyses are shown at selected intervals within this zone. Mandatory flood insurance purchase requirements apply.

**Zone X500** represents areas with an 0.2% annual chance flooding; an area inundated by 1% annual chance flooding with average depths of less than 1 foot or with drainage areas less than 1 square mile; or an area protected by levees from 1% annual chance flooding.



Physical development within designated floodways is strongly discouraged however, some uses such as certain agricultural practices, parks, and open space are considered appropriate. The presence of a high water table also limits the soil capability of these areas to support urban development. Within the flood fringe (exterior limits of the floodplain) more intensive uses are generally permitted. The unique environment of the floodplain also contains several critical natural resource components such as wetlands, wildlife habitat and forest cover. Mapped floodplains are found along the Yellow River and adjacent to lakes on the City’s west and south boundaries.

The City of Spooner has adopted and enforces floodplain management ordinances and participates in the National Flood Insurance Program (NFIP). Flood insurance is needed in order to get secured financing to buy, build, or improve structures in Special Flood Hazard Areas (SFHA's). As of 2014, the City had no policies in-force under the NFIP.

**Wetlands**

In 1978, the Wisconsin State Legislature officially defined wetlands as “an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions.” Wetlands provide a variety of important ecological “services”, such as water quality improvement through sediment and contaminant removal. Wetlands also absorb and store excess water by releasing water more slowly than they gain it, reducing costly flood damage from storms, snowmelt, and runoff. Wetlands also stabilize shorelines and lessen erosion by reducing the impact of wave action.

**Wetland Types**

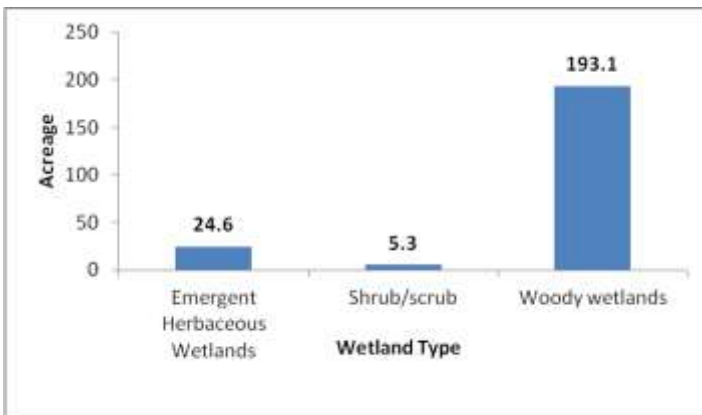
**Aquatic Bed** Plants growing entirely on or in a water body no deeper than six inches. Plants may include pondweed, duckweed, lotus, and water lilies.

**Marshes** Characterized by standing water and dominated by cattails, bulrushes, pickerelweed, lake sedges, and/or giant bur-reed.

**Sedge or “Wel” Meadows** These wetlands may have saturated soils rather than standing water, more often than not. Sedges, grasses, and reeds are dominant but may also contain blue flag iris, marsh milkweed, sneezeweed, mint, and several species of goldenrod and aster.

**Scrub/Shrub** Bogs and alder thickets are characterized by woody shrubs and small trees such as tag alder, bog birch, willow, and dogwood.

**Forested Bogs and forested floodplain complexes** are characterized by trees 20 feet or more in height such as tamarack, white cedar, black spruce, elm, black ash, green ash, and silver maple



Wetlands are distributed throughout the planning area. Specific locations and types are identified in Map 5.10, City of Spooner Wetlands. Federal regulations include Section 404 of the Clean Water Act, which regulates discharges to "waters of the U.S." including fill in any wetland and Section 10 of the



Rivers and Harbors Act of 1899 regulates activities in navigable waters of the U.S. State wetland regulations include sections NR 115 & NR 117 of the Wisconsin Administrative Code, which define shoreland and wetland zoning regulations and provide minimum wetland protection requirements for lands within 1,000 feet of the ordinary high water mark of waterways. These regulations also require local units of government to adopt and enforce local zoning ordinances. Sections NR30 and 31 provide navigable waters protection requirements, regulate construction and waterway alteration in and adjacent to navigable waters, including dams, filling, water diversion, grading, and dredging. Sections NR103 and NR299 provide water quality certification standards which the Wisconsin Department of Natural Resources uses to approve or deny permits after the Army Corps of Engineers approves them. Isolated wetlands (not connected to navigable waters) are protected under Wisconsin Act 6 which authorizes the WDNR to administer the water quality certification program for projects in those isolated wetlands that are currently not protected under the Clean Water Act.

### **Groundwater**

Most of the water that falls to earth as precipitation infiltrates the ground surface. This water is either drawn up by plants or discharged to surface water bodies in the shallow zone of aeration or seeps further down into the earth, filling the small spaces between soil particles. Where the spaces become completely filled by water marks the water table, or the top of this zone of saturation. The geologic material that stores, transmits, and yields groundwater to wells is referred to as an aquifer.

Under natural conditions, a balance exists between the volume of water entering an aquifer and the volume of water being discharged from it. With the development of wells the natural balance between recharge rates and discharge rates is disrupted. Natural fluctuations in the supply of groundwater can occur due to droughts or natural seasonal precipitation fluctuations.

As groundwater passes through sediments, naturally occurring chemicals may become deposited in the water. While naturally occurring groundwater contamination is generally mild, human-induced contaminants can make groundwater supplies unusable. The application of fertilizers, chemical spills, urban runoff, and non-point pollution can all contribute to reduced quality of groundwater reserves.

Most households in the City of Spooner receive water from the municipal water supply rather than through the use of individual wells. The City obtains water from two wells (Wells 3 & 5) in the unconsolidated aquifer. Well 3 is located at a relatively shallow depth while Well 5 penetrates a much deeper part of the aquifer. Water quality is much better at Well 5, thus this well serves as the primary





source of household water to the City. Well 3 serves primarily as a backup supply in case of emergency.

Groundwater, like surface water, flows downhill. For groundwater, downhill is defined by the water table which usually parallels the ground surface. Well inventory data collected from the Wisconsin Department of Natural Resources Groundwater Retrieval Network was used to perform a simplified GIS analysis. The interpolated groundwater elevation indicates that the generalized flow pattern likely corresponds to surface hydrology.

**Drainage Basins/Watersheds**

The City of Spooner lies entirely within the Saint Croix River Basin. A basin is a broad hydrologic unit which is comprised of several individual *watersheds*.



By definition, a watershed is an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed.

The City is primarily drained via the Shell Lake and Upper Yellow River watershed. The highlands surrounding the City Park and northern sections of the planning area are drained via the Lower Namekagon River Watershed (Map 5.11 and 5.12).

**Surface Water Resources**

The primary surface water feature in the planning area is the Yellow River, a clear warmwater drainage stream (Map 5.13). The Yellow River flows westward from the headwaters at Spooner Lake to its confluence with the St. Croix River in Burnett County. The Yellow supports a very diverse fishery, with muskellunge, northern pike, walleye, largemouth and smallmouth bass, panfish and minnows present. The river also supports a limited coldwater fishery, with both brook and brown trout present in limited numbers during the spring months. The Yellow River has several perennial and intermittent tributaries, many of which support trout populations. Both resident and migratory waterfowl utilize the river along with muskrat, beaver, otter and mink. The forested stream corridor also supports deer, bear, and wild turkey.

A drainage impoundment created the dam at Hatchery Street, forming the Yellow River Flowage. The total surface acreage of the impoundment is difficult



to determine the extensive undefined wetlands which surround much of the shoreline. The Flowage supports a productive warmwater fishery, with coldwater species also present near the mouths of tributary streams. Waterfowl use is abundant and many species utilize the marshland habitat for nesting cover. Migratory waterfowl are also present during the spring and fall months.

Randall Lake is a shallow alkaline bog lake located along the City's southern border. Flow is provided by seepage and several small springs, with an outlet located on the south side. The fishery is limited due to periodic winterkill conditions. The lake suffers from heavy midsummer algal blooms and an abundance of rooted aquatic vegetation. The lake also supports habitat for both resident and migratory waterfowl.

Tony Lake is a spring pond on the City's west side. A small outlet stream connects to the Yellow River. This pond is shallow and it does not support a fishery. Wildlife values include a large wetland complex adjoining the lake which supports nesting habitat for ducks.

Other lakes which are not within or adjoining the City, but are within the planning area include Spooner Lake, Little Cable Lake, Cyclone Lake, Tozer Lake, Tozer Springs, Harrison Lake and several small ponds and other unnamed surface water features.

### **Nonmetallic Mineral Resources**

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. Cities, villages and towns are given the option to regulate nonmetallic mining reclamation in their jurisdiction.

### **Wildlife Habitat**

Lands and waters within the City of Spooner and the surrounding area provide habitat for numerous wildlife species, including several threatened, endangered and sensitive species. Key habitat areas within the City and adjacent areas are depicted in Map 5.14, Critical Habitat Areas. The map depicts several habitat areas and known wildlife movement corridors which were identified by consultation with Wisconsin Department of Natural Resources personnel.

### **Key Habitat Areas**

- ◆ **Yellow River Corridor:**

This unique natural environmental corridor passes directly through the south side of the City in an east-west orientation. The Yellow River corridor



provides substantial habitat for both upland and lowland species of plants, animals and insects. This forested & wetland surroundings provide a natural movement corridor for wildlife.

- ◆ **Yellow River Flowage:**

The Yellow River Flowage was created by the dam located to the south of First Street. The Flowage's backwater areas provide critical nesting habitat for many species of both resident and migratory birds. Several nesting sites for osprey, bald eagle and even sandhill cranes have been identified within the flowage and surrounding uplands. Additionally, the flowage provides habitat for numerous reptiles and aquatic mammals such as beaver, muskrat, and otter. Wild rice has also been identified within areas of the Flowage.

- ◆ **Randall Lake and Wetlands & Spring Ponds:**

Randall Lake and adjoining wetlands provide important nesting habitat for migratory waterfowl. The spring ponds provide a cold, clean water source which feeds Randall Creek, a tributary of the Yellow River.

- ◆ **Prairie Restoration Demonstration Site:**

Constructed in 2003, this 2-acre site features over 30 types of native prairie grasses including big and little bluestem along with Indian grass and numerous forbs. The site is maintained through prescribed burning at regular intervals.

- ◆ **Tony Lake & Wetlands:**

Tony Lake and adjoining wetlands provide important nesting habitat for migratory waterfowl and aquatic mammals. Osprey nests have also been identified in areas nearby.

- ◆ **Spooner Elementary Nature Study Area:**

This site is preserved as a natural and educational area. This area is forested and includes an open classroom and outdoor amphitheater.

- ◆ **Spooner City Park:**

This site, in the northwestern corner of the City, provides both upland forest habitat for wildlife and recreational trails for public use. The park is jointly maintained by the City as well as the school district.

- ◆ **Grassland Prairie & Shoreline Restoration Sites:**

Both sites are located on state-owned property at the Spooner Fish Hatchery. The demonstration area includes many types of habitat structures to protect wildlife and aquatic life.



◆ **Other Areas:**

Most forested areas within the City can be generally classified as habitat areas. An “urban” wildlife population exists within the City boundaries and includes whitetail deer, squirrels, raccoons, rabbits, reptiles and amphibians, and numerous bird species. Bears occasionally enter the City, especially during the spring months. Three major wildlife corridors exist within the City. These features act as “natural funnels” for wildlife and provide a conduit to the wildlands surrounding the City.

**Wildlife & Habitat Concerns**

Protecting privately owned woodlands is important in preserving critical wildlife habitat. Fragmentation of the forested landscape through development practices reduces woodland habitat values. Fragmentation is the breaking up of large contiguous tracts of habitat into smaller pieces. This process increases the amount of linear edge areas, creating more “edge habitat”. These areas favor species that prefer these areas 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 interior songbirds can be negatively impacted by the loss of interior habitat

Invasive and exotic species, both aquatic and terrestrial, pose threats to indigenous species. These species, once established, can decimate native species by out competing them for food and/or habitat. Because exotics are not part of the native ecosystem, they often have no natural (local) predators, thus may become prolific once established.

**Planning Principals for Habitat Protection**

- Maintain large, intact patches of native vegetation by preventing fragmentation of those patches by development.
- Establish priorities for species protection and protect habitats that promote the distribution and abundance of those species.
- Protect rare landscape elements. Guide development toward areas with more common landscape elements.
- Maintain connections among wildlife habitats by identifying and protecting corridors for movement.



- Maintain significant ecological processes such as fires and floods in protected areas.
- Contribute to the regional persistence of rare species by protecting some of their habitat locally.
- Balance the opportunity for public recreation with the habitat needs of wildlife.
- Provide buffers between natural areas and development
- Consider maintaining areas in a more natural state as opposed to the more traditional 'manicured' look.

**Threatened, Endangered and Sensitive Species**

Wisconsin’s Natural Heritage Inventory Program (NHI) focuses on locating and documenting occurrences of rare species and natural communities, including state and federal endangered and threatened species (Map 5.15). NHI data is exempt from the Wisconsin Open Records Law due to the vulnerable nature of these sensitive resources. Determination of the specific locations of sensitive resources within the planning area will require coordination between the City and the Wisconsin Department of Natural Resources. This list is not all-inclusive, and extremely sensitive and vulnerable resources are only listed at the countywide level.

Group	Scientific Name/ Community Type	Common Name	State Rank <sup>1</sup>
Bird	<i>Haliaeetus leucocephalus</i>	Bald Eagle	SC <sup>2</sup>
Plant	<i>Poa paludigena</i>	Bog Bluegrass	THR
Plant	<i>Arabis missouriensis</i> var. <i>Deamii</i>	Deam's Rockcress	SC
Plant	<i>Artemisia dracunculus</i>	Dragon Wormwood	SC
Fish	<i>Moxostoma valenciennesi</i>	Greater Redhorse	THR
Plant	<i>Platanthera hookeri</i>	Hooker Orchis	SC
Fish	<i>Coregonus artedi</i>	Lake Herring	SC
Plant	<i>Platanthera dilatata</i>	Leafy White Orchis	SC
Bird	<i>Pandion haliaetus</i>	Osprey	THR
Plant	<i>Artemisia frigida</i>	Prairie Sagebrush	SC
Fish	<i>Notropis anogenus</i>	Pugnose Shiner	THR
Bird	<i>Buteo lineatus</i>	Red-Shouldered Hawk	THR
Invertebrate	<i>Ophiogomphus</i> sp. 1 nr. <i>Aspersus</i>	Sand Snaketail	SC
Community	<i>Stream--slow; hard; cold</i>	Stream--Slow; Hard; Cold	NA
Plant	<i>Arethusa bulbosa</i>	Swamp-Pink	SC

Source: Wisconsin Natural Heritage Inventory

<sup>1</sup> SC = Special Concern, THR= Threatened, <sup>2</sup> = Federal Protection Status



## 5.3 Cultural and Historic Resources

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 millennium, with hunting, fishing, farming, and forestry playing a central role in people's 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.

Spooner hosts several cultural and historical activities throughout the year including Spooner Heritage Festival, Jack Pine Savage Days, Heart of the North Rodeo, Jack Frost Festival, Washburn County Dairy Breakfast, Washburn County Junior Fair, and Wisconsin Canoe Heritage Day. In addition, the Railroad Memory Museum is filled with past rail history and railroad memorabilia.

### 5.3.1 Planning for Cultural and Historic Resources

Cultural and historic resources link the past to the present and are a significant component of community character. These resources may include historic buildings, archaeological sites and cemeteries, festivals, cultural groups, entertainment, and viewsheds. This element proposes to identify a number of historic and cultural attributes in the City of Spooner and propose meaningful objectives to promote the enhancement and protection of these resources.



The official historic resource catalog for the State of Wisconsin is the Wisconsin Architecture and Heritage Inventory (AHI). The AHI is a search engine that contains a documentation of approximately 120,000 properties in the State of Wisconsin. The Wisconsin Historical Society maintains the database. The AHI is not a comprehensive listing of Wisconsin's historic resources and likely other historic properties and resources exist but have yet to be identified or published. Properties listed in the AHI are not given any special status or increased level of protection. Additionally, some sites and buildings on the AHI list may no longer be in existence.



AHI Number	Location	Historic Name/Current Name	Style or Form	Resource Type	National Register	State Register
18055	Trails End Road E of USH 63	Mrs. Richard Polson House	Bungalow	House	No	No
18126	222 Ash Street		Colonial Revival	House	No	No
18127	Across Yellow River S of Busch Street		Unknown		No	No
18128	513 Dale Street	George V. Siegner House	Queen Anne	House	Yes	
18129	SE corner of Dale and Walnut Street		One Story Cube	House	No	No
18130	Fish Hatchery Grounds	State Fish Hatcheries Dam	NA	Dam	No	No
18131	SW Corner of Franklin and Rusk Street	English Lutheran Church/Washburn Senior Citizens Cntr.	Front Gabled	Church	No	No
18132	SE Corner of Franklin and Smith Street		Bungalow	House	No	No
18133	424 Front Street	Chicago, St. Paul, Minneapolis, Omaha RR Depot/ Railroad Memories Museum	Craftsman	Depot	No	No
18135	407 Front Street	Paul Marotta's Saloon/Vince's Barber Shop	Commercial Vernacular	Tavern/bar	No	No
18136	East Linn Street, Second building right of River Street		Bungalow	House	No	No
18137	410 Maple Street		Bungalow	House	No	No
18139	313 Oak Street		Queen Anne	House	No	No
18140	413 Oak Street		Cross Gabled	House	No	No
18141	622 Oak Street		Bungalow	House	No	No
18142	NE corner of River and Ash Street	Texaco Gas Station	Craftsman	Gas Station	No	No
18143	NE corner of River and Hazel Street		Queen Anne	House	No	No
18145	706 River Street		Colonial Revival	Apartment/ Condominium	No	No
18146	End of Roundhouse Road		Astylistic Utilitarian Buidling	Repair Shop/ Roundhouse	No	No
18148	NW corner of Scriber and Spruce Street		Front Gabled	House	No	No



AHI Number	Location	Historic Name/Current Name	Style or Form	Resource Type	National Register	State Register
18149	624 Smith Street		Bungalow	House	No	No
18150	West of 624 Smith Street		Craftsman	House	No	No
18151	Behind house just W of 624 Smith Street		Astylistic Utilitarian Buidling	Storage building	No	No
18152	NW corner of Summit and Elm Street	United Methodist Church	Craftsman	Church	No	No
18154	122 Summit Street	Frank Hammill House / Unknown	American Foursquare	House	No	No
18155	820 Summit Street		Queen Anne	House	No	No
18156	502-510 Vale Street		NA	Retaining Wall	No	No
18157	SE corner of Vine and High Street		Colonial Revival	House	No	No
18158	222 Vine Street		American Foursquare	House	No	No
18159	SW corner of Walnut and Front Street	Grandinetti's Restaurant	Commercial Vernacular	Restaurant	No	No
18160	CA 102 Walnut Street	Chatterbox Laundromat	Commercial Vernacular	Tavern/bar	No	No
18162	112 Walnut Street	Corral Bar	Chicago Commercial Style	Retail Building	No	No
18163	CA 114 Walnut Street	City Laundry	Commercial Vernacular	Retail Building	No	No
18164	CA 101 Walnut Street, at River Street, SE corner	C.S. Nelson Building/ Spooner Mercantile	Commercial Vernacular	Retail Building	No	No
18165	CA 105 Walnut Street	Spooner Mercantile Company	Commercial Vernacular	Retail Building	No	No
18166	100 Block of Walnut Street, odd side	Spooner Liquor	Commercial Vernacular	Retail Building	No	No
18167	SW corner of Walnut and River Street	Burnett Hardware / Wallace Hardware	Commercial Vernacular	Meeting Hall	No	No
18168	302 Walnut Street	Spooner Town Hall/ fmr NWRPC bldg	Other Vernacular	Fire House	No	No
18169	404 Walnut Street	Edmund Elliot House / Shane Weber House	American Foursquare	House	No	No
18170	413 Walnut Street		American Foursquare	House	No	No
28706	USH 63	Spooner Fish Hatchery	Astylistic Utilitarian Buidling	Hatchery	No	No
29049	USH 63	Spooner Fish Hatchery, rearing pond	NA	Hatchery	No	No





AHI Number	Location	Historic Name/Current Name	Style or Form	Resource Type	National Register	State Register
29168	USH 63	Spooner Fish Hatchery, water fountain	NA	Object	No	No
29207	USH 63	Spooner Fish Hatchery, show pool	NA	Hatchery	No	No
29299	USH 63	Spooner Fish Hatchery, wall	NA	Wall	No	No
29375	USH 63	Spooner Fish Hatchery, Storage	Astylistic Utilitarian Buidling	Storage	No	No
29514	USH 63	Spooner Fish Hatchery, Storage	Astylistic Utilitarian Buidling	Storage	No	No
29599	USH 63	Northwest District Headquarters, garage	Astylistic Utilitarian Buidling	Garage	No	No
29600	USH 63	Northwest District Headquarters, garage	Astylistic Utilitarian Buidling	Garage	No	No
29601	USH 63	Northwest District Headquarters garage/office	Astylistic Utilitarian Buidling	Garage	No	No
29613	USH 63	Northwest District Headquarters garage/office	Astylistic Utilitarian Buidling	Garage	No	No
29614	Highway 70 West	Spooner Ranger Station - shop	Astylistic Utilitarian Buidling	Machine Shed	No	No
29626	Highway 70 West	Spooner Ranger Station – tower cabin	Astylistic Utilitarian Buidling	Ranger Station	No	No
29790	Hatchery Street	Spooner DNR – Hatchery Street	Astylistic Utilitarian Building	Machine Shed	No	No

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 Community.

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 the Coordinator of the Burial Sites Preservation Program at the Wisconsin Historical Society, Dr. Leslie Eisenberg at 608-264-6507.

### **Archaeological Sites and Cemeteries**

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 planning area 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. Notably missing are sites related to the history of agriculture in the area; a way of life that started a thousand years ago. Local residents and American Indian communities who 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 this Comprehensive plan.

Up to this point in time, 17 archaeological sites and cemeteries have been reported for the planning area. The following types of sites have been identified:

- Cemeteries – including
  - unmarked graves
  - Campsite/villages
- Sugar bush
- Corn hills/garden beds

Clearly this sample of sites does not reflect the rich history of the area. Many more sites are present in the area and many of these sites may be 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:

- 1) Higher, dryer areas adjacent to rivers, streams, creeks, lakes, wetlands
- 2) Higher, dryer areas adjacent to older abandoned rivers, streams, creeks, lakes, wetlands
- 3) 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 Burial Sites Preservation Office should be notified. If human bone is unearthed during any phase of a project, all work must cease, and the Burial Sites Preservation Office 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 the Coordinator of the Burial Sites Preservation Program at the Wisconsin Historical Society, Dr. Leslie Eisenberg, (608) 264-6507.

At the present time, a total of 7 cemetery or burial sites have been identified in the planning area. As part of the planning process all cemeteries and burials in the Community should be cataloged under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.

### **Identifying Important Sites**

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.

### **Protecting 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, easement purchases, 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 owners 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.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. It is not uncommon to find evidence of American Indian communities 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.

### **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**

- 1) 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.
- 2) Local residents and American Indian communities who have or do live and work in the area possess much additional information on the history of the Community and steps should be taken to have this information incorporated into the land use plan.



- 3) As part of the planning process, all cemeteries and burials in the Community should be cataloged under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.
  
- 4) 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.

**Updating Information**

This list of sites should be updated on a regular basis since the records are constantly changed. The Society can supply these updates for a fee. The Society can supply both detailed tabular data and GIS mapping information.

Contact:

Office of State Archaeologist

Historic Preservation-Public History Division, Wisconsin Historical Society

John H. Broihahn

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(608)264-6496

**Archaeological and cemeteries in the City of Spooner planning area, Washburn County**

Site #/Burial Code	Site Name / Site Type	Cultural Study Unit	Town-Range-Section
WB-0058	<b>Chido</b> Campsite/Village	Late Archaic Middle Archaic Middle Woodland	T39N-R12W S 32
WB-0059	<b>Super Star</b> Campsite/Village	Late Woodland	T39N-R12W S 32
WB-0060	<b>Schricker</b> Campsite/Village	Unknown Historic Unknown Prehistoric	T39N-R12W S 33
WB-0061	<b>Mitchell</b> Campsite/Village	Late Woodland	T39N-R12W S 33
BWB-0015	Unnamed Cemetery	Not Identified	T39N-R12W S 31
BWB-0017	Unnamed Cemetery	Not Identified	T39N-R13W S 36
BWB-0018	<b>Rocky Ridge Cemetery</b> Cemetery/Burial	Historic Euro-American	T39N-R13W S 22



WB-0101	<b>Evergreen</b> Campsite/Village	Woodland	T39N-R13W S 35
WB-0102	<b>White Tail</b> Campsite/Village	Unknown Prehistoric	T39N-R13W S 35
WB-0103	<b>Green Snakes</b> Campsite/Village	Woodland	T39N-R13W S 36
BWB-0030	<b>Riegel-Cook Site</b> Cemetery/Burial	Not Identified	T39N-R13W S 36
WB-0029	Unnamed Site Campsite/Village	Historic Indian	T38N-R13W S 04
Site #/Burial Code	Site Name / Site Type	Cultural Study Unit	Town-Range-Section
WB-0030	<b>Ed Hart Indian Cemetery</b> Cemetery/Burial	Historic Indian	T38N-R13W S 04
WB-0031	Unnamed Site Cemetery/burial	Historic Indian	T38N-R13W S 05
WB-0001	Unnamed Site Cemetery/burial	Historic Indian	T38N-R13W S 05
WB-0022	Unnamed Site Corn hills/garden beds	Unknown	T38N-R13W S 07
WB-0100	<b>Yellow Grass</b> Campsite/village	Unknown Prehistoric	T39N-R13W S 32 T38N-R13W S 05
WB-0149	<b>Sugar of Spooner</b> Sugar bush	Historic Indian	T39N-R12W S 21

The City of Spooner, in the implementation of this comprehensive plan, may use the following list of programs. This list is not comprehensive and many other local, state, and federal programs may also exist. It should be noted that many of the natural resource protection programs could also be applied to agricultural resources.

### **Natural Resource Programs**

#### **Runoff Management Programs**

The Wisconsin Department of Natural Resources administers two runoff management programs and provides financial assistance

#### **Targeted Runoff Management Program**

The Targeted Runoff Management (TRM) Program offers competitive grants for local governments for controlling nonpoint source (NPS) pollution. Grants reimburse costs for agriculture or urban runoff management practices in targeted, critical geographic areas with surface water or groundwater



quality concerns. Grant monies may fund the construction of best management practices (BMPs) to control nonpoint source pollution. They can also fund BMP design as part of a construction project. The cost-share rate for TRM projects is up to 70 percent of eligible costs.

### **Urban Nonpoint Source & Storm Water Management Program**

The Urban Nonpoint Source & Storm Water (UNPS&SW) Management Grant Program offers competitive grants to local governments. Grants reimburse costs of planning or construction projects controlling urban nonpoint source and storm water runoff pollution. Eligible areas are urban lands with population density of at least 1,000 people per square mile or non-permitted commercial or municipally-owned industrial use.

### **River Protection Grants**

The Wisconsin Department of Natural Resources administers a number of lake management financial assistance programs designed to assist local units of government (NR 195).

#### **River Planning**

Projects are intended to provide assistance in the formation of river management organizations and provide support and guidance to local organizations. Grant funding is 75% of the total project cost, not to exceed \$10,000.

#### **River Management**

Cost sharing to assist applicants in the implementation of management activities intended to protect or improve streams, rivers, and riverine ecosystems. Grant funding is 75% of the total project cost, not to exceed \$50,000.

#### **Land/Easement Acquisition**

Land or easement acquisition funds are intended for the acquisition of all property rights (fee simple) or some property rights (easements) to protect rivers and their ecosystem. Grant funding is 75% of the total project cost, not to exceed \$50,000.

### **Lake Planning Grants**

The Wisconsin Department of Natural Resources administers a number of lake management financial assistance programs designed to assist local units of government (NR 190).

#### **Small Scale Lake Planning Grant**

Projects are intended to address the planning needs of lakes where education, enhancing lake organizational capacity, and obtaining



information on specific lake conditions. Grant funding is 67% of the total project cost, not to exceed \$3,000.

### **Large Scale Lake Planning Grants**

Projects are intended to address the needs of larger lakes and lakes with complex and technical planning challenges. Grant funding is 67% of the total project cost, not to exceed \$25,000. Multiple grants in sequence may be used, not to exceed \$100,000 for each lake.

### **Lake Protection Grants**

Administered by the Wisconsin Department of Natural Resources, the Lake Protection Grants Program is designed to fund large-scale lake protection projects.

### **Land/Easement Acquisition**

Projects intended to acquire property or property rights. Grant funding is 75% of the total project cost, not to exceed \$200,000.

### **Wetland and Shoreline Habitat Restoration**

Projects intended to provide financial assistance to protect or improve water quality or natural ecosystem of a lake by restoring adjacent degraded wetlands or tributary to lakes. Grant funding is 75% of the total project cost, not to exceed \$100,000.

### **Lake Management Plan Implementation**

Financial assistance to applicants having completed a lake management plan to implement the plan's DNR-approved recommendations. Grant funding is 75% of the total project cost, not to exceed \$200,000.

### **Healthy Lakes Projects**

A subset of the Plan Implementation grants intended to fund increased installation of select best management practices. Grant funding is 75% of the total project cost, not to exceed \$25,000.

### **Wisconsin Forest Landowner Grant Program (WFLGP)**

A program for private landowners owning at least 10 contiguous acres of non-industrial private forest but not more than 500 acres within Wisconsin. A Department of Natural Resources (DNR) administered program. Cost share up to 50 percent.

### **Conservation Reserve Program (CRP)**

Administered by Farm Service Agency (FSA) and USDA Natural Resources and Conservation Services (NRCS), the program is a cost-share and rental payment program to help people reduce soil erosion, enhance water supplies with





groundwater recharge, improve water quality, increase wildlife habitat, and reduce damages caused by floods and other natural disasters. The CRP encourages farmers to convert highly erodible cropland or other environmentally sensitive acreage to vegetative cover

### **Agricultural Resource Programs**

#### **Wisconsin Farmland Preservation Tax Relief Program**

The Wisconsin Working Lands Initiative provides landowners with an opportunity to claim farmland preservation tax credits through participation in the program. These tax credits are income tax credits that are applied against tax liability.

Eligible landowners may collect one of the following per acre.

- \$5.00 for farmers with a farmland preservation agreement signed after July 1, 2009 and located in an agricultural enterprise area
- \$7.50 for farmers in an area zoned for farmland preservation
- \$10.00 for farmers in an area zoned for farmland preservation and in an agricultural enterprise area, with a farmland preservation agreement signed after July 1, 2009

There is no cap on the amount of credit that an individual can claim or on the amount of acreage eligible for a credit.

### **Cultural and Historic Resource Protection Programs**

#### **Wisconsin Historic Preservation Fund**

Wisconsin Historic Preservation Fund provides funds for surveys to identify and evaluate historical, architectural and archaeological resources, nominating properties to the National Register of Historic Places, and for carrying out a program of historic preservation planning and education. Grant fund requests range from a minimum \$2,000 to a maximum \$25,000.

#### **Jeffris Family Foundation**

The Jeffris Family Foundation supports the development of important historic preservation projects in eight mid-western states, including Wisconsin. Grants range from \$5,000 to \$50,000 for Historic Structure Reports and other advanced planning studies, and must be matched dollar-for-dollar with cash from sources unrelated to the Jeffris Family Foundation.



## 5.4 Natural, Agricultural and Cultural Resource Goals and Objectives

The City of Spooner has articulated goals and objectives for the protection, conservation, and effective management of the community's natural, agricultural, and cultural resources.

The following goals and objectives provided for transportation are statements that reflect the City of Spooner's vision. They characterize the outcome that the City is determined to achieve, and were developed to ensure that Spooner will provide adequate community transportation facilities to serve the City for the next 20 years.

### NATURAL AND AGRICULTURAL GOALS:

Protect, maintain, and conserve area natural resources and its environmental quality and as agricultural land transitions to another use encourage landowners to communicate with the city.

### OBJECTIVES:

- Identify and preserve the natural resources that characterize the Spooner area that provides access to its scenic characteristics for community and tourist enjoyment by creating and enhancing the existing unique feel and character of the city
- Work within the management guidelines of plans developed by county and state agencies pertaining to management practices of natural resource areas.
- Protect surface and ground water.

### CULTURAL GOALS:

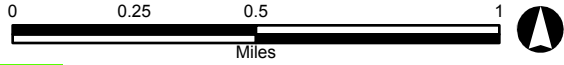
Enhance the cultural heritage of the city.

### OBJECTIVES:

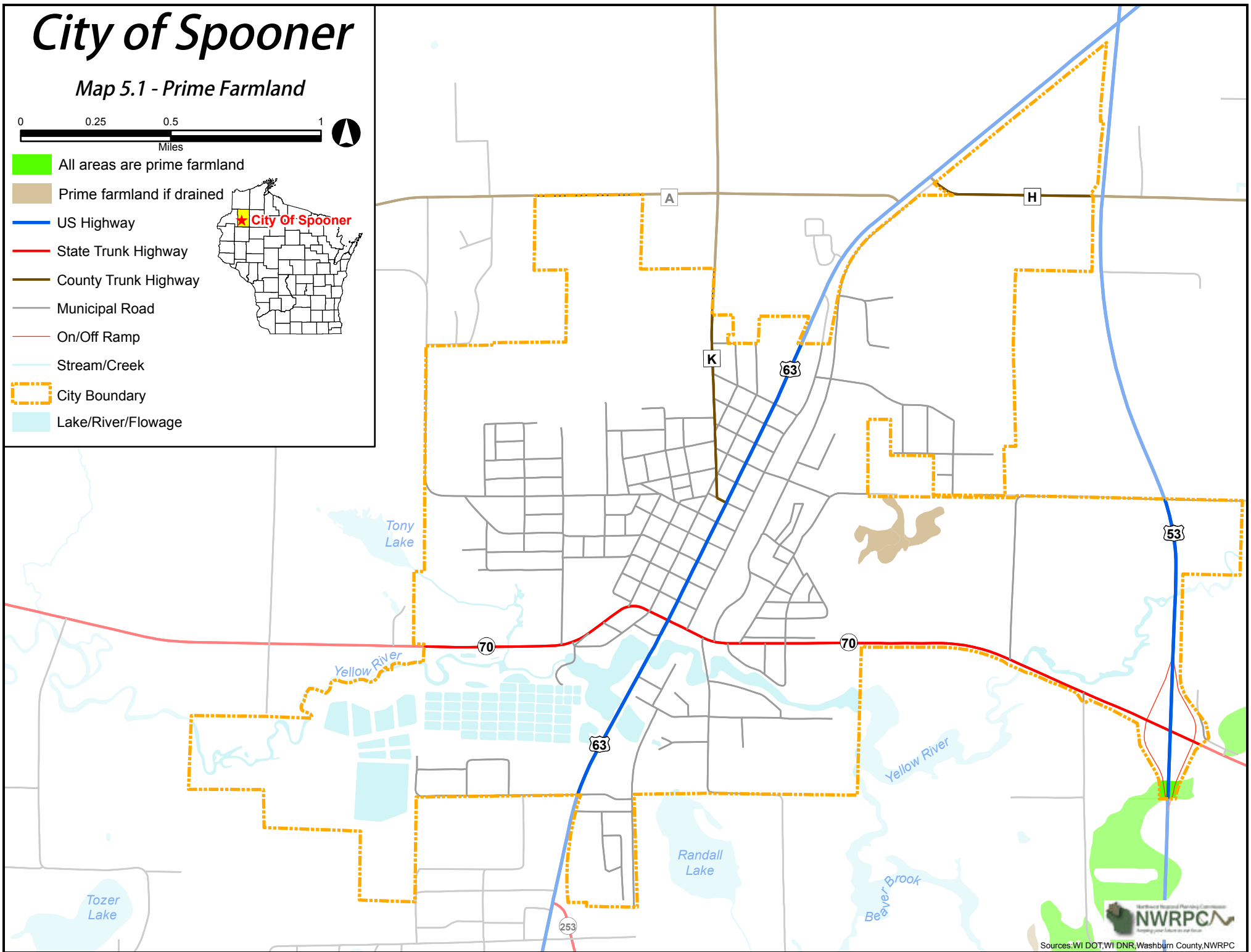
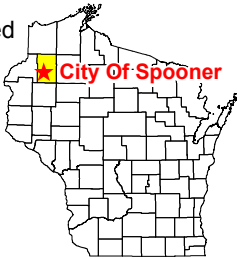
1. Conserve and enhance Spooner's unique heritage and its small town identity by protecting significant historic structures, landmarks, and industries (railroad).
2. Preserve and promote Spooner's railroad heritage.
3. Provide new forms of entertainment in the city.

# City of Spooner

## Map 5.1 - Prime Farmland



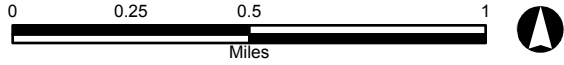
- All areas are prime farmland
- Prime farmland if drained
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- On/Off Ramp
- Stream/Creek
- City Boundary
- Lake/River/Flowage



Sources: WI DOT, WI DNR, Washburn County, NWRPCA

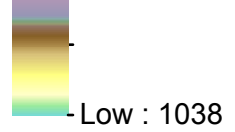
# City of Spooner

Map 5.2 - Elevation

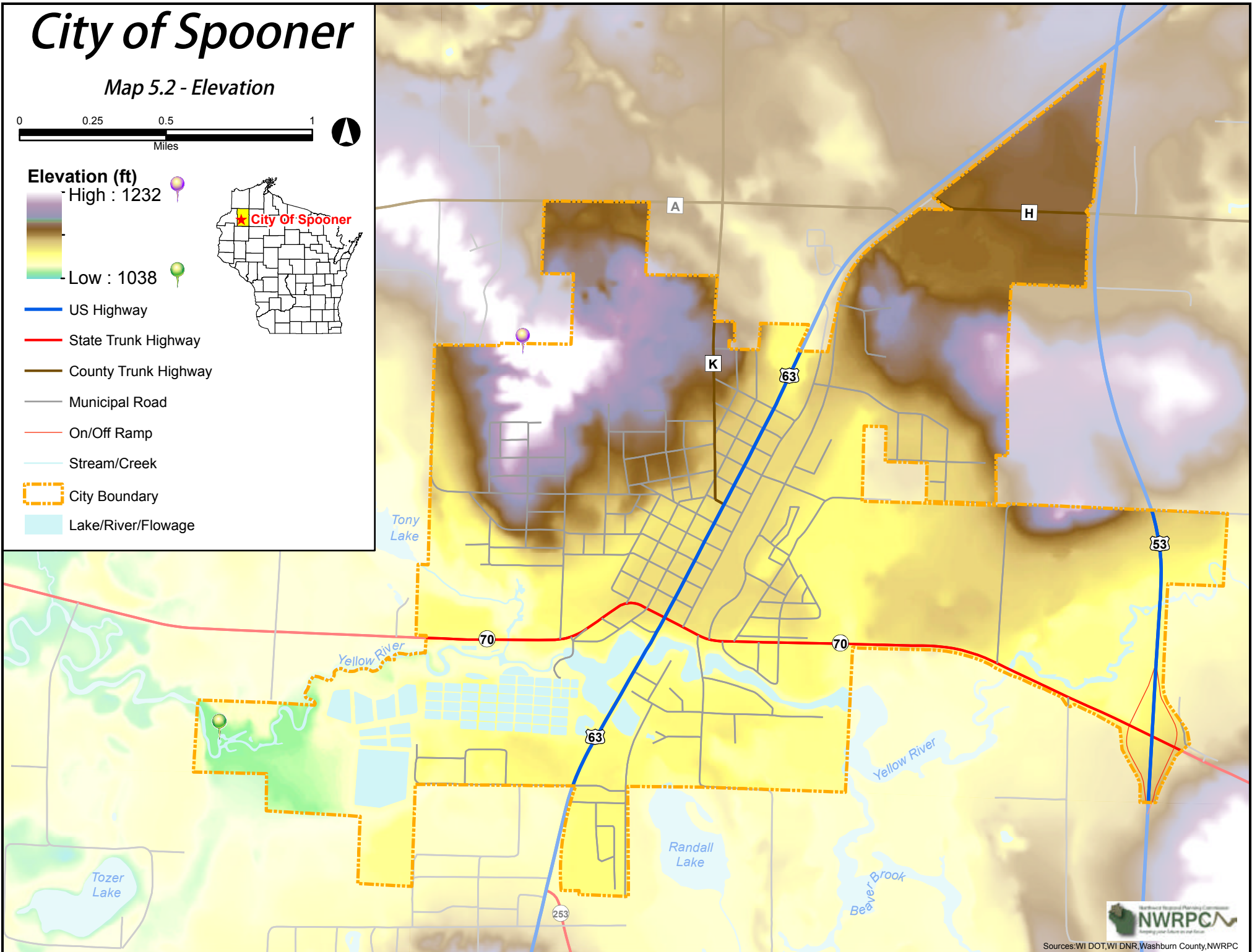


## Elevation (ft)

- High : 1232

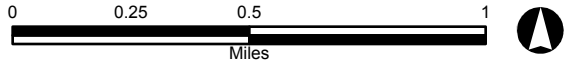


- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- On/Off Ramp
- Stream/Creek
- City Boundary
- Lake/River/Flowage



# City of Spooner

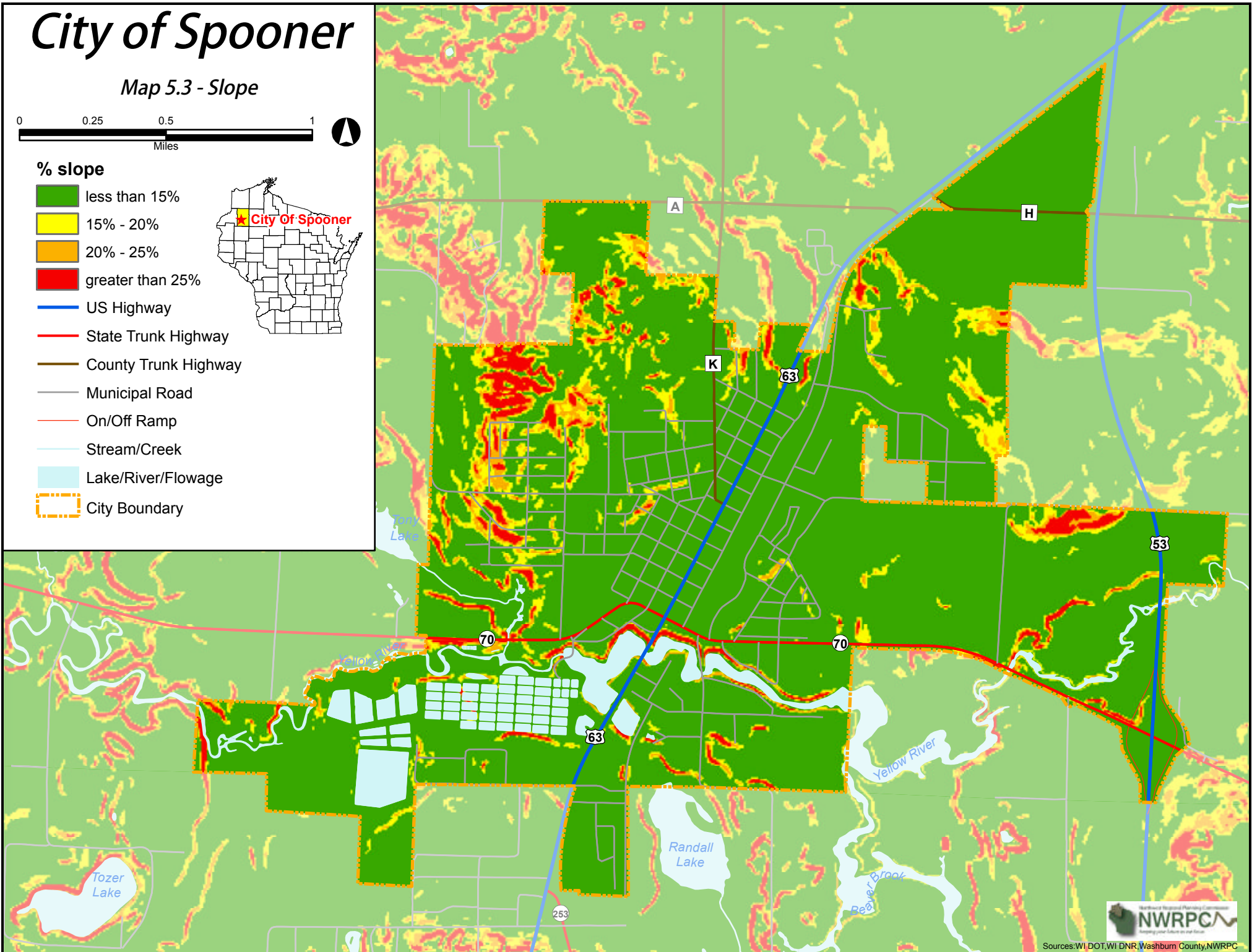
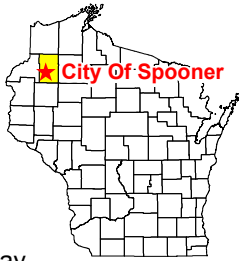
Map 5.3 - Slope



## % slope

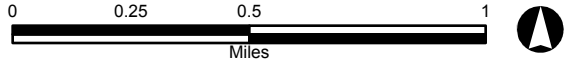
- less than 15%
- 15% - 20%
- 20% - 25%
- greater than 25%

- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- On/Off Ramp
- Stream/Creek
- Lake/River/Flowage
- City Boundary

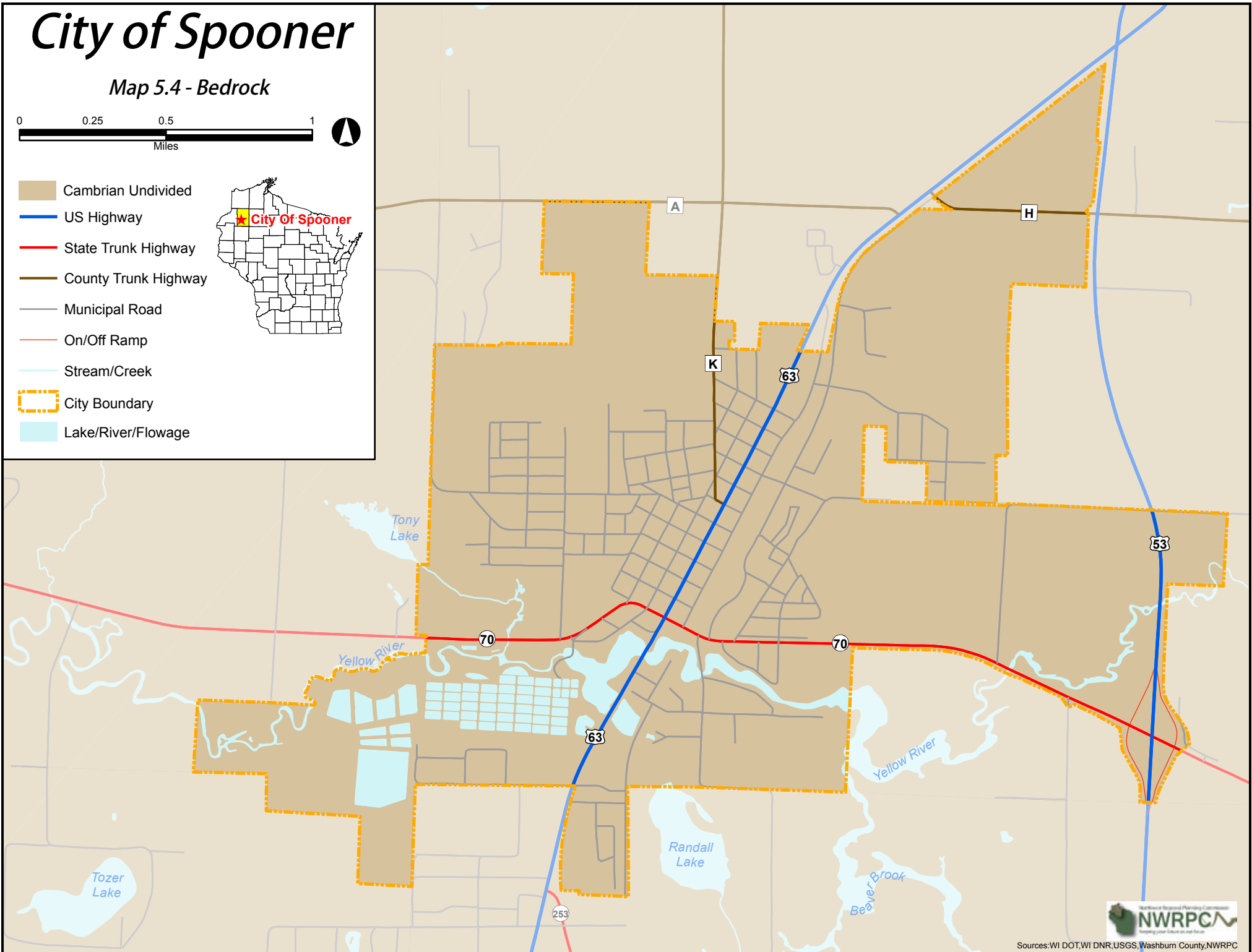
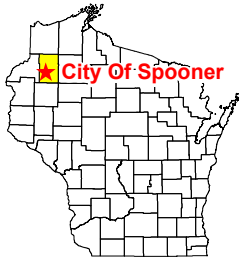


# City of Spooner

Map 5.4 - Bedrock

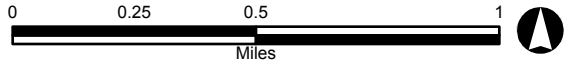


- Cambrian Undivided
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- On/Off Ramp
- Stream/Creek
- City Boundary
- Lake/River/Flowage



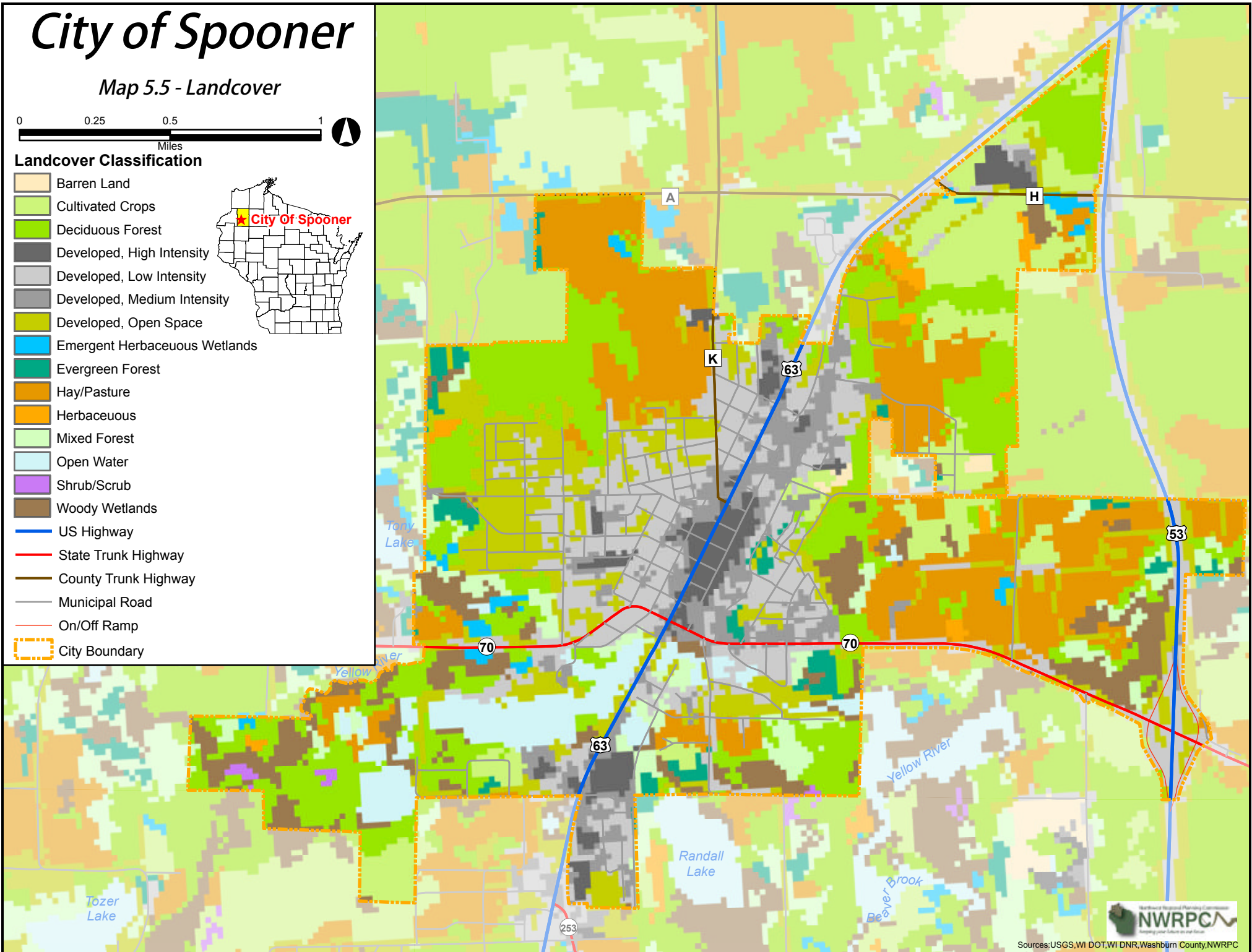
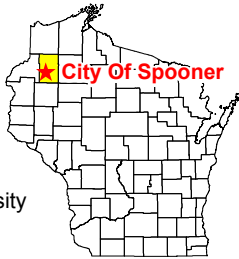
# City of Spooner

Map 5.5 - Landcover



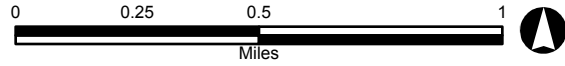
## Landcover Classification

-  Barren Land
-  Cultivated Crops
-  Deciduous Forest
-  Developed, High Intensity
-  Developed, Low Intensity
-  Developed, Medium Intensity
-  Developed, Open Space
-  Emergent Herbaceous Wetlands
-  Evergreen Forest
-  Hay/Pasture
-  Herbaceous
-  Mixed Forest
-  Open Water
-  Shrub/Scrub
-  Woody Wetlands
-  US Highway
-  State Trunk Highway
-  County Trunk Highway
-  Municipal Road
-  On/Off Ramp
-  City Boundary



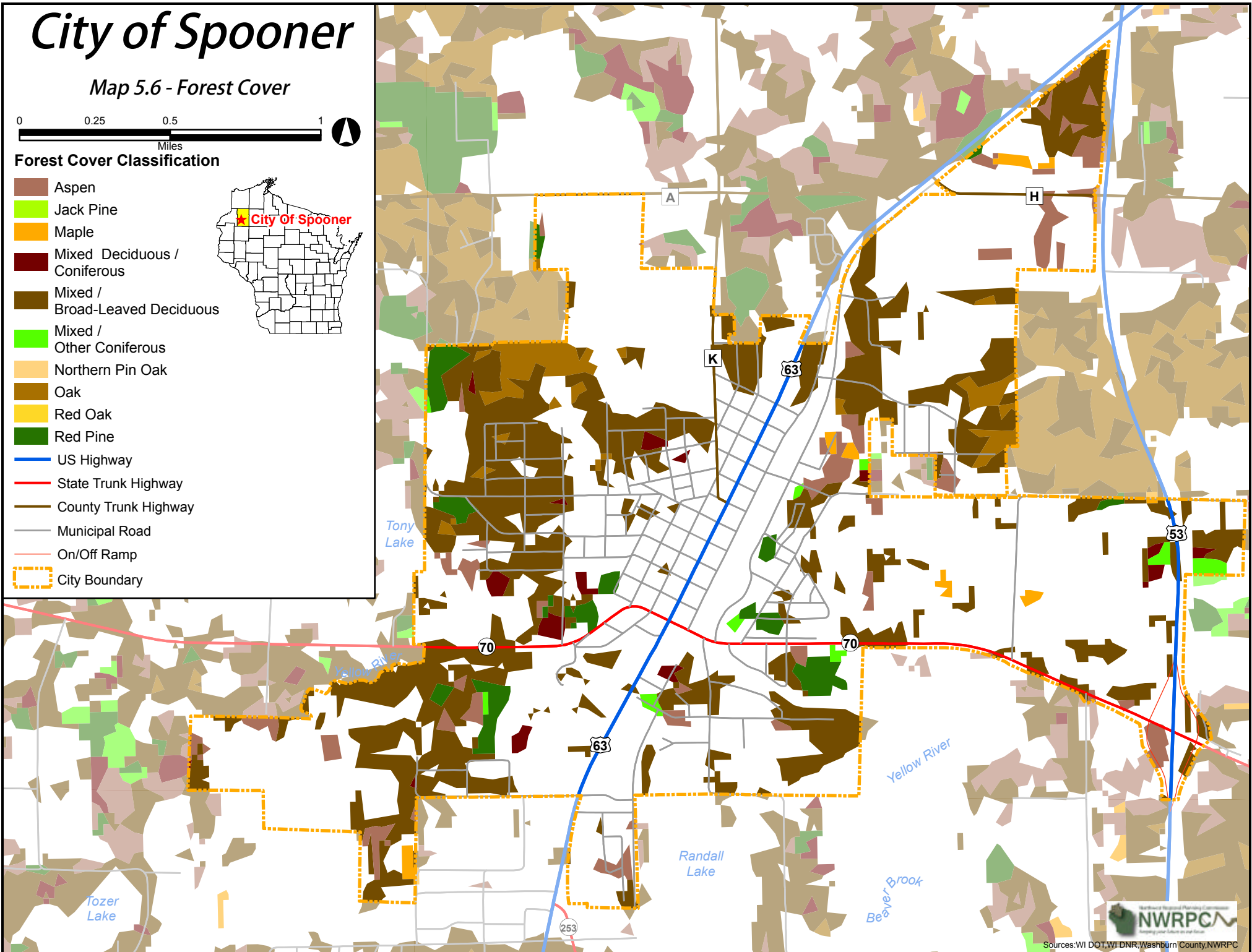
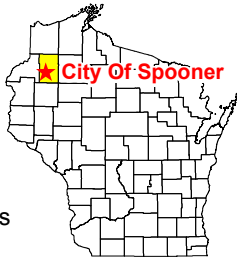
# City of Spooner

Map 5.6 - Forest Cover



## Forest Cover Classification

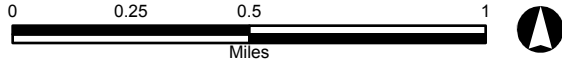
- Aspen
- Jack Pine
- Maple
- Mixed Deciduous / Coniferous
- Mixed / Broad-Leaved Deciduous
- Mixed / Other Coniferous
- Northern Pin Oak
- Oak
- Red Oak
- Red Pine
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- On/Off Ramp
- City Boundary



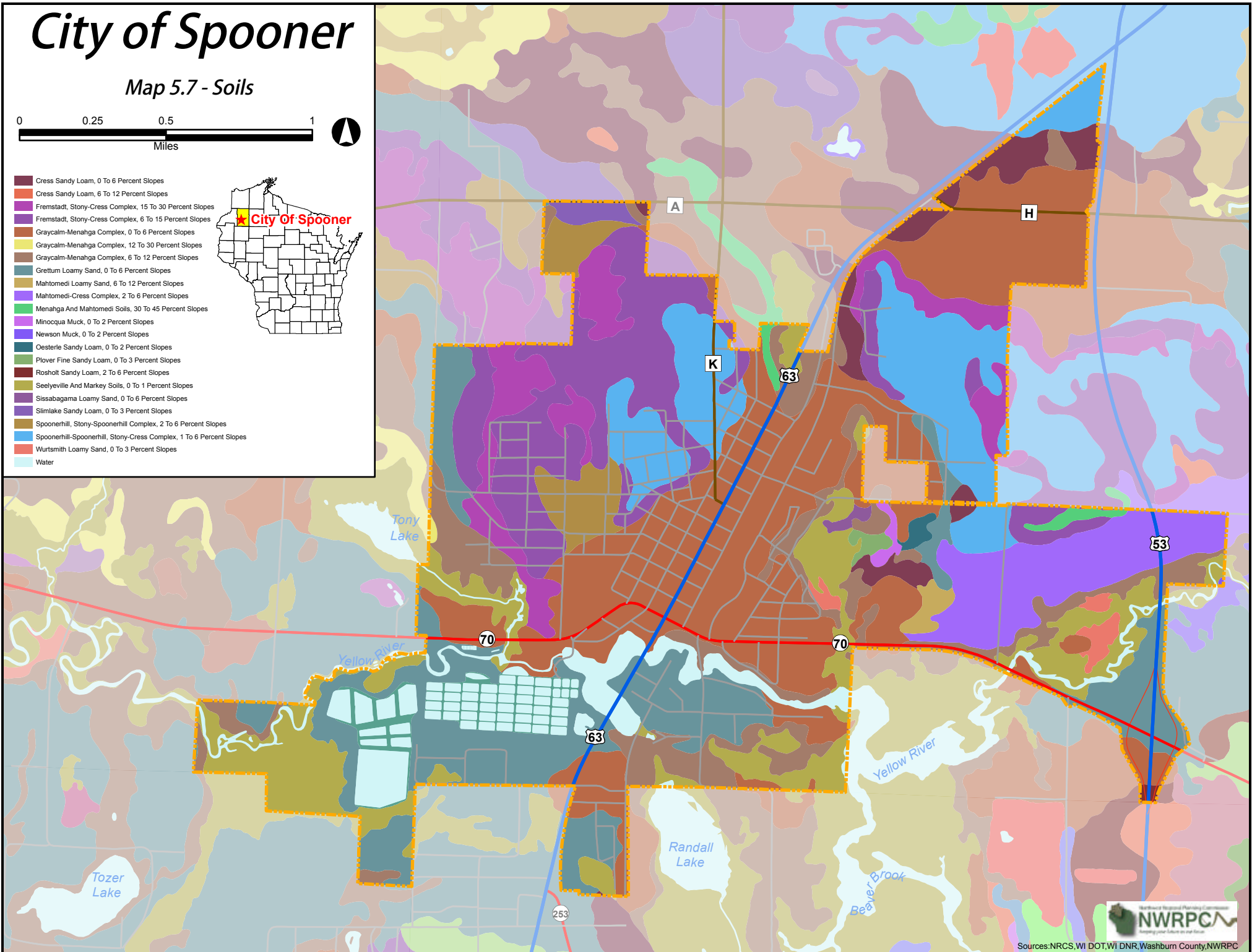


# City of Spooner

## Map 5.7 - Soils



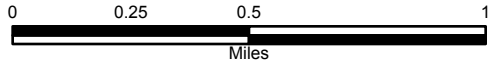
- Cress Sandy Loam, 0 To 6 Percent Slopes
- Cress Sandy Loam, 6 To 12 Percent Slopes
- Fremstadt, Stony-Cress Complex, 15 To 30 Percent Slopes
- Fremstadt, Stony-Cress Complex, 6 To 15 Percent Slopes
- Graycalm-Menahga Complex, 0 To 6 Percent Slopes
- Graycalm-Menahga Complex, 12 To 30 Percent Slopes
- Graycalm-Menahga Complex, 6 To 12 Percent Slopes
- Grettum Loamy Sand, 0 To 6 Percent Slopes
- Mahtomedi Loamy Sand, 6 To 12 Percent Slopes
- Mahtomedi-Cress Complex, 2 To 6 Percent Slopes
- Menahga And Mahtomedi Soils, 30 To 45 Percent Slopes
- Minocqua Muck, 0 To 2 Percent Slopes
- Newson Muck, 0 To 2 Percent Slopes
- Oesterle Sandy Loam, 0 To 2 Percent Slopes
- Plover Fine Sandy Loam, 0 To 3 Percent Slopes
- Rosholt Sandy Loam, 2 To 6 Percent Slopes
- Seelyeville And Markey Soils, 0 To 1 Percent Slopes
- Sissabagama Loamy Sand, 0 To 6 Percent Slopes
- Stilmake Sandy Loam, 0 To 3 Percent Slopes
- Spoonerhill, Stony-Spoonerhill Complex, 2 To 6 Percent Slopes
- Spoonerhill-Spoonerhill, Stony-Cress Complex, 1 To 6 Percent Slopes
- Wurtsmith Loamy Sand, 0 To 3 Percent Slopes
- Water



Sources: NRCS, WI DOT, WI DNR, Washburn County, NWRPCA

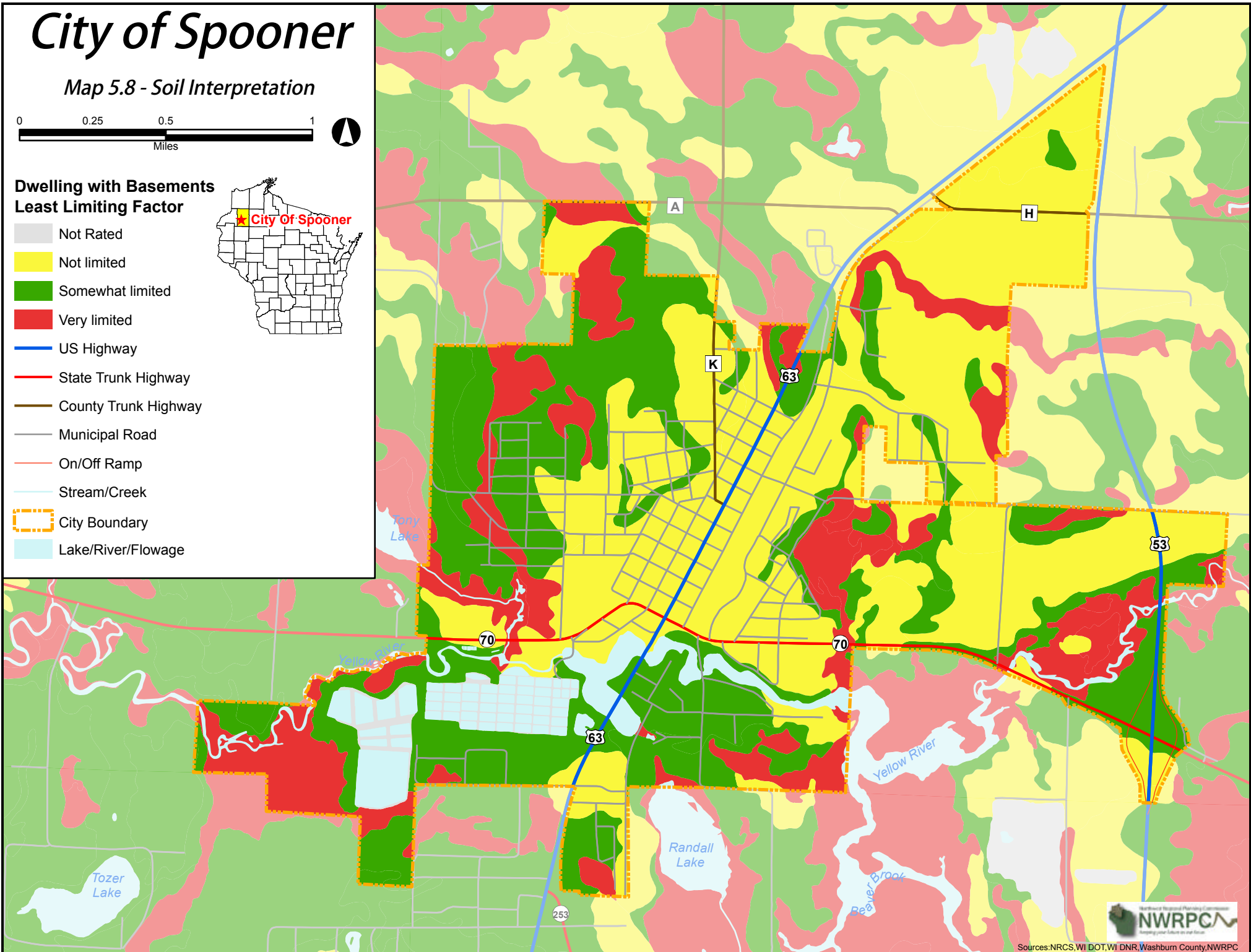
# City of Spooner

Map 5.8 - Soil Interpretation



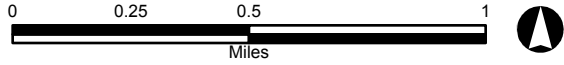
## Dwelling with Basements Least Limiting Factor

- Not Rated
- Not limited
- Somewhat limited
- Very limited
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- On/Off Ramp
- Stream/Creek
- City Boundary
- Lake/River/Flowage

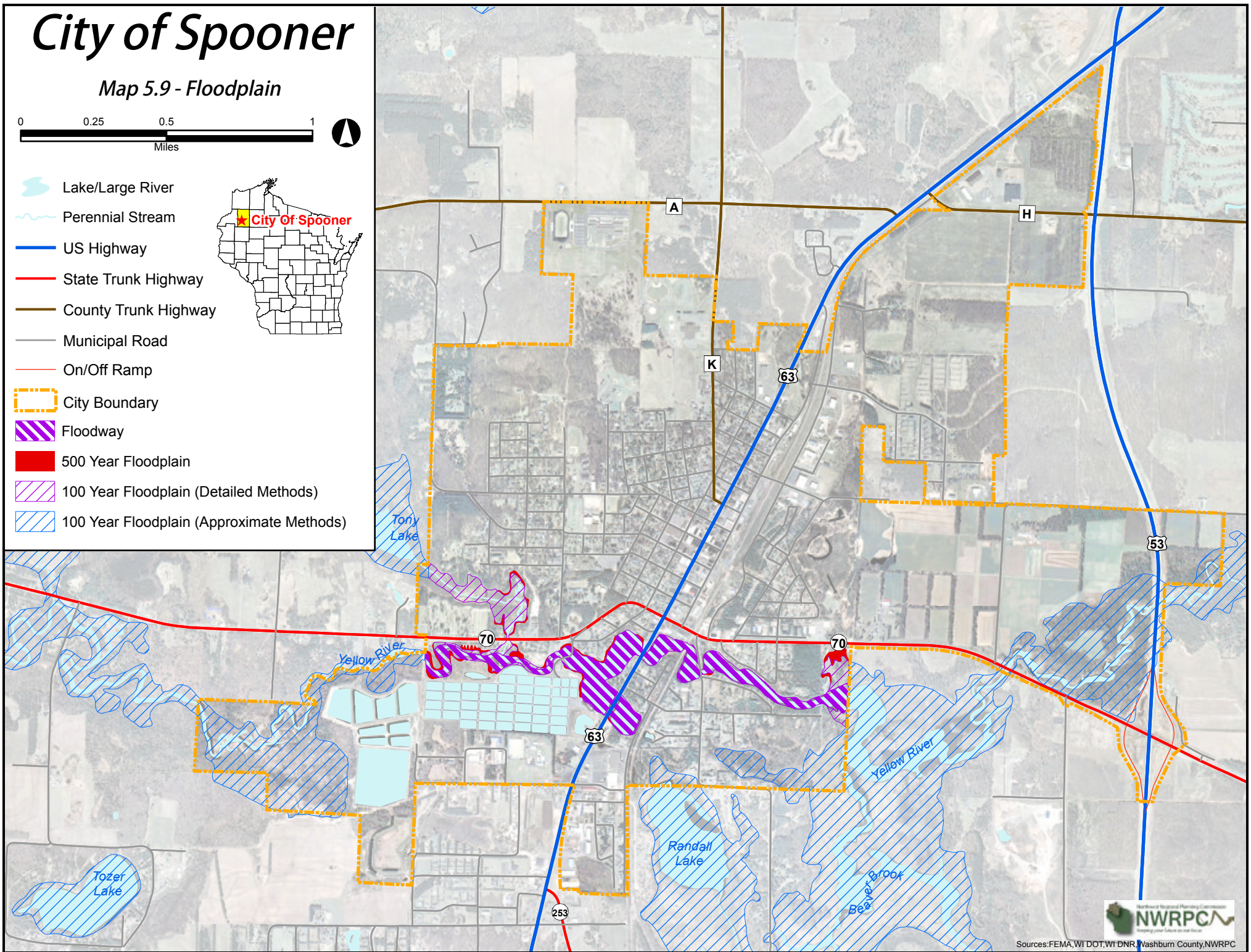
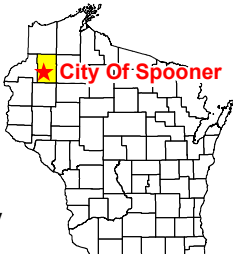


# City of Spooner

## Map 5.9 - Floodplain



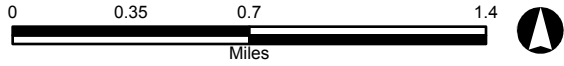
- Lake/Large River
- Perennial Stream
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- On/Off Ramp
- City Boundary
- Floodway
- 500 Year Floodplain
- 100 Year Floodplain (Detailed Methods)
- 100 Year Floodplain (Approximate Methods)



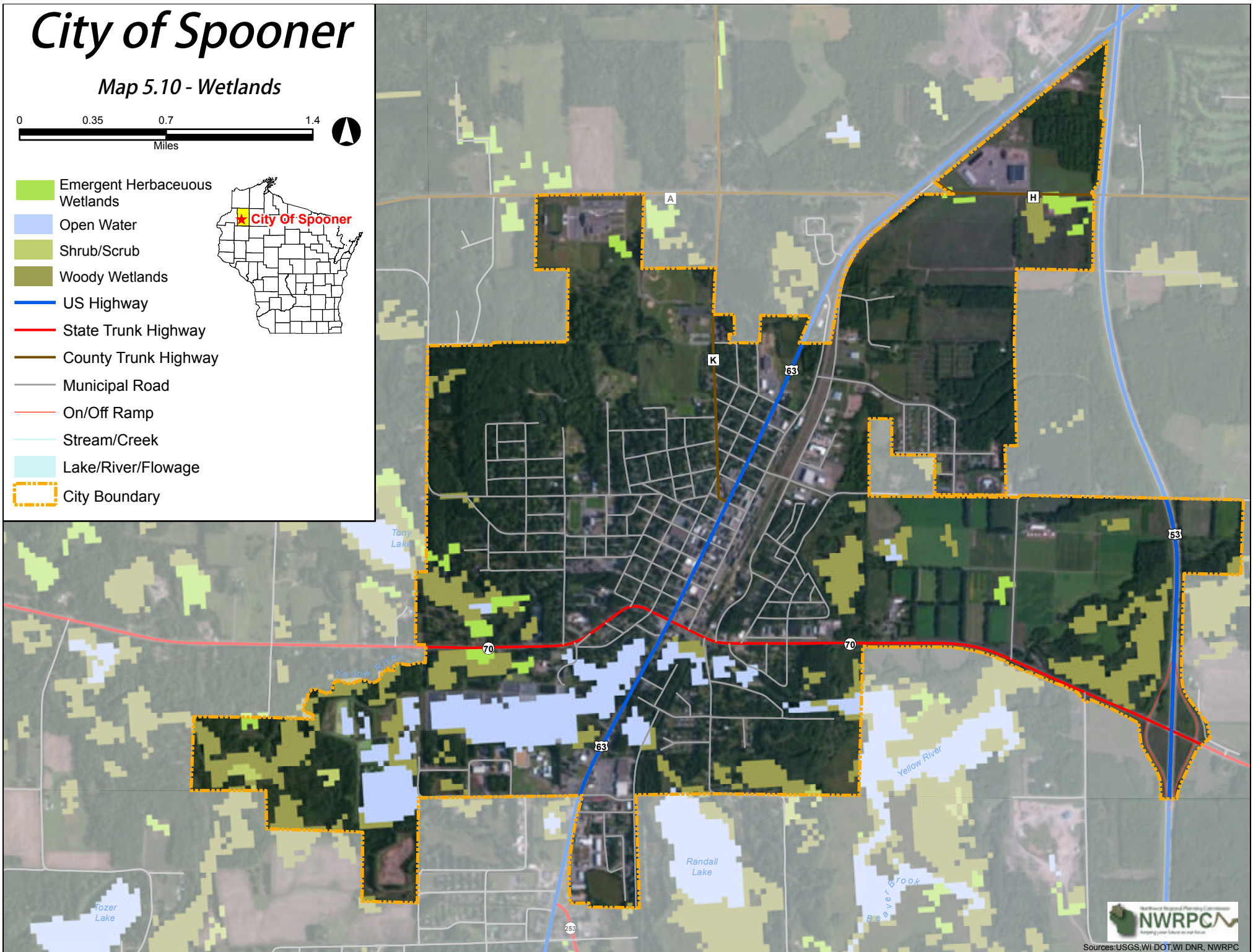
Sources: FEMA, WI DOT, WI DNR, Washburn County, NWRPCA

# City of Spooner

## Map 5.10 - Wetlands



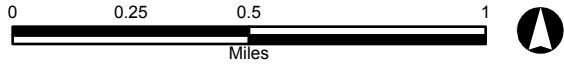
- Emergent Herbaceous Wetlands
- Open Water
- Shrub/Scrub
- Woody Wetlands
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- On/Off Ramp
- Stream/Creek
- Lake/River/Flowage
- City Boundary



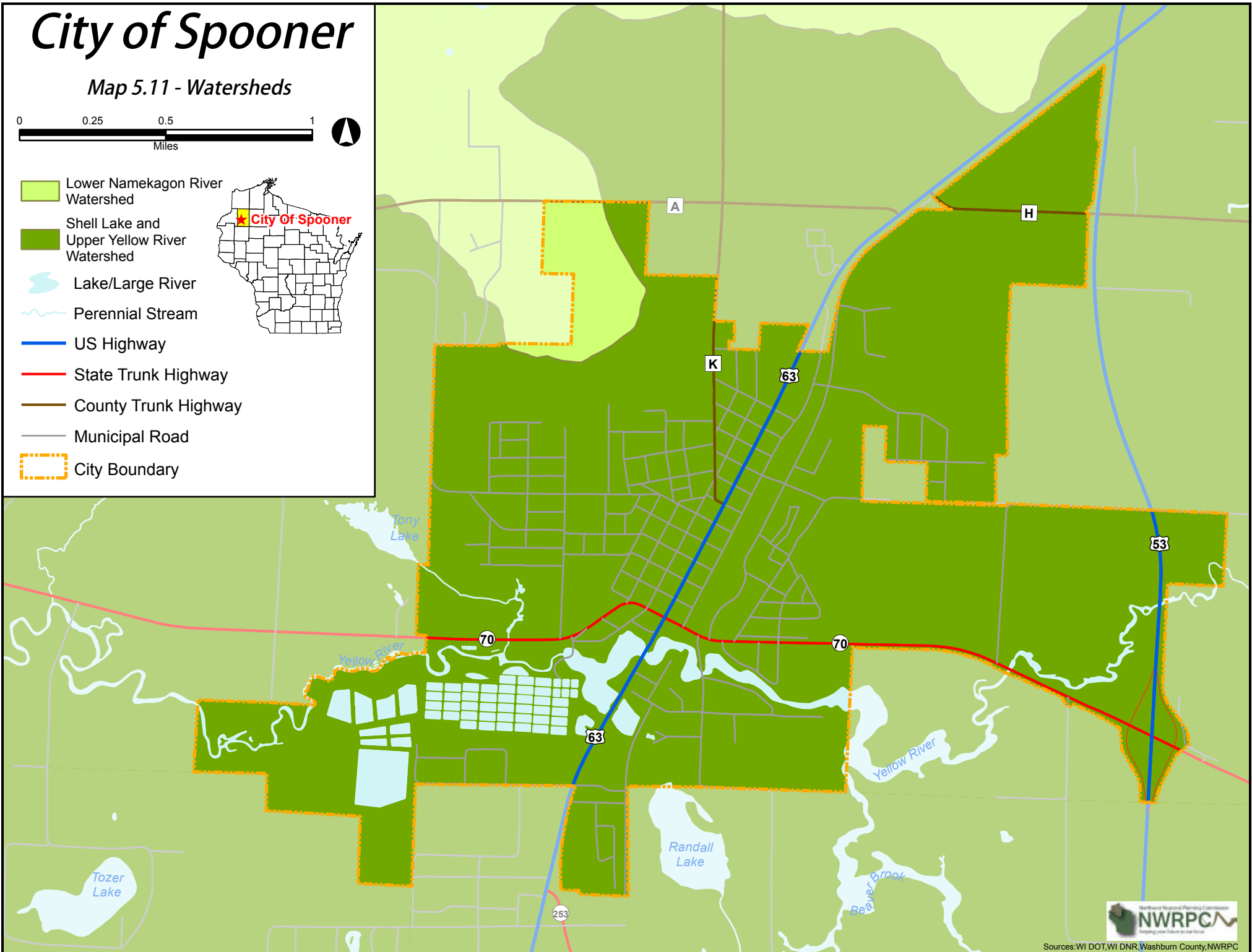
Sources: USGS, WI DOT, WI DNR, NWRPCA

# City of Spooner

Map 5.11 - Watersheds

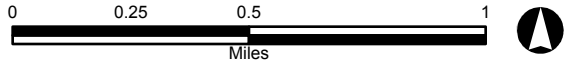


- Lower Namekagon River Watershed
- Shell Lake and Upper Yellow River Watershed
- Lake/Large River
- Perennial Stream
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- City Boundary

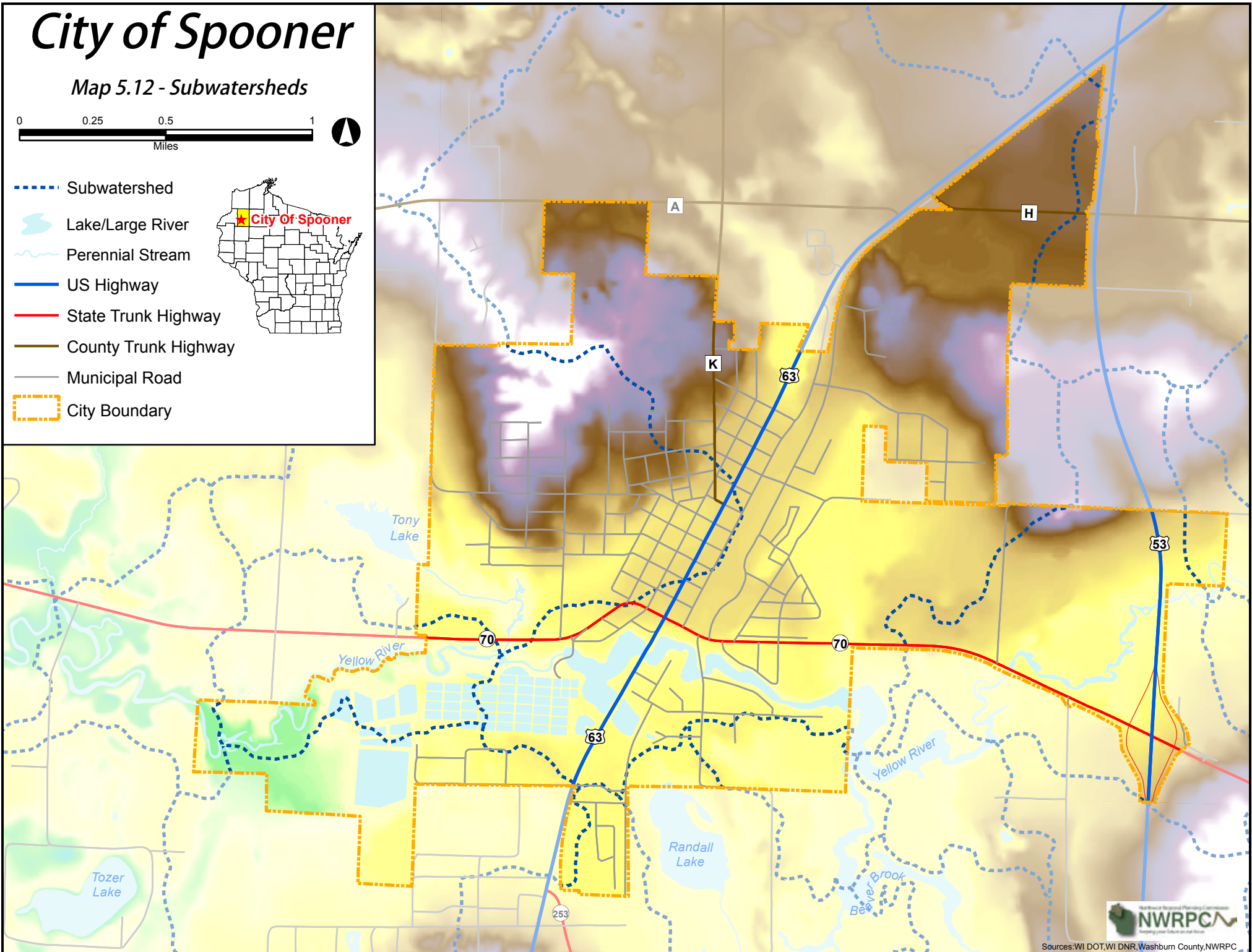
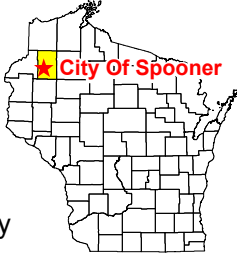


# City of Spooner

Map 5.12 - Subwatersheds

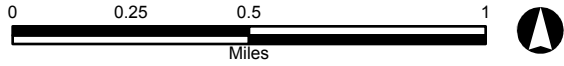


- Subwatershed
- Lake/Large River
- Perennial Stream
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- City Boundary

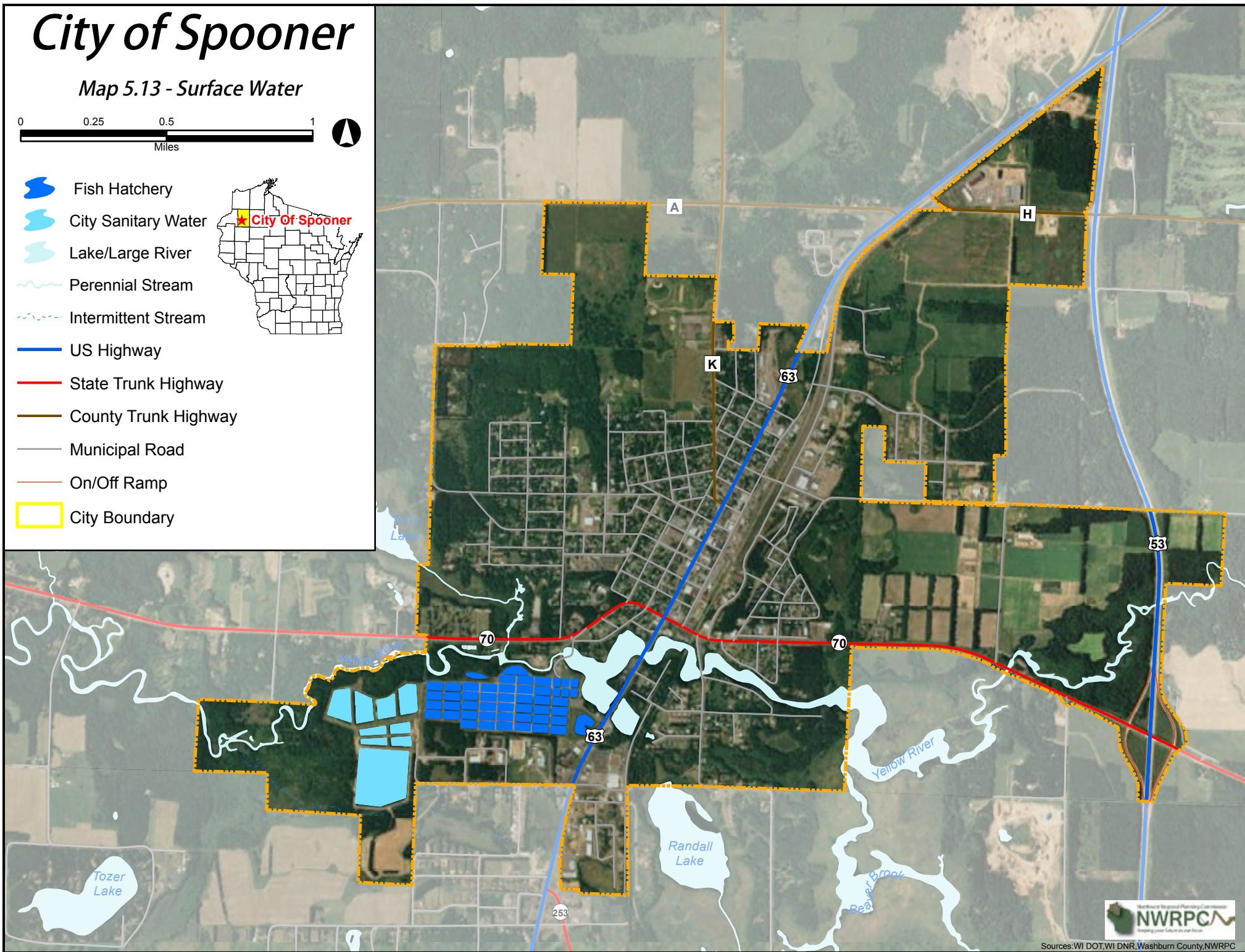
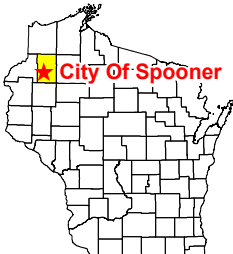


# City of Spooner

Map 5.13 - Surface Water

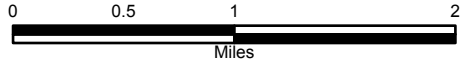


- Fish Hatchery
- City Sanitary Water
- Lake/Large River
- Perennial Stream
- Intermittent Stream
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- On/Off Ramp
- City Boundary



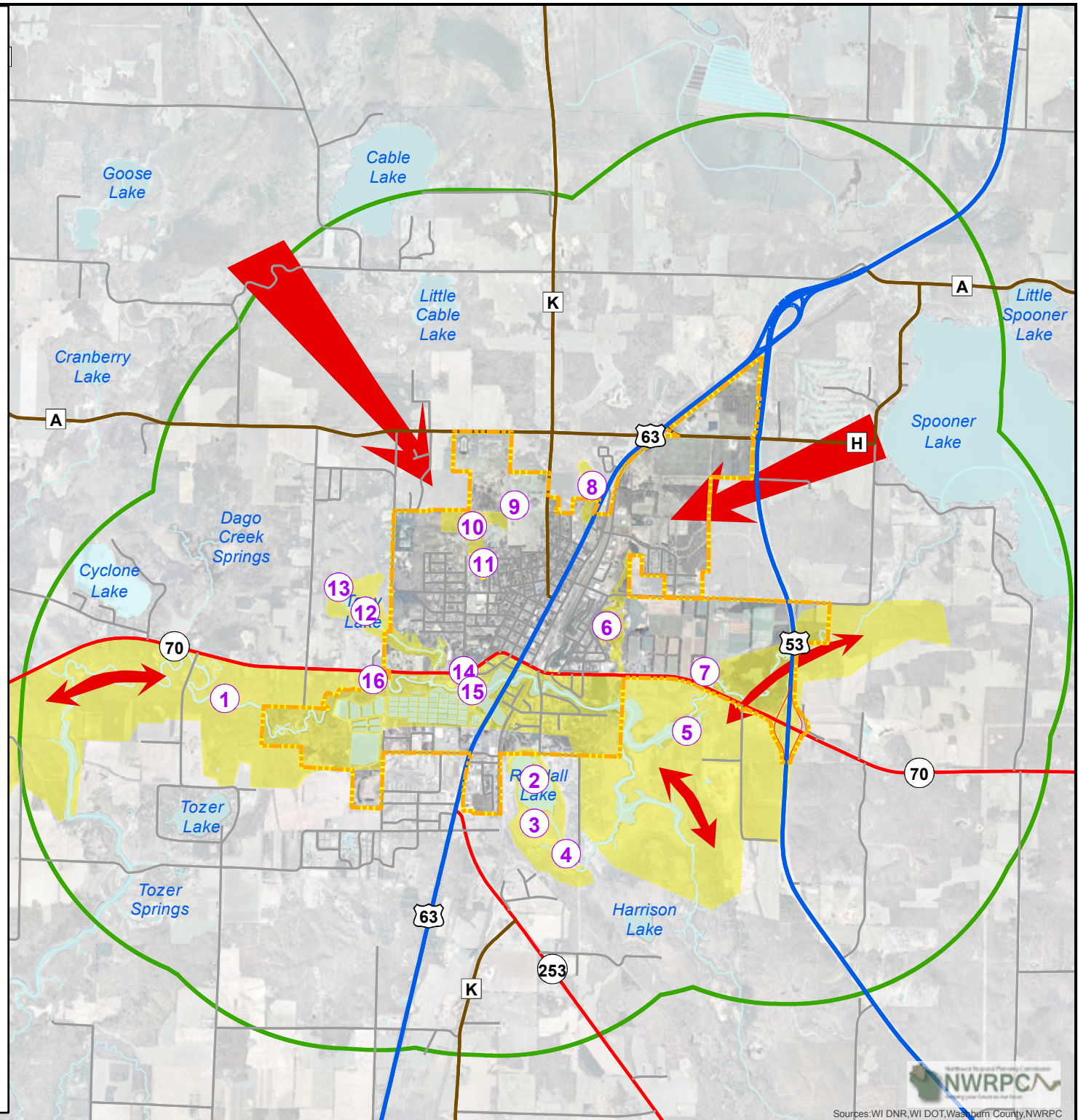
# City of Spooner

Map 5.14 - Critical Habitat Areas



- 1 - Yellow River Corridor
- 2 - Randall Lake
- 3 - Randall Lake Wetlands
- 4 - Spring Ponds
- 5 - Yellow River Flowage
- 6 - Wetland Habitat
- 7 - Prairie Restoration Demo Site
- 8 - Wetland Habitat
- 9 - Spooner Elementary Nature Study Area
- 10 - City Park
- 11 - Wetland Habitat
- 12 - Tony Lake
- 13 - Tony Lake Wetlands
- 14 - Grassland & Prairie Restoration Plot
- 15 - Shoreline Restoration Plot
- 16 - Yellow River

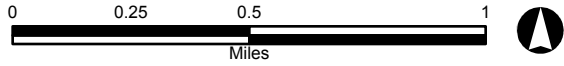
- Habitat Area
- Wildlife Travel Corridor
- Lake/Large River
- Perennial Stream
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- On/Off Ramp
- City Boundary
- Extraterritorial Boundary



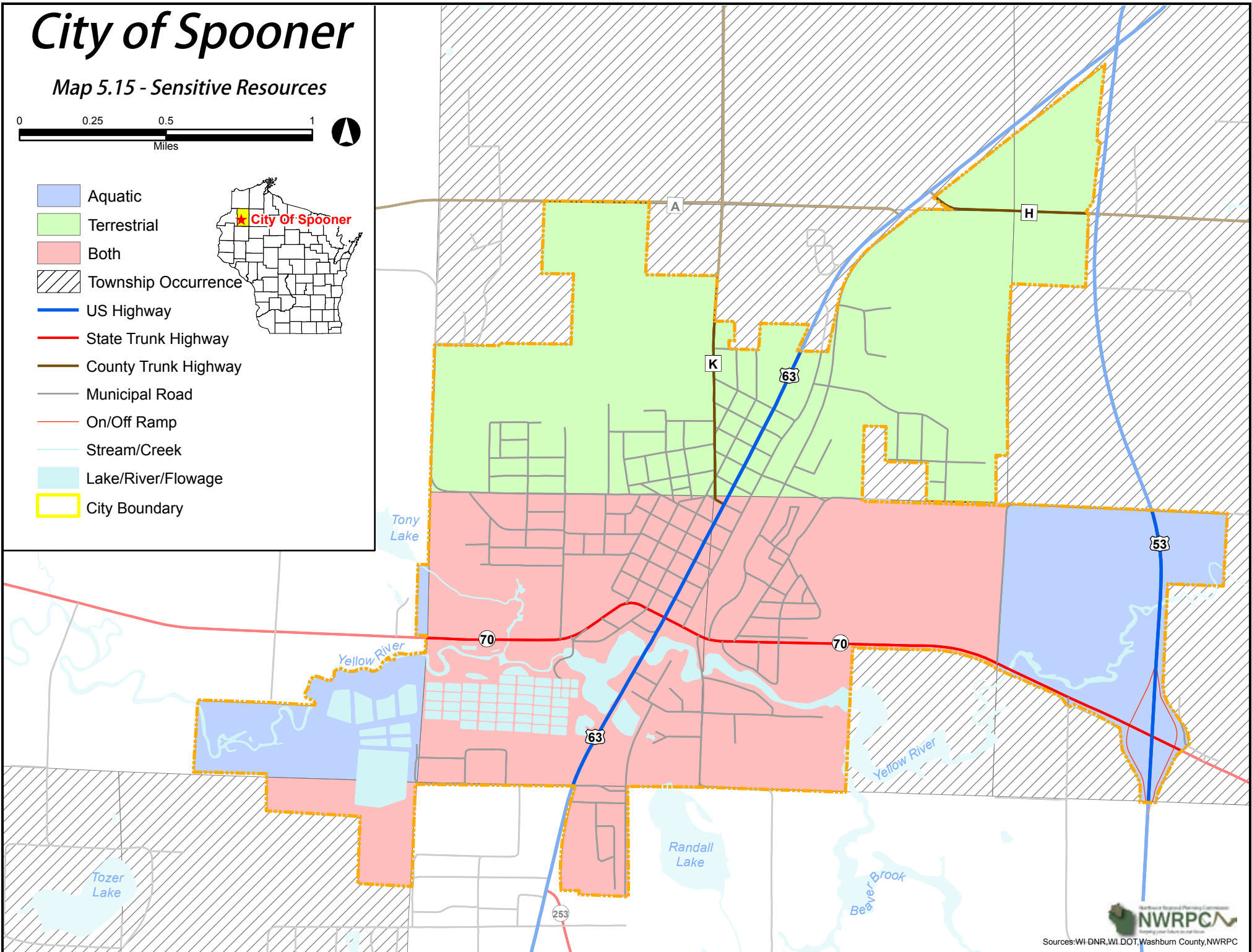
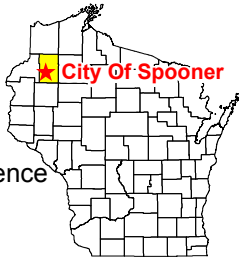


# City of Spooner

Map 5.15 - Sensitive Resources



- Aquatic
- Terrestrial
- Both
- Township Occurrence
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- On/Off Ramp
- Stream/Creek
- Lake/River/Flowage
- City Boundary



# **Economic Development**



## 6 ECONOMIC DEVELOPMENT

### 6.1 INTRODUCTION

Economic development is an ongoing and continual process. Attracting new and innovative businesses and industries and working with existing businesses is essential for a community's economic survival and prosperity. Numerous factors contribute to the economic development of a community, many of which extend far beyond the community's boundaries. Therefore, in addition to the specific data on the City of Spooner, this element also includes information on Washburn County and the State of Wisconsin.

### 6.2 LABOR FORCE

The labor force is that portion of the population 16 years or older that is employed or unemployed but actively seeking employment. According to the 2008-2012 American Community Survey 5-Year Estimates, of the 2,649 residents of the City of Spooner, 2,051 were 16 years of age or older. Of those 2,051 residents, 1,166 were employed. Beyond Census data, information on the labor force and unemployment rate is only available at the county level.

#### 6.2.1 UNEMPLOYMENT

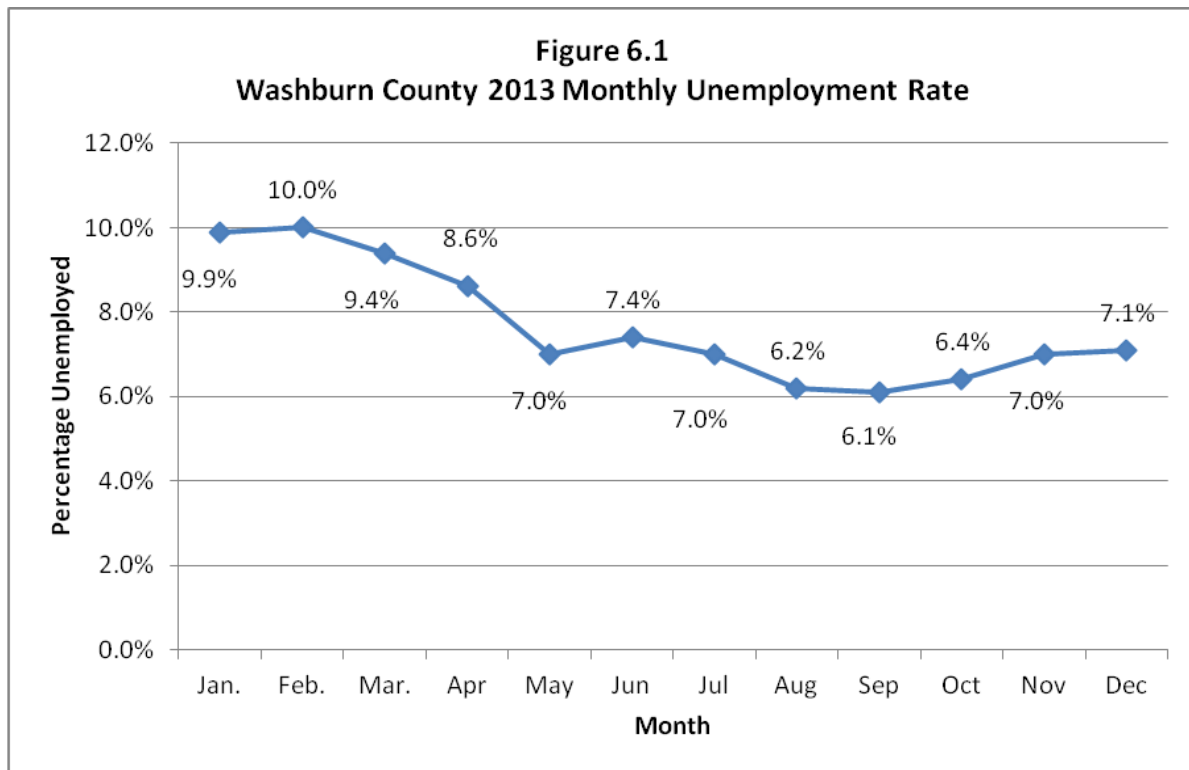
Table 1.8 reveals the County labor force statistics for the last ten years on an average annual basis. After a slight decline in 2005 employment levels increase through 2009 in large part due to the Great Recession (financial and housing). In 2009, the unemployment rate peaked at 9.9% and has continued in a downward trend since 2010.

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
<b>Labor Force</b>	8,251	8,541	8,139	7,922	7,837	7,998	7,891	7,796	7,932	7,830
<b>Employed</b>	7,742	8,039	7,607	7,392	7,321	7,203	7,129	7,104	7,302	7,229
<b>Unemployed</b>	509	502	532	530	516	795	762	692	630	601
<b>Rate</b>	6.2	5.9	6.5	6.7	6.6	9.9	9.7	8.9	7.9	7.7

Source: Office of Economic Advisors, WI Dept. of Workforce Development, LAUS

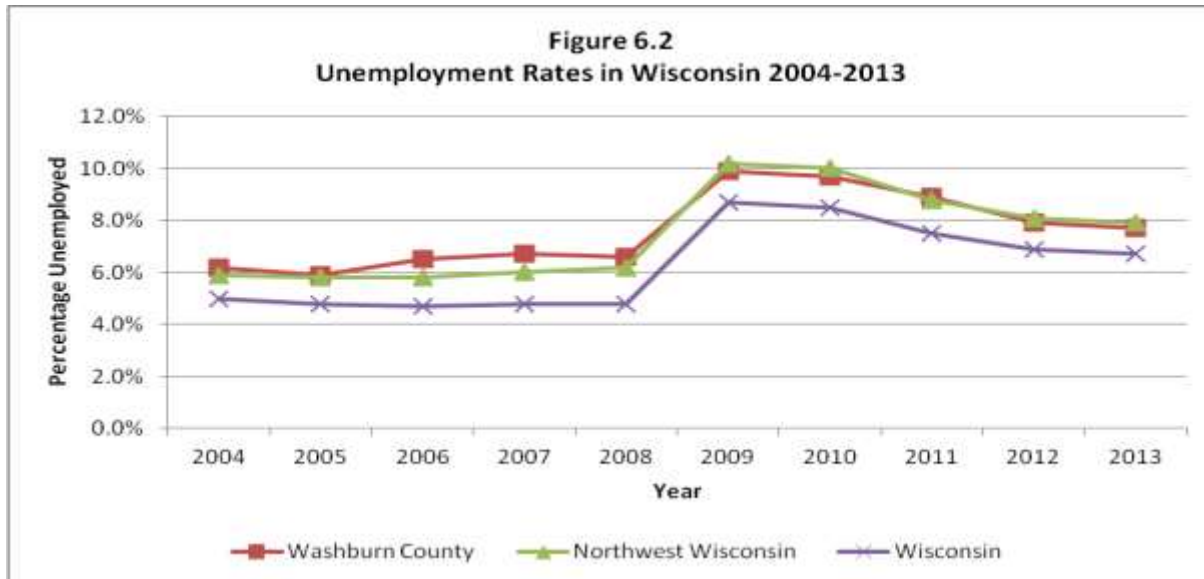


The unemployment rate by month in 2013 for Washburn County is illustrated in Figure 6.1. As shown, the rate fluctuates with the seasons due to the amount of tourism in the area and the seasonality of many jobs.



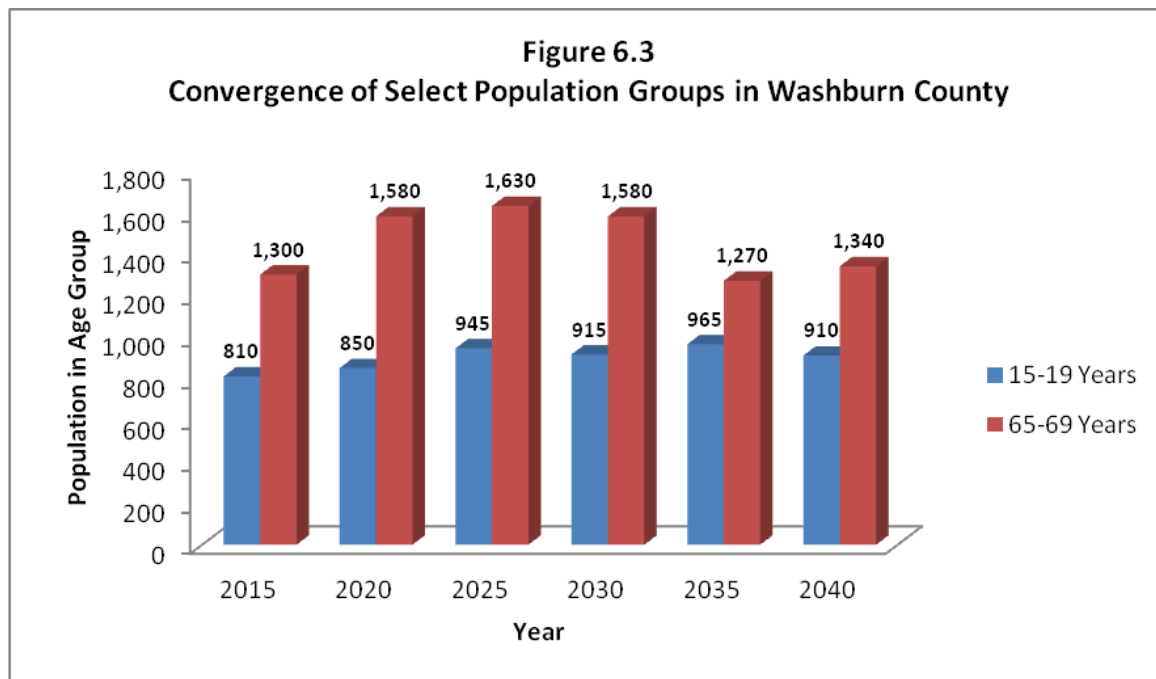
Source: Office of Economic Advisors, WI Dept. of Workforce Development, LAUS

Figure 6.2 compares the unemployment rate for Washburn County with Northwest Wisconsin and the State of Wisconsin from 2004-2013. As indicated, the County and regional rates are quite similar, but the State consistently had a lower unemployment rate. In recent years, however, the gap has been narrowing as businesses are discovering the advantages of locating in Northwest Wisconsin. Because of today's advanced technology, many businesses can be conducted from rural areas. Furthermore, many workers are willing to move to the area to enjoy the lifestyle and amenities that Northwest Wisconsin has to offer.



Source: Office of Economic Advisors, WI Dept. of Workforce Development, LAUS

The impact of an aging population will not only be on the services they require, but also the availability of labor. Figure 6.3 depicts population projections for the age groups 15-19 years and 65-69 years to the year 2040. Assuming that people will enter the workforce sometime between 15 and 19 years of age and leave the workforce between 65 and 69 years, around 2035 the second group, the tail end of the baby boom, will finish exiting the workforce and the populations in these two age groups will begin to converge again.



Source: Demographic Services Center, Wisconsin Department of Administration

As residents grow older, their participation in the labor force declines. According to the Office of Economic Advisors, Wisconsin Department of Workforce Development, “Labor force participation rates (LFPR) among the population 25 to 50 years of age generally exceed 85 percent in Washburn County. But after age 55, the LFPR begins to drop and by 60 years it nears 50 percent.” Although County population is projected to grow slowly during the next 25 years, the size of the labor force is expected to decline. Labor shortages will be most apparent in occupations that rely on younger workers or require specialized skills. Furthermore, the growing population of elderly residents will demand changes in the types of goods and services provided in local communities.

Table 6.2 indicates the labor force participation rates for Washburn County and the City of Spooner based on age groups. The decline in LFPR for the older population can easily be seen starting at age 55. For Spooner, the biggest drop in LFPR was from 58.2 percent (62-64 years) to 13.9 percent (65-69 years), indicating a surge of people taking retirement after age 64.



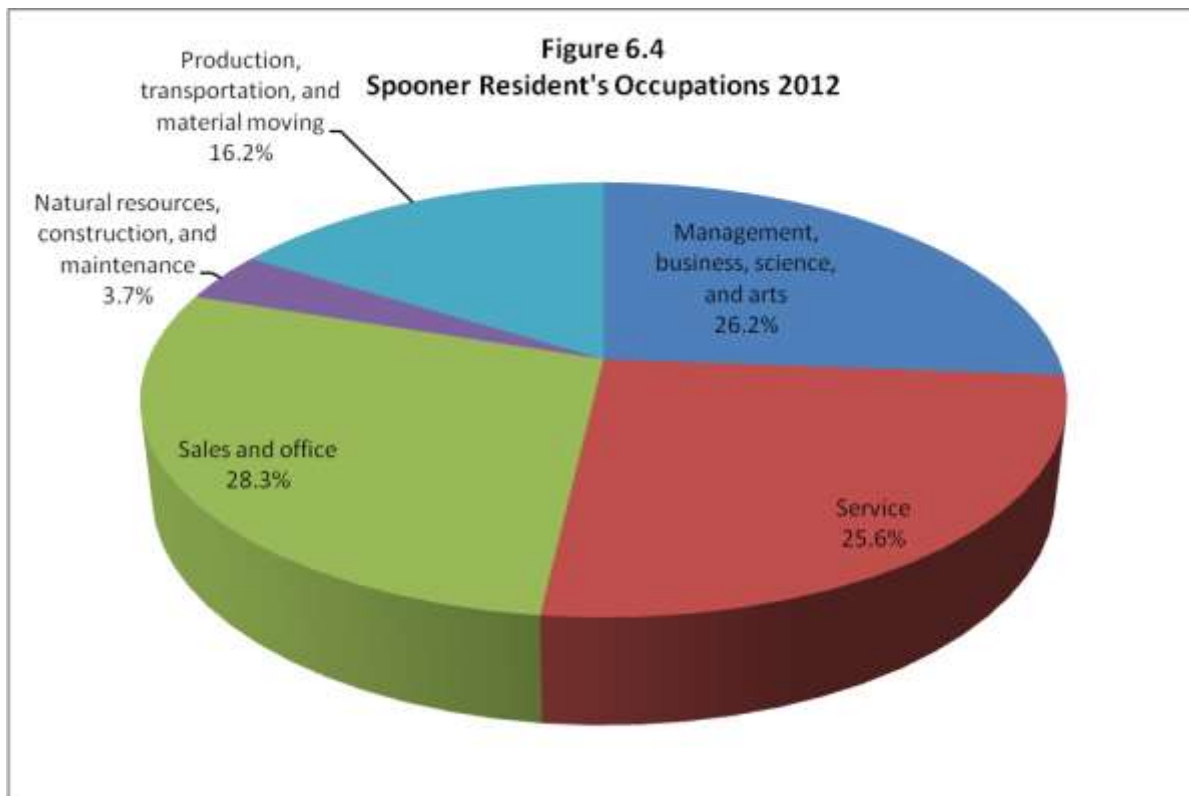
**Table 6.2 Labor Force Participation Rates 2013**

Age Group	Washburn County			City of Spooner		
	In Labor Force	Not in Labor Force	Labor Force Participation Rate	In Labor Force	Not in Labor Force	Labor Force Participation Rate
16 to 19 Years	296	369	44.5%	29	75	27.9%
20 to 21 Years	205	14	93.6%	74	0	100%
22 to 24 Years	328	68	82.8%	74	24	75.6%
25 to 29 Years	574	103	84.8%	125	7	94.7%
30 to 34 Years	669	99	87.1%	179	24	88.2%
35 to 44 Years	1,418	279	83.6%	200	82	71.0%
45 to 54 Years	2,032	442	82.1%	265	71	78.9%
55 to 59 Years	967	349	73.5%	91	47	65.9%
60 to 61 Years	299	244	55.1%	20	15	57.1%
62 to 64 Years	331	444	42.8%	46	33	58.2%
65 to 69 Years	232	942	19.8%	23	142	13.9%
70 to 74 Years	89	748	10.6%	16	87	15.5%
75 Years +	36	1,471	2.4%	5	318	1.5%
<b>Totals</b>	<b>7,476</b>	<b>5,572</b>	<b>58.7%</b>	<b>1,147</b>	<b>925</b>	<b>57.6%</b>

Source: 2009-2013 American Community Survey 5-Year Estimates

### 6.2.3 Occupations

Spooner residents are employed in many occupations. Figure 6.4 displays the number and percent of city residents employed in the occupational categories reported by 2008-2012 American Community Survey 5-Year Estimates. The occupational group with the most residents (297) is sales and office occupations. Following close behind is management, business, science, and arts occupations at 275 residents. Many of these occupations are in the health and education fields. The fewest residents were employed in the natural resources, construction, and maintenance.



Source: 2008-2012 American Community Survey 5-Year Estimates

### 6.2.4 Commuter Patterns

Table 6.3 shows the number of people who lived or worked in the City of Spooner and who commuted to work and the location of their place of employment and the location of their residence as of Census 2000 (Commuting patterns were not assessed in the 2010 Census). Of the 1,118 Spooner residents that commuted to work, nearly 60 percent worked in the City. Another 9 percent worked in the City of Shell Lake and 6 percent in neighboring Barron County. Only 33 Spooner residents worked in another state. Of the 2,207 people who worked in the City of Spooner, approximately 30 percent are residents of the City, 53 percent reside outside of Spooner but in Washburn County, and 16 percent commute from outside of Washburn County.





**Table 6.3 City of Spooner Commuting Patterns, 2000**

Live In	Work In	Count	Travel To	From	Count
City of Spooner	City of Spooner, Washburn Co	668	City of Spooner	City of Spooner, Washburn Co	668
	C of Shell Lake, Washburn Co	105		T of Evergreen, Washburn Co	200
	Barron County, WI	67		Burnett County, WI	170
	T of Beaver Brook, Washburn Co	47		Town of Trego, Washburn Co	140
	Sawyer County, WI	40		T of Beaver Brook, Washburn Co	119
	Burnett County, WI	38		T of Bashaw, Washburn Co	115
	Town of Trego, Washburn Co	27		T of Spooner, Washburn Co	114
	T of Minong, Washburn Co	21		Barron County, WI	86
	Douglas County, WI	16		C of Shell Lake, Washburn Co	86
	V of Minong, Washburn Co	13		T of Casey, Washburn Co	85
	Anoka County, MN	11		T of Madge, Washburn Co	52
	T of Stone Lake, Washburn Co	9		Sawyer County, WI	48
	T of Casey, Washburn Co	7		T of Crystal, Washburn Co	41
	T of Evergreen, Washburn Co	5		T of Brooklyn, Washburn Co	37
	La Crosse County, WI	5		T of Springbrook, Washburn Co	31
	T of Springbrook, Washburn Co	5		T of Barronett, Washburn Co	30
	Iowa	5		T of Stone Lake, Washburn Co	24
	T of Barronett, Washburn Co	5		T of Minong, Washburn Co	24
	Pine County, MN	5		T of Chicog, Washburn Co	14
	Hennepin County, MN	4		T of Sarona, Washburn Co	14
	Rusk County, MN	4		T of Bass Lake, Washburn Co	13
	Dakota County, MN	3		T of Long Lake, Washburn Co	13
	Dodge County, WI	3		Douglas County, WI	12
	Polk County, WI	2		California	9
	T of Spooner, Washburn Co	2		Eau Claire Co, WI	9
	V of Birchwood, Washburn Co	1		T of Gull Lake, Washburn Co	8
				T of Birchwood, Washburn Co	8
				Polk County, WI	8
				Illinois	6
				Taylor County, WI	6
				V of Minong, Washburn Co	5
				T of Frog Creek, Washburn Co	3
		V of Birchwood, Washburn Co	2		
		Pine County, MN	2		
		Bayfield County, WI	2		
		Marathon County, WI	2		
<b>Totals</b>		<b>1,118</b>	<b>Totals</b>		<b>2,207</b>

Source: 2000 U.S. Census, MCD/County to MCD/County Worker Flow files



### 6.2.5 Education Levels

The education levels of Spooner residents, 25 years and over, as reported by 2008-2012 American Community Survey 5-Year Estimates are listed in Table 6.4. The percentage of residents with a postsecondary education is considerably less than the state and national levels but is about the same as the rest of Washburn County. See Element 1, Demographics and Issues and Opportunities, for comparisons of all levels of education with Washburn County and Wisconsin levels.

<b>City of Spooner</b>	<b>Number</b>	<b>Percent</b>
Less than 9th grade	84	4.9%
9th to 12th Grade, No Diploma	90	5.2%
High School Graduate	716	41.4%
Some College, No Degree	407	23.6%
Associate Degree	174	10.1%
Bachelor's Degree	160	9.3%
Graduate or Professional Degree	97	5.6%
<b>Totals</b>	<b>1,728</b>	<b>100.0%</b>

Source: 2008-2012 American Community Survey 5-Year Estimates

## 6.3 ECONOMIC BASE

The City of Spooner, located in central Washburn County, has as an asset its location on several of the heaviest traveled highways in northwestern Wisconsin. U.S. Highways 63 and 53 (north-south) and State Highway 70 (east-west) converge in Spooner making it easily accessible from all directions. Thus, it is a natural stopping point for travelers from Minnesota and Illinois and other states for fuel, food, supplies, and a chance to stretch their legs. Because of its accessibility, Spooner is also an ideal location for locating a business.

### 6.3.1 Employment by industry

As indicated by Table 6.5, the number of Spooner residents, males and females, employed in 2012 is close. However, there are some major differences in the numbers when looking at certain industries, such as manufacturing and healthcare and social assistance.

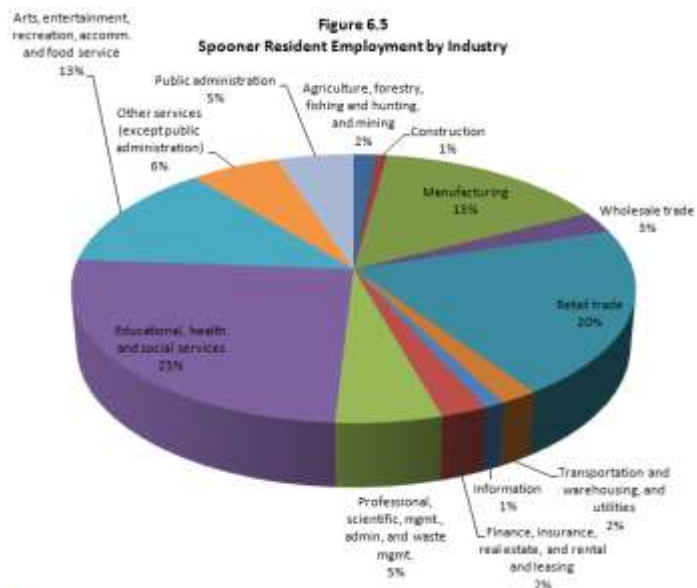


**Table 6.5 City of Spooner Resident's Employment by Sex by Industry 2012**

Industry	Male	Female	Percent
All Industries	503	547	100.0%
Agriculture, forestry, fishing and hunting, and mining	11	5	1.5%
Construction	8	0	0.7%
Manufacturing	141	20	15.3%
Wholesale trade	16	11	2.6%
Retail trade	102	110	20.2%
Transportation and warehousing, and utilities	14	6	1.9%
Information	5	6	1.0%
Finance, insurance, real estate, and rental and leasing	17	7	2.3%
Professional, scientific, mgmt., admin, and waste mgmt.	17	39	5.3%
Educational, health and social services	65	200	25.2%
Arts, entertainment, recreation, accomm. and food	49	86	12.9%
Other services (except public administration)	40	21	5.8%
Public administration	18	36	5.1%

Source: 2008-2012 American Community Survey 5-Year Estimates

Employment in 2012 of Spooner residents is depicted in Figure 6.5. The Education, Health, and Social Services sector employed the largest percentage of residents at 25.2 percent. A major hospital, clinic, and nursing home are located within the City, which helps account for the employment in that sector. Retail trade is the second largest sector of employment for residents, which is in part due to the tourism trade that takes place in the Spooner area during the summer season.



Source: 2008-2012 American Community Survey 5-Year Estimates

The average number of establishments and employees by industry sector in 2013 for Washburn County are listed in Table 6.6. Service producing industries make up 80.5 percent of total businesses and 76.5 percent of total employment in the County. Jobs that are exempt or otherwise not covered by unemployment insurance are not included in the Covered Employment and Wages tabulations.



**Table 6.6 Washburn County 2013 Covered Employment and Wages, NAICS Based**

Industry Sector	Average Number of Businesses	Average Number of Employees	% of Total Businesses	% of Total Employment
<b>All Industries</b>	<b>554</b>	<b>5,782</b>	<b>100.0%</b>	<b>100.0%</b>
<b><u>Goods Producing</u></b>	<b><u>108</u></b>	<b><u>1,359</u></b>	<b><u>19.5%</u></b>	<b><u>23.5%</u></b>
<b>Natural Resources &amp; Mining</b>	<b>17</b>	<b>74</b>	<b>3.1%</b>	<b>1.2%</b>
<b>Construction</b>	<b>64</b>	<b>104</b>	<b>11.6%</b>	<b>1.8%</b>
<b>Manufacturing</b>	<b>27</b>	<b>1,181</b>	<b>4.8%</b>	<b>20.4%</b>
<b><u>Service Producing</u></b>	<b><u>446</u></b>	<b><u>4,423</u></b>	<b><u>80.5%</u></b>	<b><u>76.5%</u></b>
<b>Trade, Transportation, Utilities</b>	<b>116</b>	<b>1,059</b>	<b>20.9%</b>	<b>18.3%</b>
Trade	78	772	14.1%	13.4%
Transportation & Warehousing	23	225	4.2%	3.9%
Utilities	ND	ND	NA	NA
<b>Information</b>	<b>5</b>	<b>36</b>	<b>0.9%</b>	<b>0.6%</b>
<b>Financial Activities</b>	<b>39</b>	<b>181</b>	<b>7.0%</b>	<b>3.1%</b>
Finance & Insurance	24	143	4.3%	2.5%
Real Estate & Rental & Leasing	15	38	2.7%	0.6%
<b>Professional &amp; Business Services</b>	<b>46</b>	<b>307</b>	<b>8.3%</b>	<b>5.3%</b>
Management	ND	ND	NA	NA
Administrative & Waste Services	16	92	2.9%	1.6%
<b>Education &amp; Health</b>	<b>62</b>	<b>1,392</b>	<b>11.2%</b>	<b>24.1%</b>
Education	10	559	1.8%	9.7%
Healthcare & Social Assistance	52	834	9.4%	14.4%
<b>Leisure &amp; Hospitality</b>	<b>92</b>	<b>638</b>	<b>16.7%</b>	<b>11.0%</b>
Arts, Entertainment, Recreation	12	73	2.2%	1.3%
Accommodation & Food Service	80	565	14.4%	9.8%
<b>Other Services</b>	<b>42</b>	<b>201</b>	<b>7.6%</b>	<b>3.5%</b>
<b>Public Administration</b>	<b>44</b>	<b>609</b>	<b>7.9%</b>	<b>10.5%</b>

Source: U.S. Dept. of Labor, Bureau of Labor Statistics

ND: Non-Disclosable -data does not meet BLS or State agency disclosure standards



According to the U.S. Census Bureau, **nonemployers** are businesses that have no paid employees and are subject to federal income tax. “Most nonemployers are typically self-employed individuals or partnerships operating very small unincorporated businesses, which may or may not be the owner’s principal source of income. Although nonemployers constitute a large part of the business universe in terms of the number of establishments, they contribute a relatively small portion of the overall sales and receipts data.” In 2012, there were 1,486 nonemployer establishments in Washburn County.

### 6.3.2 Wages

Wages have been, and continue to be, notoriously low in Northwest Wisconsin. Table 6.7 gives the average annual wage by industry for Washburn County and the State. The biggest wage disparity between the County and the State are in the construction, financial activities, information, and manufacturing industries.

<b>Industry</b>	<b>Washburn County</b>	<b>State of Wisconsin</b>	<b>% of State</b>
Total, All Industries	\$31,393	\$43,085	72.9%
Natural Resources	\$28,098	\$34,056	82.5%
Construction	\$29,070	\$53,398	54.4%
Manufacturing	\$31,943	\$53,099	60.2%
Trade, Transportation, Utilities	\$24,947	\$36,532	68.3%
Information	\$37,257	\$58,360	62.3%
Financial Activities	\$31,432	\$59,735	52.6%
Professional & Business Services	\$65,772	\$50,725	130.0%
Education & Health	\$32,802	\$44,460	72.2%
Leisure & Hospitality	\$12,460	\$15,538	80.2%
Other Services	\$19,538	\$24,649	79.3%
Public Administration	\$32,726	\$43,393	75.4%

Source: Wisconsin Department of Workforce Development

### 6.3.3 Spooner Businesses

Table 6.8 lists the top employers by number of reported employees. Within the employment ranges, however, the companies are not necessarily in rank order.



**Table 6.8 Top Employers in Spooner in Order of Number of Employees**

Employer Name	Product or Service	Employment Size Range
SCHMITZ'S SPOONER ECONOMART	Supermarkets and other grocery stores	100-249
SPOONER SCHOOL DISTRICT	Elementary and secondary schools	100-249
SPOONER HEALTH SYSTEM INC	General medical and surgical hospitals	100-249
T & T TOOL INC	Machine shops	50-99
WISCONSIN DEPT. OF NATURAL RESOURCES	Admin of conservation programs	50-99
WISCONSIN DEPT. OF TRANSPORTATION	Regulation & Admin of Transportation	50-99
BENEDICTINE LIVING CENTER	Assisted living facilities for elderly	50-99
SPOONER GOLF CLUB	Golf course	50-99
MC DONALD'S RESTAURANTS	Limited-service restaurants	20-49
STATE PATROL	Police protection	20-49
RED CROSS PHARMACY INC	Pharmacies and drug stores	20-49
ESSENTIA HEALTH CARE	Ambulatory surgical & emergency care	20-49
SPOONER FIRE DISTRICT	Fire protection	20-49
WASHBURN COUNTY HWY DEPT	Highway street and bridge construction	20-49

Source: ReferenceUSA

### 6.3.4 DOWNTOWN BUSINESS AREA

The City of Spooner’s downtown business district centers around the intersection of River Street and Walnut Street. Because of its location and tourist traffic, Spooner is concerned with its downtown attracting more tourist dollars. In the past, two studies, the *Spooner Downtown Redevelopment Study* (1973) and *Main Street: Spooner* (1978), examined the downtown commercial area and identified problems associated with storefront appearances, attracting new shoppers, parking, traffic flow, and possible competition from new businesses entering the area. Recommendations and suggestions were given to improve the physical appearance and accessibility of the central business district and to form a downtown merchants association. Some have been implemented and others have not.

In 2004, businesses in the downtown created a Business Improvement District (BID). The BID allows for an assessment on properties that allows business properties within that geographic area to contribute funds to programs aimed at promotion, management, maintenance and development of the district. The



BID and other measures assist in continuing the revitalization of the downtown area and in defining core downtown design standards.

A *Retail Mix Analysis* was undertaken in 2013 through a cooperative effort of the University of Wisconsin-Extension and the Spooner Area Chamber of Commerce. The study goals included identifying the community's current retail and service business strengths as a basis for developing marketing initiatives; help individual businesses considering expanding or diversifying by delineating the community's business mix gaps as potential secondary product or service lines.

Planning for the potential redevelopment of the Spooner Rail Yard has been on-going for a number of years. The City, local businesses, and others have been meeting to develop a master plan for redevelopment of this area.

### **6.3.5 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.

Washburn County, through the Washburn County Industrial Development Agency, has a number of revolving loan funds available to small businesses for start up and expansion purposes. The funds were originally established by a grant from the Wisconsin Department of Commerce, Department of Housing and Urban Development (HUD) to help county businesses. As that money revolves back to the loan fund, it is being re-lent to assist other businesses. In late 2005, Washburn County contributed \$300,000 from power-line funds toward the creation of another revolving loan fund that has fewer restrictions on the use of such funds compared to other revolving loan funds under management.

The Northwest Wisconsin Business Development Corporation (NWBDC) is a non-profit corporation formed by the Northwest Regional Planning Commission (NWRPC) to address the critical need for business financing in northwestern Wisconsin. 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 copyright



### **6.3.6 QUALITY OF LIFE**

Maintaining the balance of growing the local economic base and preserving the quality of life is a challenge for the city and local economic development organizations. The City of Spooner has a beautiful natural environment characterized by diverse terrain and many different types of trees dotting the landscape. It truly typifies the aura of being in the North Woods.

A good quality of life is becoming increasingly important to employers and employees alike, not only in Wisconsin, but around the country. Washburn County, the City of Spooner and the surrounding area have a premium quality of life, with a beautiful physical environment, excellent quality and quantity of water, excellent school system, good public services, and an above average labor force with a good work ethic. Modern health care facilities and medical professionals are readily available to Spooner area residents.

Natural, recreational, and lifestyle amenities abound throughout the County and tranquility and solitude of the great outdoors is plentiful. Spooner is far enough north to escape the crowds, yet has exceptional four-season recreational opportunities. The lack of traffic jams, low crime rates, and low costs 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 Spooner.

### **6.3.7 Infrastructure**

Washburn County and the City of Spooner have excellent transportation facilities for pursuing industrial and commercial/retail development and tourism. The City of Spooner is located on U.S. Highway 63, which runs through the County from the southwest to the northeast; U.S. Highway 53, which runs north-south through the County; and State Highway 70, which stretches east-west. Besides easy access by automobiles, these major thoroughfares provide easy truck freight access to businesses throughout the County.

Scheduled domestic and international passenger service is available at the Duluth International Airport and Twin Cities International Airport. The Shell Lake Municipal Airport, located six miles south of Spooner, provides the closest municipal airport. Because the ramp, runway and taxiways are plowed of snow, the airport is usable all year round.

General cargo service is available at Duluth/Superior and Minneapolis/St. Paul, Minnesota. The largest deep-draft commercial harbor (port) is located at Superior/Duluth.





Rail freight is available through the Canadian National Railroad (CN) that crosses the northeast corner of Washburn County. The CN provides the opportunity for direct access to international commerce through Canada and a gateway to the rest of the United States through Chicago, Illinois. A shortline railroad, the Wisconsin Great Northern Railroad, is available to haul freight between Spooner and Hayward Junction, allowing for a direct connection to CN.

Other physical infrastructures, like sewer, water, natural gas, electrical services, and telecommunications are plentiful and readily available for business development. Rural areas in Wisconsin, such as Washburn County, are further ahead than many urban areas in the availability of high speed Internet access.

## **6.4 THE IMPACT OF TOURISM**

Information on tourism is not available at the community level; therefore, Washburn County data is used in this section. Washburn County is a vacationland for local and distance travelers and ranks 56<sup>th</sup> in the state for traveler spending in 2013. Its natural amenities, an abundance of woods and water, significantly contribute to the number of visitors to the County.

In the Spooner area, there are more than 250 miles of groomed snowmobiling trails, eight cross country ski trails, ATV trails, walking trails, and horseback riding opportunities. In addition there are many parks, six golf courses, historic sites, and area attractions. Businesses that cater to tourism, such as motels, resorts, campgrounds, B&Bs, and retail stores complement the many outdoor opportunities.

Tourism is an extremely vital part of Washburn County's economy. According to the Wisconsin Department of Tourism, visitors to Washburn County (2013) spent a total of \$64 million. The total impact of tourism extends far into the county, making a contribution to schools and local governments. Local & state revenues (property taxes, sales taxes, lodging taxes, etc.) collected as a result of travelers in Washburn County resulted in an estimated \$3.3 million in 2013.

## **6.5 ATTRACTING/RETAINING BUSINESS AND INDUSTRY**

In response to the 2001 City of Spooner's Comprehensive Plan Survey, 79 percent of residents and non-residents believe that having job opportunities in the City is important but only 15 percent are satisfied with the job opportunities available. A majority of residents and non-residents (70 percent) feel it is



important to attract more tourists to the area; however, 85 percent feel it is important to attract new industry to the area.

It is estimated that 85 percent of the employment in an area is generated by 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 them to help them remain competitive in a global economy. This section provides information on existing programs, initiatives, and organizations available to attract/retain businesses and industries in the City of Spooner and Washburn County.

### **6.5.1 Workforce Development**

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 Spooner.

Wisconsin Indianhead Technical College (WITC) is an accredited postsecondary educational institution serving Northwestern Wisconsin. Its administrative offices are located in the City of Shell Lake and a learning center is located in Spooner. Although neither a campus nor a branch is located in Washburn County, there are several in neighboring counties within an easy commute. 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.

### **6.5.2 Business Development Assistance**

There are several organizations available to assist existing and prospective businesses with technical assistance, business planning, and financing.

The Spooner Development Corporation, created in 2012, was formed to assist Spooner businesses and promote economic development opportunities in the City.



The Washburn County Economic Development Corporation (WCEDC) promotes the development of business start-ups, assists in the relocation of businesses and helps facilitate economic growth and stability for Washburn County. WCEDC has an on-going annual contract with the Washburn County Industrial Development Agency for administration of several Revolving Loan Funds (RLF's), and a sizable annual injection of funds from Washburn County.

Northwest Regional Planning Commission has a number of entities within its organization to assist business and has gap financing available to assist local businesses meeting loan fund requirements.

The University of Wisconsin-Superior Small Business Development Center (SBDC) can assist 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.

## 6.6 STRENGTHS AND WEAKNESSES

The following strengths and weaknesses were identified as part of the overall planning process. The attraction of business and industry is an important goal for the City. Spooner and the surrounding area have several attributes that make it an excellent place to locate a potential business.

### Strengths

- Access to major State Highways
- Available work force
- Quality of Life
- Strong tourism trade
- Good local schools
- Available vacant land
- Tax Incremental Districts
- Available financial resources
- Abundance of recreational activities
- Available industrial lands

While the city enjoys its share of advantages, there are several disadvantages or weaknesses that the city must address when seeking to attract new business and industry.

### Weaknesses

- Limited land in city for development purposes
- Limited higher education training
- Lack of moderately priced housing
- Lack of good jobs for young people
- Traffic issues
- Lack of selection of retail goods



## 6.7 Business and Industry Sites

The City of Spooner has been aggressive in developing and providing available space for all types of business and industry sites. Primarily through the use of Tax Increment Finance Districts, the City has been able to plan, develop, and make available land for expansion and recruitment of manufacturing and commercial employers.

Tax Increment District Three and Four are excellent examples of how the city has made available land for economic development purposes. These Districts have been developed with the ability of manufacturing and commercial developments to carve out of the Districts the necessary land/acreages needed to meet their needs. Additionally, the City has planned for infrastructure needs along the way.

The City continues to seek additional lands for all types of future development. With the potential of being landlocked and with no available business and industrial sites significantly limits the economic prosperity of the city and its residents. During the planning process, several categories of businesses have been expressed. These include, but are not limited to the following: manufacturing and light industry, commercial/retail, and tourism. These categories parallel existing business trade already evident in the city.

## 6.8 REDEVELOPMENT AND CONTAMINATED SITES

Many urban or rural areas have former industrial or commercial sites where contamination is present or perceived to be present. These “brownfield” or contaminated sites are often abandoned or underutilized sites that could be redeveloped to accommodate growth. Table 6.9 is a listing from the Wisconsin Department of Natural Resources of open contamination sites within the City of Spooner.

**Table 6.9 Spooner Open Sites**

Activity Name	Location	Jurisdiction	Type
Spooner Rail Yard – Maintenance Area	Spooner	DNR	ERP
Washburn County Highway Department (Former)	Spooner	DNR	ERP
Spooner Rail Yard – Near MP 77.2	Spooner	DNR	ERP
Spooner Rail Yard – Old Depot Small Building	Spooner	DNR	LUST

Source: WDNR, BRRTS – October 2014



While there are several other sites identified in the BRRTS as “closed”, the above listing of open sites represents areas where activities are underway to resolve or minimize past environmental conditions. According to BRRTS, LUST (Leaking Underground Storage Tanks) sites have contaminated soil and/or groundwater with petroleum. Over time, petroleum contamination naturally breaks down in the environment. ERP (Environmental Repair) sites are sites other than LUSTs that have contaminated soil and/or groundwater. ERP examples include industrial spills or dumping that need long term investigation, buried containers or hazardous substances, and closed landfills that have caused contamination.

The State of Wisconsin encourages the effective cleanup, reuse and reclamation of sites damaged through prior usage. Several programs exist to fund or assist in funding the redevelopment of these sites. The Brownfield's Initiative provides grants to individuals, businesses; local development organizations and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet clean-up costs. Additionally, the Department of Commerce's Petroleum Environmental Clean-Up Fund reimburses property owners for eligible clean-up costs related to discharges from petroleum tank systems.

## **6.9 ECONOMIC DEVELOPMENT PROGRAMS**

There are many programs at the federal, state, county, and regional level that can help Spooner in the support and development of economic development efforts. In addition, there are programs available for individual businesses to assist 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 in the County that provide assistance to local units of government and businesses. These are also listed in this section.

### **FEDERAL**

#### **Economic Development Administration**

The U.S. Department of Commerce Economic Development Administration offers programs for assistance with economic development projects. The Public Works and Economic Development Facilities Assistance Program 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.



## **Rural Development**

The USDA Rural Development Community Facility Loan Program provides funds to local units of government to construct, enlarge, extend, or otherwise improve community facilities providing essential services in rural areas and towns with a population of 50,000 or less.

## **STATE**

### **WISCONSIN DEPARTMENT OF ADMINISTRATION**

A number of programs are available through the Wisconsin Department of Administration. The Community Development Block Grant for Economic Development (CDBG-ED) provides 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 Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED) provides 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.

### **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**

### **Northwest Regional Planning Commission**

The Northwest Regional Planning Commission (NWRPC) 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 Washburn 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.



In an effort to build a focused development strategy for the Northwest Region, NWRPC developed three non-profit development corporations, each focusing on a specific area need and opportunity including financing for business start up and expansions (Northwest Wisconsin Business Development Corporation), technology-based business development (Wisconsin Business Innovation Corporation), and affordable housing (Northwest Affordable Housing, Inc.). NWRPC is located in the City of Spooner.

### **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.

## **LOCAL**

### **Economic Development Organizations**

Several economic development organizations dedicated to community and business development exist in Spooner and Washburn County. Following is a list of these organizations that promote economic development or provide assistance to local units of government and businesses and industries within the county.

#### **Spoooner Development Corporation**

The Spooner Development Corporation, created in 2012, was formed to assist Spooner businesses and promote economic development opportunities in the City. While the corporation has no direct loan assistance programs, the group works collaboratively with other local entities.

#### **Washburn County Industrial Development Agency**

The Washburn County Industrial Development Agency, LTD oversees the county's revolving loan funds. The funds are available to local businesses to increase productivity and spur job creation through expansion and growth. Administration of the revolving loan funds is provided by the Washburn County Economic Development Corporation.

#### **Washburn County Economic Development Corporation**

The Washburn County Economic Development Corporation is a 501(c)(3) not-for-profit economic development group representing businesses and local units of government in Washburn County. The corporation is tasked with increasing employment opportunities throughout the county by meeting with businesses from outside the county that may be interested in relocating to the county. The



corporation also meets with existing businesses interested in retaining or expanding their local employment base.

### **Spooner Redevelopment Authority**

Created in 1988, the Spooner Redevelopment Authority assists in urban renewal and community development programs and projects. By undertaking qualified redevelopment projects, planned, integrated, stable, safe, and healthful neighborhoods, the provision of healthful homes, decent living environment, and adequate places for employment will result for city residents.

### **Spooner Chamber of Commerce**

The Spooner Chamber of Commerce assists with business plans, business regulations, business administration, how to start a small business, and can provide guidance to businesses licensed for an area. In addition, the chamber can assist in other business needs, such as getting help with employee benefits, tax services, human resources, payroll, etc.

The Spooner Chamber of Commerce has conducted a research project aimed at facilitating local business and community development. As a result of this research, the Chamber published three reports entitled: *Spooner Market Profile*, *Comparative Analysis*, and *Perspective Analysis*.

## **6.10 ECONOMIC DEVELOPMENT GOALS AND OBJECTIVES**

In the 1995 City of Spooner Community Economic Development Diversification Plan it identified four primary goals.

- Promote continued industrial development for the City of Spooner;
- Provide diverse and expanding employment opportunities for the residents of Spooner;
- Continue city-wide revitalization and development in Spooner; and
- Strengthen ties and coordination between city government and the community.

Nearly twenty-years later, the overall economic goals are very similar. While significant economic strides have occurred over the past 20-year period, continued growth and expansion of economic development opportunities of all kinds are necessary to keep Spooner an economically attractive community. Several goals and objectives needed to expand and promote the economic base in the next 20 years in the City of Spooner are provided below.





**GOALS:**

Promote the expansion and stabilization of our economic base. Create a range of employment opportunities, including laborer, white collar and professional jobs. Create a community identity to promote community pride, cooperation and tourism.

**OBJECTIVES:**

1. Develop a diverse economic base that includes manufacturing, retail, government, service, medical and tourism.
2. Create, retain and support new employment opportunities in all segments of the work force.
3. Develop a community pride and identity that will promote the City of Spooner and area tourism. Try to balance the needs of retail, commercial, government, medical and tourism to the resources available.

# **Intergovernmental cooperation**



## 7 Intergovernmental Cooperation

### 7.1 INTRODUCTION

Intergovernmental cooperation exists in varying forms among many different levels of governments. This cooperation is a daily activity as governments perform their functions. It involves working with neighboring communities and agencies to understand how their future planning activities will impact the City of Spooner. At a minimum, this includes sharing information about Spooner's comprehensive plan with neighboring and overlapping communities and jurisdictions. This element of the comprehensive plan analyzes the relationship of the City of Spooner in terms of planning and decision making to adjacent local governmental units and quasi-public, regional, state, and federal government entities. This element will also look at these governmental entities' planning agreements and programs in which the City of Spooner is a part of or affected by. Finally, the element identifies goals, objectives, actions, policies and programs for future intergovernmental cooperation activities.

### 7.2 Relationships to Other Governmental Entities

The Comprehensive Planning Law requires that the City of Spooner coordinate with:

- Town of Bashaw
- Town of Beaver Brook
- Town of Evergreen
- Town of Spooner
- Spooner Area School District
- Washburn County
- Northwest Regional Planning Commission
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources

#### **Adjacent Towns**

The City of Spooner is bordered by four towns; the Town of Bashaw to the southwest, the Town of Beaver Brook borders the southern portion of the city, the Town of Evergreen borders the west side of the city, and the Town of Spooner makes up the north and east boundaries. A number of cooperative efforts between the City of Spooner and these towns exist in the sharing of some facilities and the provision of some services. These include:

- Town of Bashaw – No formal or informal cooperative agreements currently exist. However, dialog between Bashaw and Spooner exists.



- Town of Beaver Brook – The City of Spooner supplies water and sewer to the Beaver Brook Sanitary District. Without this agreement, it would likely be cost prohibitive for those residents to have municipal water and sewer. There have been a number of lawsuits in the past between the city and the town, which has led to the development of the sanitary district. The property was annexed several times, but lawsuits voided the annexations. Ultimately, the property east of USH 63 was annexed into the City of Spooner and the property west of the highway stayed in the Town of Beaver Brook and became part of the current sanitary district. The city also cooperates with Beaver Brook on matters regarding road improvements and maintenance.
- Town of Evergreen – The City of Spooner shares snowplowing responsibilities and has worked jointly on paving projects with the Town.
- Town of Spooner – The City of Spooner plows a portion of north Front Street for the Town of Spooner. In exchange, their winter maintenance contractor salts and sands the Front Street/STH 70 intersection. The City and Town of Spooner have worked cooperatively on road improvement projects (example: Ojibwa Road and North Front Street). The Town and City recently cooperated on a land sale so the Town could build a new town hall.

The city clerk and city treasurer work with the clerks and treasurers of other local municipalities such as Town of Bashaw, Town of Beaver Brook and Town of Spooner, as well as Villages of Birchwood and Minong in maintaining records and discussion of laws as they relate to the duties of these offices, and the functions of our local governments. The offices all work very well together in helping one another obtain and maintain information as well as following requirements by local codes, county requirements and state laws.

### **Washburn County**

The city and its citizens access and utilize many service and programs of Washburn County government, which is located in the City of Shell Lake. The City of Spooner cooperates, works with, and shares much information with Washburn County. The two have shared, and continue to share responsibilities on development projects, which benefit both the county and city. Below are some examples of these cooperative efforts.

- Sharing services with the Washburn County Highway Department for road maintenance and snow removal.
- Extension of municipal water & sewer to the county highway shop in 2003 financed by Washburn County and facilitated by the City of Spooner.



- The city and county worked together in 2005 to bring industry to the area by the redevelopment of the former county highway shop.
- Washburn County has assisted the city in providing technical services through its mapping department and provided copies of its personnel manuals and provided training and financial assistance through its emergency government director.
- The city has worked with Washburn County on storm runoff issues on STH 63, line painting, sewer jetter and televising work, and salting on intersections at no charge.
- The city purchases fuel and some supplies from the county.
- The City of Spooner provides the polling place for local elections for the county, conducts all related election activities, and delivers election results to the county after the election where the County Board of Canvassers verify the results.
- City of Spooner works in conjunction with the county in developing assessment values for properties within the city and creating the assessment roll, which then develops the property values for taxing purposes, and for collection and disbursement of property taxes to other taxing jurisdictions.
- The city works with the county, especially the County Clerk, throughout the year on various other projects combining mutual effort to bring about the action of our City Council and County Board of Supervisors when necessary as well as to follow State mandated projects. The City would like to be more involved in creating City Ward Boundaries and County Supervisory District Boundaries during times of Census, occasions of property annexations or as necessary.
- The city works cooperatively with Land Records, the County Treasurer and Zoning offices relating to property addresses and parcel numbers and transfers of property between owners and questions from citizens regarding their tax bills, deeds and property transfers.

### **School District of Spooner**

The City of Spooner has a good working relationship with the Spooner School District. The city maintains streets surrounding the schools and worked closely with the district in extending municipal services to the new high school building site on CTH A. The city and school work together on the maintenance of such things as storm sewer, driveways and parking lots, blacktopping, sidewalks, and



curb & gutter, as well as responsibilities on the cross-country ski trails and ball fields.

The City of Spooner provides the polling place for local elections, which includes School elections as well as County, State and Federal Elections. When the School District has held separate referendums they are held at city hall and city staff works with the District in obtaining absentee ballots and conducting the election, which includes tabulating and recording the votes. The city collects the school's portion of property taxes along with its own and disburses them according to state law requirements.

### **State Government**

The City of Spooner works jointly with state government continually for taxes, real estate assessments, elections, annexations, TID district formation and continuation, Board of Review issues and many other departments within the State.

The city and DNR cooperate on a number of different issues. The DNR is responsible for the regulation of the municipal water and sewer systems. They provide technical assistance as well. The city and WisDOT have a communicative relationship and in the future will be required to work closely on several large transportation projects.

### **Federal Government**

The City of Spooner works with the federal government on an as-needed basis.

### **Northwest Regional Planning Commission**

The Northwest Regional Planning Commission (NWRPC) provides services and programs to the ten county region, consisting of Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn Counties and the Tribal Nations of Bad River, Lac Courte Oreilles, Lac Du Flambeau, Red Cliff, and St. Croix. NWRPC serves and assists its member communities with economic development, transportation, community development planning, housing, recycling, hazardous waste management, comprehensive planning, coastal management, environmental planning, Geographic Information Systems (GIS) mapping, and provides technical assistance to the region's local units of government, businesses, and citizens. The Northwest Regional Planning Commission is located in the City of Spooner and has worked cooperatively with the City of Spooner on many past projects.

### **Spooner Police Department**

The Spooner Police Department is probably involved with more government entities than any other department. State Statute requires the city establish mutual aid agreements with: Washburn County Sheriffs Office, Wis. State Patrol,



Wis. DNR wardens, FBI, DCI, DNE, tribal police, immigration etc. They are also involved in the Northwest Area Crime Unit (which is comprised of 13 area municipalities) and the Special Response Team (which is made up of state, county, and municipal forces).

### **Spooner Fire District**

The city is a member of the Spooner Fire District which is comprised of the City of Spooner and the Towns of Bashaw, Casey, Evergreen, Madge, Springbrook, Beaverbrook, Crystal, Gull Lake, Spooner, Trego and Rusk (Burnett County). The city and district have a great relationship and work well together. The city uses some of their equipment for watering trees and dust control, and in return the city assists the fire department with snow removal duties. The fire district and city worked closely together to facilitate the construction of the new fire hall located along highway 63.

## **7.3 COOPERATIVE AGREEMENTS**

Cooperative agreements can play an important role in shaping how elected officials view the type, scale, and intensity of land use developments, especially when the participation of neighboring towns may be required. The City of Spooner has a number of general intergovernmental agreements with adjoining and overlapping jurisdictions. Below is a list of these agreements.

- ✓ Agreement with the Spooner School to sand driveways and parking lots in winter.
- ✓ Formal contract agreement with the Beaver Brook Sanitary District to provide sewer and water and maintenance services.
- ✓ Informal agreement with the Town of Beaver Brook to bill them for plowing and sanding E. Beaver Brook Avenue.
- ✓ Share snow plowing activities and joint paving projects with the Town of Evergreen.
- ✓ Agreement with the Town of Spooner to plow a portion of North Front Street in exchange for the Town winter maintenance in the form of salting and sanding the Front Street and STH 70 intersection.
- ✓ Agreement with the Department of Natural Resources to sand driveways and parking lots in winter.
- ✓ Formal agreement to be a member of the Spooner Fire District.



## 7.4 Existing and Potential Conflicts

In an effort to make the land use decision-making process go more smoothly, the City of Spooner had identified existing (current) and potential (future) conflicts between the City of Spooner and other adjoining or overlapping units of government.

Existing Conflicts:

1. None identified

Potential Conflicts:

1. Future annexations.
2. Roadway improvements on roads that bisect the city and the town.
3. Future sanitary district development or expansion
4. Recouping costs for public facilities on or adjacent to state owned land.

## 7.5 Conflict Resolution

Conflict is often part of the planning process. Although conflicts can arise in many planning contexts, intergovernmental issues are a source of many planning conflicts. It is therefore appropriate to discuss a means to resolve conflicts. One way conflicts can be solved is by filing a lawsuit through the judiciary system, but Alternative Dispute Resolution (ADR) is a way to deal outside the courts with conflicts that arise over planning related issues. The best-known form of ADR is mediation. Mediation is a “bottom up” process driven by the willingness of the parties involved to negotiate a decision that benefits both parties. Mediation requires the use of a mediator, who is often a neutral third party. The mediator’s job is to help facilitate the negotiation process between the parties. A successful mediation is one where all the parties believe they have negotiated a better solution/result than they could have on their own. There are three phases of the mediation process. They are the pre-negotiation phase, the negotiation phase, and the implementation phase.

## 7.6 Intergovernmental Cooperation Goals and Objectives

The goals and objectives provided below generally seek to enhance the lines of communication between area governments and entities. It is the City of





Spooner's vision that this approach will help to create an environment where cooperation is possible and conflicts are minimized.

**GOALS:**

Local, County, School and State working together cooperatively to ensure unnecessary duplication of services and property usage does not occur.

**OBJECTIVES:**

1. Partner with other jurisdictions in law enforcement and maintenance departments where applicable.
2. Partner with other jurisdictions for land usage and best usage of our public facilities.
3. Encourage development of improvements to public education facilities.

**Land use**



## 8 LAND USE

The land use chapter represents a visualization of the successful implementation of the Comprehensive Plan's policies, programs and actions and attainment of the Plan's goals and objectives.

### 8.1 PLANNING FOR THE FUTURE

Information contained in this chapter seeks to identify and analyze land use patterns in the City of Spooner and its surroundings. The purpose is to document and describe the existing land use pattern, forecast future land demand and to identify areas of the community where future growth and development is both suitable and desirable. The chapter's goals, objectives, and actions identify the City of Spooner's growth management strategy.

### 8.2 LAND USE INVENTORY

A formal land use inventory was initially conducted in the spring of 2005 (Map 8.1). Land uses were determined using a "windshield survey" approach which involved site reconnaissance and follow-up investigations. Land use boundaries were mapped using high-resolution digital orthophotography. This inventory was subsequently updated, to reflect changes in the City of Spooner in 2014. Of the approximately 2,739 acres comprising the City, the largest land use category is "vacant/open", representing 24.5 percent of the land area. "Government & Utilities" is the next largest category (14.8 percent) representing land use. Residential categories comprise 15.2% of the City, with "Single-Family Residential" comprising the majority (14 percent).

#### 8.2.1 LAND USE CATEGORIES

**EIGHTEEN EXISTING LAND USE CATEGORIES WERE DEVELOPED AND USED TO CONDUCT THE 2005 LAND USE INVENTORY. BELOW ARE REPRESENTATIONS AND DEFINITIONS USED IN THE INVENTORY.**



**Single-family Residential:**

Single-family detached homes on a single lot



**Two-family Residential:**

Any building containing two dwelling units on a single lot regardless of ownership status.



**Multi-family Residential:**

Any building containing three or more dwelling units regardless of ownership status (includes triplexes, four-plexes, apartments, townhouses and condominiums)



**Manufactured Homes:**

Manufactured homes on a single lot or part of a mobile home park



**Group Quarters:**

Group homes and nursing homes



**Manufacturing:**

Manufacturing/ processing plants of all types, quarries and gravel/sand pits.



**Wholesaling and Open Storage:**

Mini-storage, wholesale and open storage operations.



**Commercial:**  
Retail stores and offices.



**Educational:**  
Schools, both public and private.



**Government and Utilities:**  
Municipal buildings, fire stations, community centers, libraries and post offices.



**Other Public & Semi-Public Services:**  
Hospitals, medical clinics, churches, auditoriums and sports assembly.



**Transportation:**  
Roads and associated right-of-ways.



**Park/Other Recreation:**  
Public recreational areas, dedicated open space areas and golf courses, whether public or private.



**Agriculture/Forest:**

Agricultural operations (farms raising traditional or specialty crops and animals, sod farms, tree farms and nurseries), forestland and other rural land.



**Mixed Use:**

Areas with two or more different land uses within the same parcel.



**Abandoned Commercial:**

Commercial building not occupied.



**Surface Waters:**

Lakes and ponds.



**Vacant Land:**

Not developed and non-agricultural/forest

### 8.3 HISTORIC DEVELOPMENT PATTERN

Land use within the City of Spooner has been heavily influenced by the presence of the railroad industry. The original railroad plat of the City developed in the late 1800's organized streets in a gridiron pattern, with streets running in a northeast-southwest and northwest-southeast direction, paralleling the Chicago & Northwestern rail yards. The railroad lines and State Highway 63 historically served as the City's backbone, with most community activity focused along this corridor and within the downtown central business district. Early

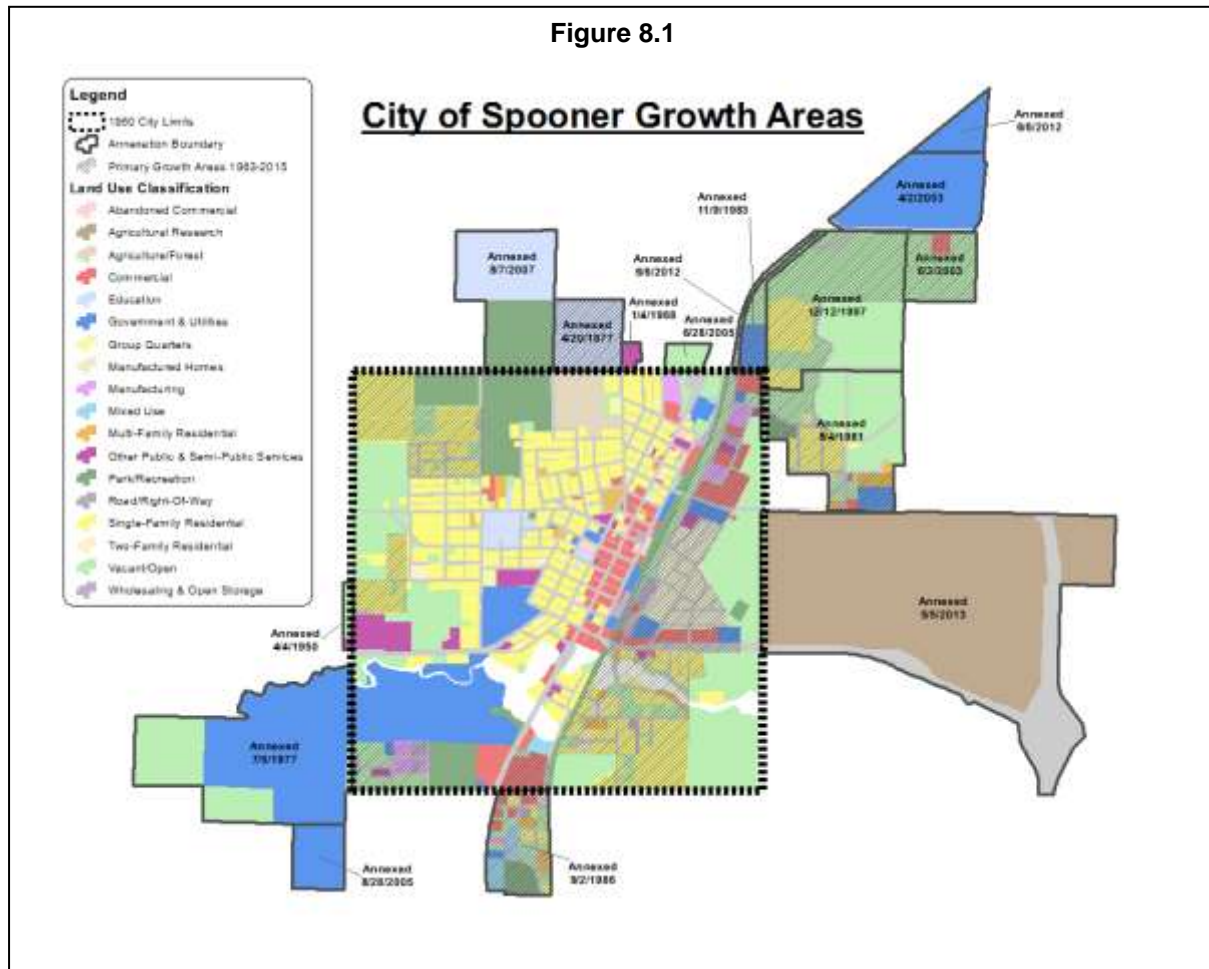


residential development was centered in areas close to the C&NW railroad yard, the largest employer in the community. Residential development was limited in areas to the east of the railroad by access constraints and the presence of wetlands. Growth south of the Yellow River was also sparse, due to limited access.

By the early 1960's, Spooner's development pattern had expanded to include the area south of State Highway 70 and the Yellow River. Residential development had expanded further to the west and north of the downtown area, and into the City's southeastern corner. Commercial growth, once largely centered in the downtown had expanded to outlying areas, particularly south of State Highway 70 along the USH 63/53 corridor. While other areas of the community were continuing to grow, virtually no development had yet occurred east of the rail lines and north of State Highway 70.

Spooner continued to experience modest growth in the 1970's and 80's, with accelerated growth experienced in the 1990's and 2000's. Today, development in the City of Spooner has expanded to areas in both the north and south of the 1960's growth limits (Figure 8.1). Some of the increase in total developed area is attributable to annexations, which expanded the City's municipal boundaries. Arguably, the most notable change is the expansion of development into areas to the east of the rail lines. These rail lines were eventually abandoned as passenger service to places like Superior, Eau Claire and Hudson was discontinued and consolidation of rail companies and the line eliminated freight service through Spooner. An excursion train continues to operate on lines between Spooner and Springbrook, keeping the possibility of freight rail alive. Areas to the east of the former rail lines have now developed as a mix of residential, light industry and commercial activities.

The City of Spooner is uniquely positioned at the "crossroads" of northwestern Wisconsin. The City is located within a transition zone between the agricultural lands to the south and the heavily forested, lake-dominated "northwoods" of Wisconsin.



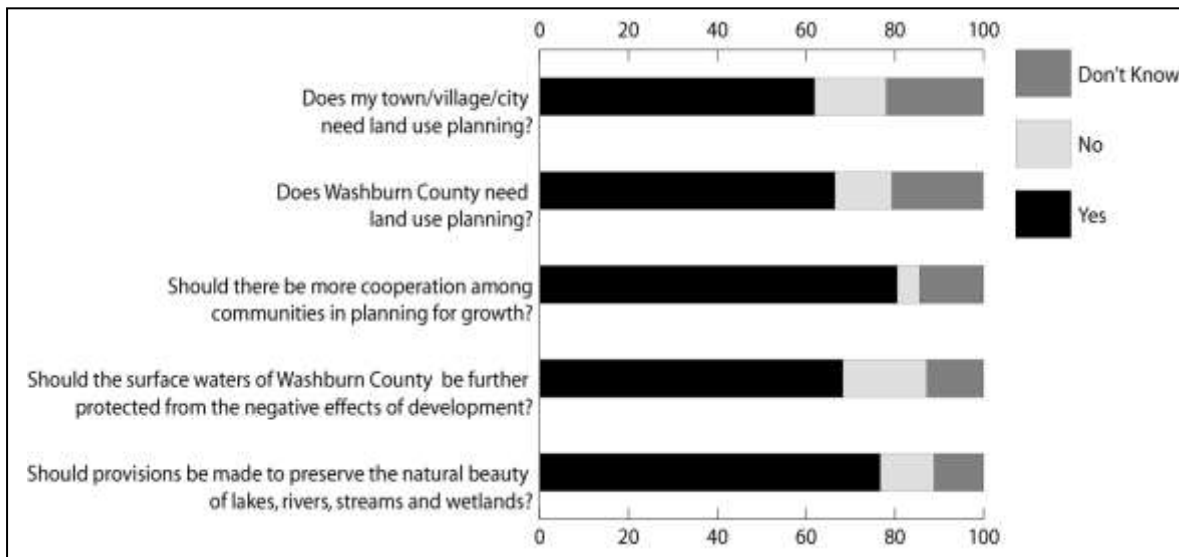
## 8.4 SURVEY RESULTS

In 2001, a survey was sent to all property owners within the City of Spooner, resulting in an overall response rate of 32.2 percent. This exercise was used to gauge public knowledge, perceptions and opinions on a wide range of community planning issues.

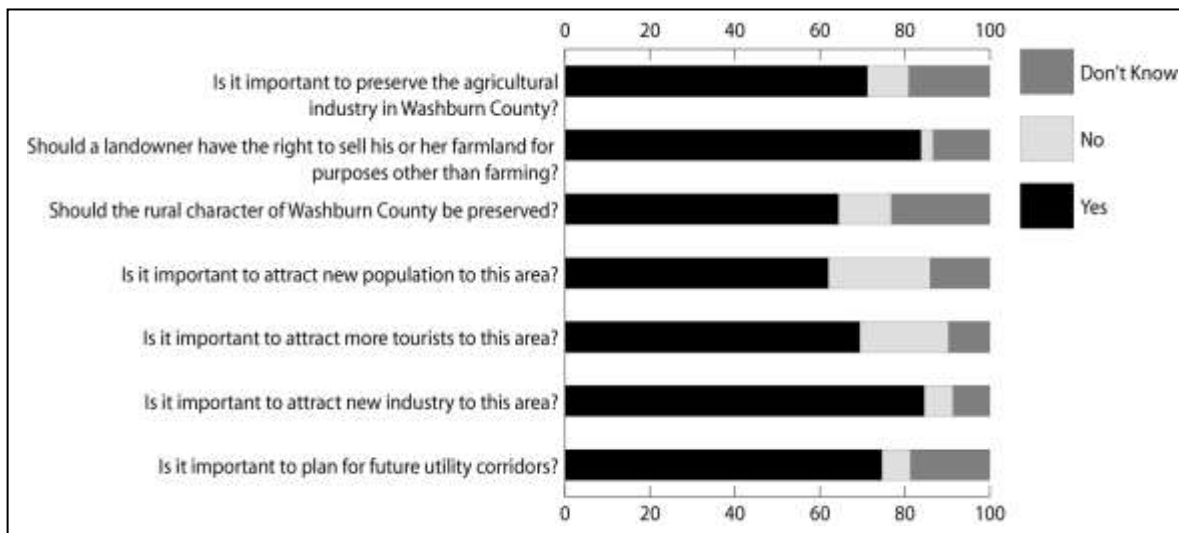




### General Planning



### Community Character

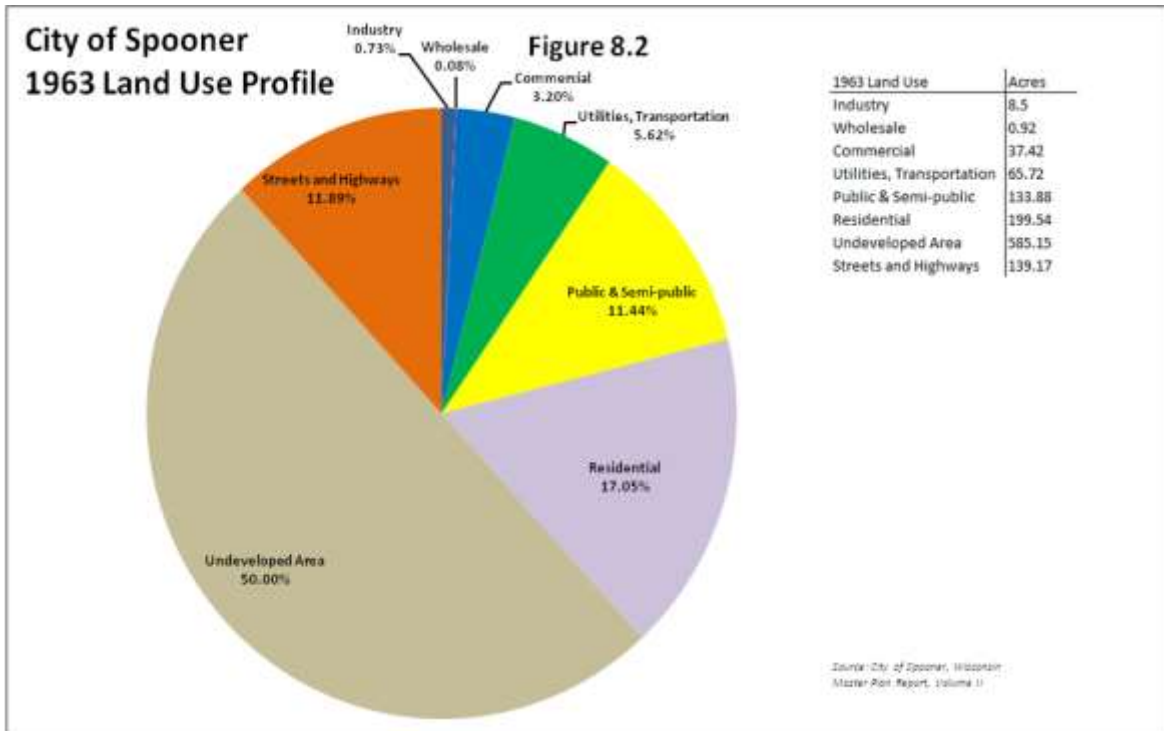


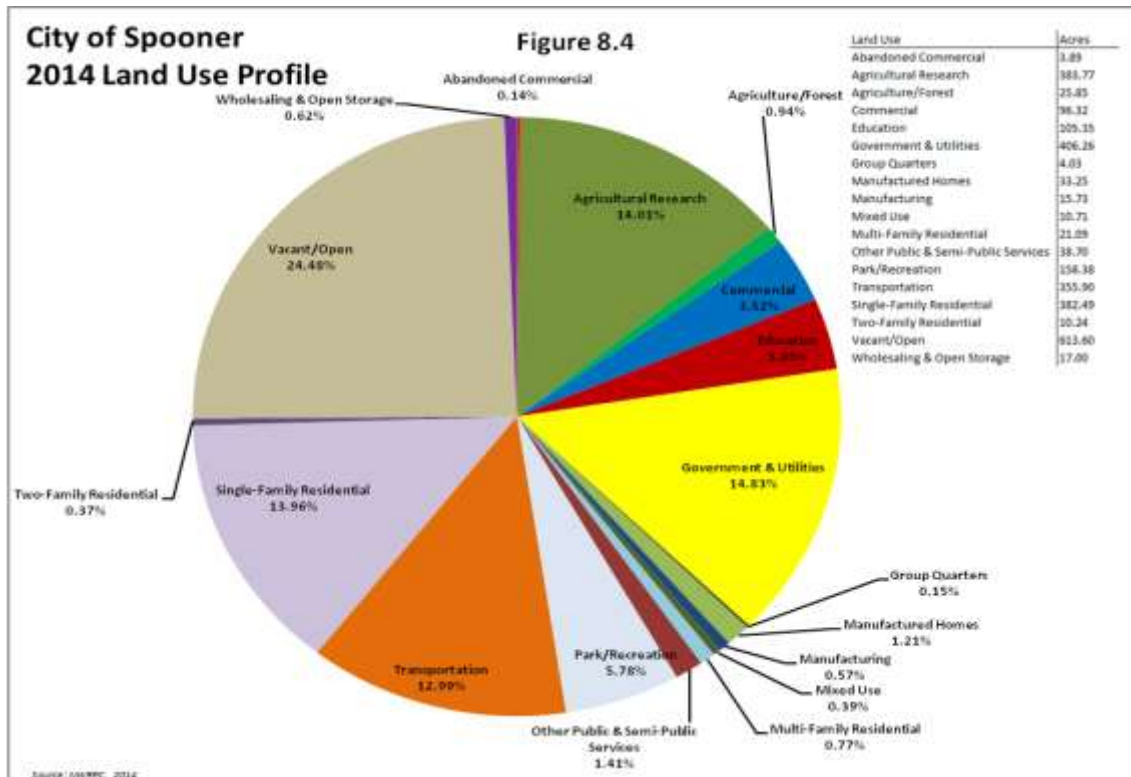
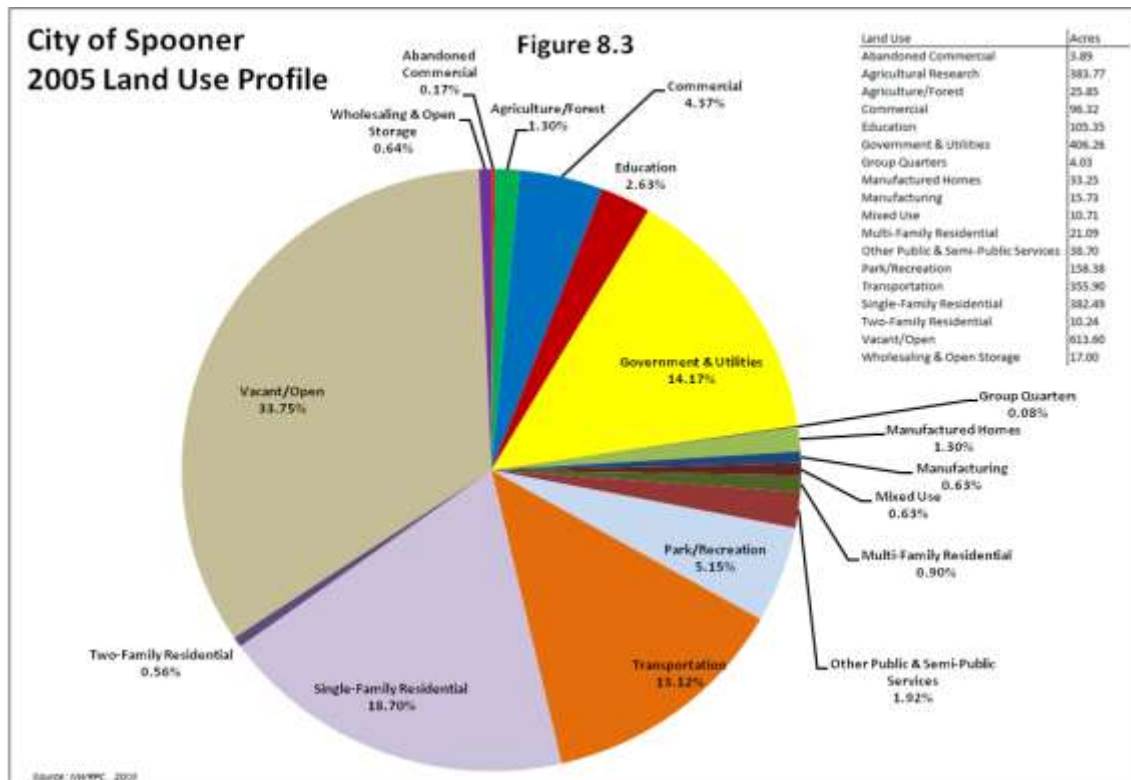
## 8.5 LAND USE TRENDS

Comprehensive land use data was collected in 1963 as part of the City of Spooner, Master Plan Report. Unfortunately, limited information is available to document change occurring over the past 50+ years. However, comparing available data from 1963, 2005, and 2014 the total available undeveloped area has decreased as a percentage of the land use category. A comparison of other land use categories also reveals a change in land use during the past 50 years.



Since the early 1960's the City of Spooner has grown in population and in land area. Comparing the land use profile of 1963 (Figure 8.2) to 2014 (Figure 8.4), while there are more defined land uses, and total acreage has grown by 134 percent. Requests for annexation by adjoining landowners to the City have resulted in significant additions of land to the City. In the last 10 years the City's area has increased by 591 acres .These additions have resulted in added residential, industrial, commercial and other land use activities, positively impacting the City and adjoining towns.





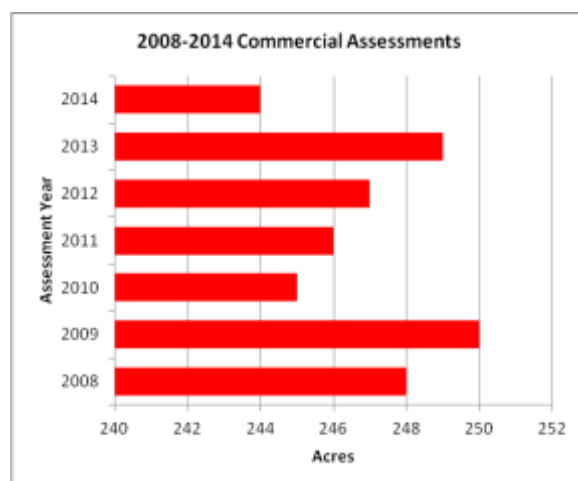
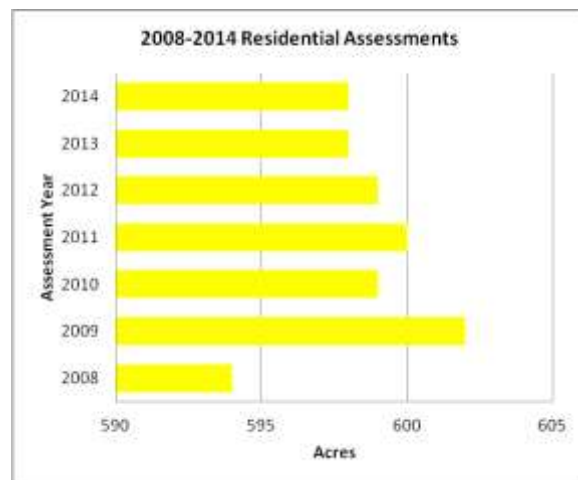


## 8.6 WISCONSIN DEPARTMENT OF REVENUE ASSESSMENT STATISTICS

Changes in the community land use profile over time can reveal general development trends. In the absence of historic land use inventory information, a simplified land use analysis can be done using data compiled the last ten years. The land use classes used for assessment purposes are: Residential, Commercial, Manufacturing, Agricultural, Forest, and Undeveloped. Excluded from this inventory are lands categorized as “other” or tax-exempt lands.

### Residential

Total acreage within the residential assessment class remained flat between 2008 and 2014, with a change of roughly half a percent. The number of residential parcels with improvements decreased from 879 to 866 during this period, or by about 1 improved parcel per year. Census data confirms that the City added a substantial number of dwelling units during the period 1980-2000, including the addition of 108 units between 1990 and 2000. Since 2000 residential development has slowed considerably. Additional information about the City's housing supply is found in the Housing Section of the Comprehensive Plan.



### Commercial

The total acreage of lands in the commercial assessment class remained relatively constant between 2008 and 2014. The number of developed commercial parcels (with improvements) increased from 215 to 216. Information on specific commercial businesses in the City of Spooner is found in the Economic Development Section of the Comprehensive Plan.

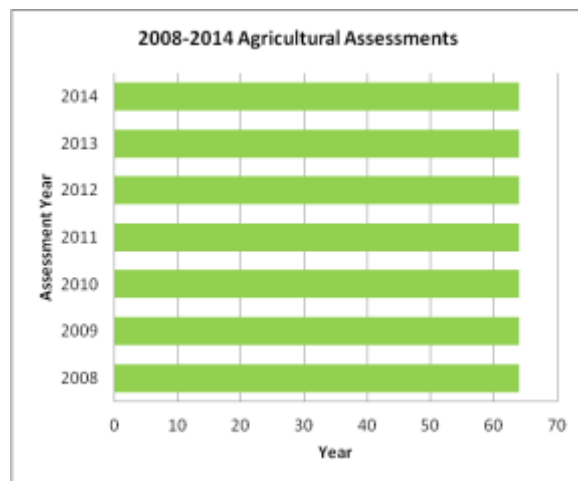


### Manufacturing

Manufacturing assessments in the City of Spooner remained stable between 2008 and 2014. The number of manufacturing parcels with improvements remained at six for this period.

### Agricultural

Agricultural acreage assessments in the City have been generally declining since the late 1990's. The number of agricultural parcels declined from 8 in 1994 to 2 in the year 2014. This local trend mirrors trends occurring at the county, state and national levels. This change may 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. Additionally, land once used for agricultural purposes has transitioned to manufacturing/commercial areas.



## 8.7 LAND USE AND DEVELOPMENT REQUIREMENTS

### General Zoning

Zoning is a locally enacted law that regulates and controls the use of property. Zoning involves dividing the community into districts or zones for agricultural, residential, commercial, industrial, and public purposes (Map 8.2). The zoning text, which accompanies the maps, states which specific uses are permitted in each district, and defines the requirements and conditions for those uses. This



tool provides for orderly growth by protecting homes and property from harmful uses on neighboring properties.

### City of Spooner Zoning Districts

District	Purpose
Single Family Residential District	The R-1 District is intended to provide single-family and two-family detached dwellings a quiet, spacious living neighborhood.
Two-family Residential District	The R-2 District is intended to provide a living environment similar in all aspects to the R-1 District, although with a two-(2) family population density.
Multi-Family Residential District	The R-3 District is intended to provide sufficient space to meet the probable future needs for multiple family dwellings (3 or more units per structure) in a compatible environment.
Mobile Home Park District	It is the intent and purpose of this section to regulate the placing of mobile home parks of all types and varieties in the City of Spooner with regard to providing adequate standards to protect the public health, safety, morals, convenience and general welfare.
Commercial District	The C-1 Commercial District is established to provide for business and limited wholesale and other compatible non-commercial uses.
Industrial District A	Provide for industrial uses and other permitted uses.
Industrial District B	Provide for industrial uses and other permitted uses.
Agricultural District	Provide for agricultural uses and activities
Conservancy District	The Conservancy District should discourage development and disturbances to the natural setting in areas with unique features. C-D areas will provide protected areas to insure proper water conservation and flood control. Primary consideration will be given to outdoor recreation and forestry pursuits while also providing areas where native flora and fauna may prosper in a natural habitat.
Groundwater Protection Overlay District	The area to be protected in the City of Spooner wellhead protection area as determined by the City of Spooner Well No. 5 Municipal Wellhead Protection Plan contained within the City limits. These lands are subject to land use and development restrictions because of their close proximity to the well and the corresponding high threat of contamination.



## City of Spooner Zoning District Dimensional Requirements and Statistics

District	Dimensional Requirements	Acres Zoned
Single Family Residential District	7,200 ft <sup>2</sup>	251.61
Two-family Residential District	7,200 ft <sup>2</sup> (single family dwellings) 3,600 ft <sup>2</sup> (per unit/2 family dwellings)	427.54
Multi-Family Residential District	7,200 ft <sup>2</sup> (single family dwellings) 3,600 ft <sup>2</sup> (per unit/2 family dwellings) 1,500 ft <sup>2</sup> (per unit/properties occupied by 3 or more families)	97.9
Mobile Home Park District	5,000 ft <sup>2</sup> (Double wides) 5,000 ft <sup>2</sup> (Single width home)	
Commercial District	7,200 ft <sup>2</sup> No Residential Development Permitted	129.66
Industrial District A	10,000 ft <sup>2</sup> No Residential Development Permitted	426.04
Industrial District B	10,000ft <sup>2</sup> No Residential Development Permitted	101.55
Agricultural District	7,200 ft <sup>2</sup> Single Family Residential Only	892.4
Conservancy District		

\* there are no designated districts for Mobile Home Park and Conservancy.

### Shoreland Zoning

Title 13, Chapter 3 of the City of Spooner Code of Ordinances establishes development standards for lands within the City's shoreland and wetland areas. These areas are defined as lands which lie within 1,000 feet of the ordinary high water mark (OHM) of navigable lakes, ponds, or flowages and lands within 300 feet of the ordinary high water mark of navigable rivers or streams or to the landward side of the floodplain, whichever distance is greater. Provisions of this ordinance also apply to all wetlands in the City of Spooner which are 5 acres and larger and are shown on the final Wetland Inventory Map adopted on May 20, 1987. Spooner's shoreland zoning standards meet the minimum state standards found in Chapter NR 115 of the Wisconsin Administrative Code.

### Floodplain Zoning

Wisconsin law requires that cities, villages, and counties adopt floodplain zoning ordinances. The minimum standards for local ordinances are defined in section NR 116 of the Wisconsin Administrative Code.

Title 13, Chapter 2 of the City of Spooner Zoning Ordinance establishes the City's minimum floodplain protection standards. Regional floodplain areas within the City are divided into three districts, defined as follows:



- **Floodway District (FW)** – Channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood waters.
- **Flood Fringe District (FF)** – That portion of the floodplain between the regional flood limits and the floodway.
- **General Floodplain District (GFP)** – All areas which have been or may be covered by flood water during the regional flood. (Includes both Floodway and Flood Fringe Districts).

The boundaries of floodplain districts, including the floodway, flood fringe and other floodplain districts are those areas designated as floodplains on official maps approved by the Wisconsin Department of Natural Resources and the Federal Emergency Management Agency.

### **Stormwater Management**

The City of Spooner adopted the NR 152 Model Ordinance for Construction Site Erosion Control and Storm Water Management. Storm water management requirements are also addressed under the City's Subdivision Regulations.

### **Private Sewage System Requirements (POWTS)**

The City of Spooner provides municipal sewer and water to the majority of its residents, businesses and industries. A small number of City residents live outside of the municipal sewage service area. These residences utilize private on-site wastewater treatment systems (POWTS) to treat household wastewater.

POWTS discharge wastewater to groundwater through a subsurface infiltration system, such as a mound or drain field system. Wisconsin's Administrative Code regulating POWTS (COMM 83) provides landowners with flexibility to meet environmental performance standards by allowing the use of alternative treatment technologies.

The Wisconsin Department of Safety and Professional Services and Washburn County are jointly responsible for the regulation and monitoring of private on-site wastewater systems in the City of Spooner. For areas outside of the municipal sewage service area, Washburn County regulates POWTS and issues sanitary permits, which are required prior to any installation or repair of any private sewage system including privies. The law also requires that the installation or repair of any private sewage disposal system, except privies, be done by a Wisconsin licensed Master Plumber.

New structures are required to connect to the municipal system, provided that the utility lines are located within 100 feet of the property boundary. All new





subdivisions constructed in the City are required to connect to municipal sewer and water.

### **Subdivision Regulations**

Title 14, Chapter 1 of the City of Spooner Code of Ordinances regulates the division of large tracts of land into smaller parcels. These regulations comply with Chapter 236 Wisconsin State Statutes, which establishes the minimum standards for subdivisions and platting of land. The City's regulations establish the requirements and procedures for preliminary and final plat review/approval, define technical requirements, required improvements and establish other standards including design standards and drainage requirements.

### **Non-metallic Mining Regulations**

Chapter NR 135, Wis. Adm. Code, defines the standards for reclamation and restoration of 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. There are currently no nonmetallic mining sites within the City of Spooner.

### **Building Code**

The City of Spooner adopted the Wisconsin Uniform Dwelling Code (UDC), the statewide building code for one- and two-family dwellings built since June 1, 1980. The UDC is a uniform statewide code that sets minimum standards for fire safety, structural strength, energy conservation, erosion control, heating, plumbing and electrical systems, and general health and safety in new dwellings.

## **8.8 LAND USE AND ZONING CONSISTENCY**

A Comprehensive Plan provides long-term land use related direction, while a Zoning Ordinance identifies specific immediate uses and development standards consistent with the Comprehensive Plan's goals, objectives, and policies. Ideally, the future land use map and the underlying zoning ordinance would be consistent with one another.

In Spooner's case, several inconsistencies currently exist between the zoning ordinance and existing land use. The ultimate goal will be to provide a general consistency between the existing ordinance and the City's Comprehensive Plan. The table below reflects the general consistency between the City of Spooner Zoning Districts and the categories used to depict existing land use.



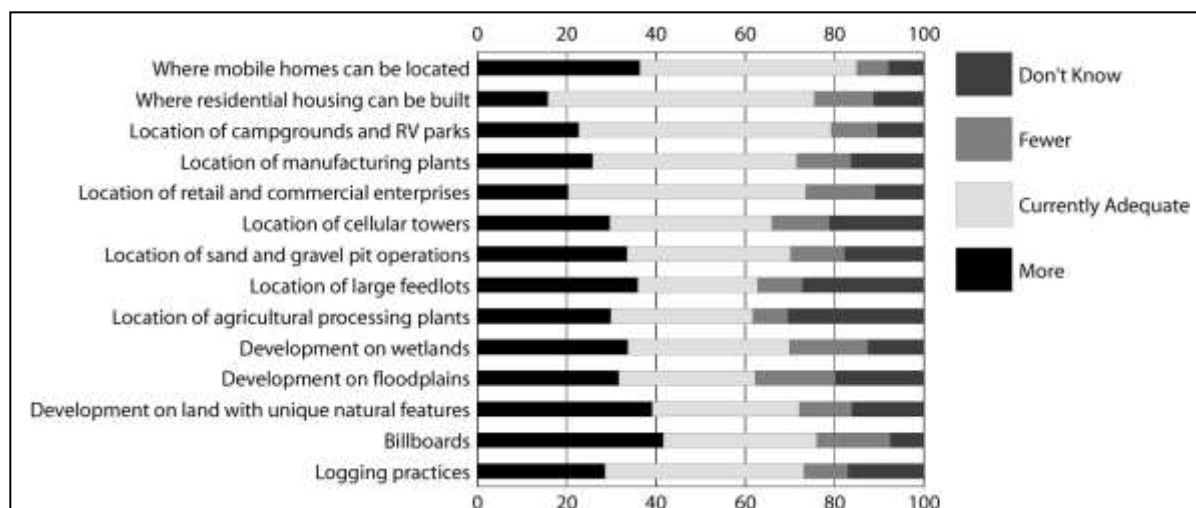
### City of Spooner Existing Land Use/Zoning Consistency Matrix

	R-1	R-2	R-3	R-MH	C-1	I-A	I-B	A-1	C-D
Abandoned Commercial									
Agriculture & Forest								A	A
Commercial					A	A	A		
Educational	C	C	C					C	
Government & Utilities	C	C	C					C	
Group Quarters	P	A	A						
Manufactured Homes				A					
Manufacturing						A	A		
Mixed Use					A	A	A		
Multi-Family Residential	P	P	A						
Other Public-Semi-Public	C	C	C		C			c	
Park/Other Recreation	C	C	C					C	A
Single Family Residential	A	P	P					C	
Two-Family Residential	P	A	P						
Vacant/Open	A	A	A	A	A	A	A	A	A
Wholesaling Open Storage					A	A	A		

**A** = Use is Generally Consistent with Zoning District  
**P** = Use is Potentially Consistent with Zoning District  
**C** = Use may be allowed within Zoning District.

Associated with land use and development practices, the following table depicts responses from the 2001 community survey. Several questions were asked if more or fewer restrictions should be placed on certain land use activities.

#### LAND USE AND DEVELOPMENT REQUIREMENTS AND SURVEY RESPONSES





## 8.9 LAND/HOME PRICES

The price of vacant land depends upon many factors, which can vary significantly by location. It is difficult to generalize the market price of property within a given municipality 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.

The Northwest Wisconsin Multiple Listings Service (MLS) was searched to find available vacant properties in the City and nearby areas. This information only represents a **snapshot** of the local land market, and does not include properties for sale by owner. The database includes only the listing, or asking price, not the actual sale price. It is important to also note that the attributes of each property, such as water, timber, and location have varying impacts to the selling price of properties.

In general, larger vacant acreages in close proximity to the City were listed at an average of \$2,500 per acre. Vacant City lots were available and vary by location and attributes with lots selling at \$10,900 to \$25,000. While the Great Recession resulted in many area foreclosures, it also resulted in a decline in most property prices. Within Spooner and the nearby area, vacant waterfront lots were generally listed at a range of \$19,900 to \$139,000 with most listed at \$55,000 and over. Residential property listings within the City of Spooner ranged from \$42,000 to \$229,000, with a median listing price of \$98,000 for a 2,000 square foot home.

## 8.10 FUTURE LAND USE

The future land use component is the focal point of the City of Spooner Comprehensive Plan. This element is built upon the community's vision for the future and is intended to provide guidance for community growth and development. This planning component seeks to accommodate future growth by providing ample lands for residential, commercial, industry, agriculture, and open space. This section also seeks to guide future growth away from areas of the community where environmental hazards such as wetlands, steep slopes, and floodplains exist. It is also a primary function of this chapter and the plan in general to strive to preserve the unique rural character, reduce potential conflict, and enhance the quality of life for residents and visitors.



## 8.11 DEVELOPMENT FACTORS

Future development will be influenced by a number of factors which may currently exist, or could develop over the planning period. These factors may limit development options within certain areas, or completely exclude portions of the community 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 City Planning Commission. Below is a summary of development factors that have been identified in the planning area. This material is not intended to be comprehensive. Additional information can be found within the individual elements of this plan.

### **Environmental Factors**

A quality natural environment is one of Spooner's greatest assets. Protecting these assets is paramount to ensuring the continued viability and success of the City. Currently, the community groundwater supply is clean and is generally adequate supply to meet the existing needs of the community. However, the city continues to search for additional water sources to meet future needs. Existing development is generally located outside of flood-prone areas, and away from steep slopes. Rivers, lakes, wetlands and undeveloped lands provide habitat for a wide range of plants and animals. These valuable resources are also providing natural "services" which benefit City residents and visitors. Air and soil quality is high and the presence of environmental contaminants is very low. As identified in the Natural and Cultural Resources Element, lands within the City of Spooner also support populations of resident and transient wildlife.

Environmental factors must be closely analyzed when considering future development proposals. Factors such as drainage patterns, slope, soil conditions, and presence of wetlands or floodplains may limit site developability. The maps contained in the plan's Natural & Cultural Resources Element should serve as a general guide to aid the community 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.

### **Existing Development**

Spooner's existing development pattern reflects the community's origin as a railroad settlement. Following the abandonment of the community of Chandler in 1882-1883 (located 2 miles north of the present day City), buildings were moved to the Division of Chicago Junction and Chandler and the City of Spooner was born. The City developed along and near to the Chicago &



Northwestern rail lines and yard. As Spooner grew, it expanded westward and northward from the present-day downtown area. Environmental limitations and access limitations precluded growth in areas to the east and south.

By 1940, the City was bisected by 3 major highways, including State Highway 70, US Highway 53 and US Highway 63, which replaced STH 24 in Washburn County. The development of regional Highway's provided a level of connectivity to other locations, creating new opportunities for economic development and tourism. The highway corridors also provided an increased level of access and facilitated new growth development. Both residential development and new commercial businesses formed at areas along the corridors, particularly along USH 53 and 63, and south of STH 70.

Spooner has developed in a manner that reflects its historic beginnings, transportation and access improvements and changing social values. The community still retains a vital core downtown district, which hosts numerous community business establishments. The downtown also continues to function as a community focal point, and center for local activities and events. Areas outside of the core downtown area have developed primarily as single-family residential. Recent development to the east of the rail lines has been focused on commercial and manufacturing, with some new residential.

Social changes have also influenced community growth. The increased highway commercial development, especially in areas along USH 63 and south of STH 70, and those proposed along USH 53 mirror trends occurring both locally and nationally, as business seek to locate in high-traffic volume areas. Commercial development has been facilitated along these corridors by the lure of easy access, one-stop shopping and parking availability. Changes in the residential development pattern have been driven by social factors and a "rural migration", in which residents seek to leave the higher density core City and migrate to either larger lot subdivisions within the City, or to areas in the outlying rural Towns. In the case of Spooner, many older single-family homes have been converted to rentals as the owners built newer homes in other areas.

The City of Spooner hosts a relatively large area to accommodate future growth and development, with nearly 1/4 of the City's overall land area classified as vacant/open. Redevelopment opportunities currently also exist at several sites within the City.

### **Cost Efficiency**

Most developed areas within the City are served by municipal sewer and water, while areas currently defined as vacant/open space are generally not served by these municipal services. In these areas, pipelines and related infrastructure would need to be extended to accommodate new development. Extending



municipal services into new areas of a community and/or enhancing service capacity is expensive. The cost efficiency of extending these services can be maximized by promoting an orderly and planned development pattern. The City should work to promote growth that is contiguous to existing development and infrastructure, where possible. However, as a means of financing infrastructure expansion outside existing development and infrastructure areas, the City may utilize “impact fees”, or assessments on properties at the time of development to allocate fair share costs for extending infrastructure systems and municipal services.

### **Agricultural Preservation**

Within the Spooner City limits, there is little existing agricultural land, aside from the Spooner Agricultural Research Center lands. Agricultural lands are of economic importance to those who continue to actively farm. From a community standpoint, agricultural lands are part of the community and cultural character. These areas are often seen as “open space” lands, and are generally considered important in maintaining rural aesthetic values. The City of Spooner Community Development Survey indicated that 71.2 percent of respondents felt that it was important to preserve the agricultural industry in Washburn County. Survey respondents also felt strongly (83.8 percent) that landowners should have the right to sell their farmland for purposes other than farming.

On a local, regional and statewide scale, agricultural land is being converted to other uses. The value of agricultural lands as productive farmlands is often outweighed by its potential value as residential, commercial or other “higher” uses. It is important that the City considers farmland conversion in the context of future development, and carefully weighs the community contributions of these areas with growth requirements.

### **Housing Opportunities**

According to U.S. Census Bureau statistics, the total number of housing units in the City has grown steadily over the past 20 years. In 2012, housing costs exceeded 30 percent of household income for nearly 35 percent of the mortgaged housing units and 55 percent of rental units (2008-2012 American Community Survey 5-Year Estimates). Affordable housing opportunities are important. The Community Development Survey indicated that 17.2 percent of respondents were not satisfied with housing affordability in the City of Spooner. The increasing financial strain of housing costs may force residents to seek housing opportunities elsewhere, outside of the community. The cost of housing is further impacted by the increased cost of land within the City limits.



### **Land Use Conflicts**

While this plan does not currently identify any major land use conflicts in the City, the potential for future conflict certainly exists. Land use conflicts generally arise when residential development encroaches upon other uses such as farming, industrial and commercial activities or vice versa. The activities conducted within these areas can be incompatible with residential use due to increased traffic levels, noise and smells which sometimes accompany these activities. In agricultural areas, pesticide and fertilizer applications and agricultural vehicular traffic may also pose a hazard. The City should carefully assess the potential for land use conflict when analyzing future development opportunities.

Additional land use conflicts in the future could exist with new annexations. Future planning and joint development agreements with adjoining towns can assist greatly in at least reducing potential land use conflicts in the future (Map 8.3).

### **Cultural and Historic Resources**

This Comprehensive Plan identifies a number of cultural and historic structures and sites within the City of Spooner. The City should strive to maintain the integrity of these resources in its long-range planning. Many local, state and national resources exist to assist the City in preserving and protecting historic structures.

The planning of future land uses is sometimes perceived as an intrusion on the rights of private property owners. The actual purpose of this activity is to protect the rights of the individual and to give landowners, citizens, and local communities the opportunity to define their own destiny.

## **8.12 PRIVATE PROPERTY RIGHTS**

Private property rights were respected throughout the City of Spooner comprehensive planning process. This plan was developed through an open, community-based, citizen participation process which focused upon balancing the needs of private landowners with the needs of the larger community.

Wisconsin law holds private property ownership in very high regard. Although private landowners are generally free to do as they wish with their property, there are limits on unconditional ownership. Landowners are prohibited from using their property in a manner that jeopardizes public health and safety. Furthermore, the actions of a private landowner cannot cause an “unreasonable” interference with another landowner’s use of their property.



The City of Spooner has worked diligently to minimize future conflict potential and to protect the rights of individual landowners to continue to use their property. The City will continue to work with all private landowners to ensure the best possible future for the community.

### 8.13 LAND SUPPLY

The **general** land supply describes all lands within the community which are currently undeveloped. The **available** land supply refers to the supply of currently undeveloped, *buildable* land within the community, or formerly developed lands which are appropriate for redevelopment. The available land supply does not include lands where development is restricted by the presence of environmental conditions such as steep slopes, wetlands or floodplains. Based on growth projections, between 2015 and 2040, the City of Spooner will require an additional 117 acres of land to meet its development needs. Most of this additional land will be needed to accommodate projected residential development. While land within the City may be available for all levels of land use, land from annexation requests may in fact be requested by property owners to accommodate development proposals targeting areas around the City where municipal service is or can be provided.

### 8.14 LAND DEMAND

Land demand analysis is used to determine the acreage required to accommodate future residential, commercial, industrial and commercial 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.

**Table 8.1 Population Projections 2015 – 2035**

	2015	2020	2025	2030	2035
<b>City of Spooner</b>	2,660	2,760	2,890	2,970	2,945

Source: WI Department of Administration, MCD and Municipal Population Projections, 2010-2040





<b>Table 8.2 City of Spooner Forecast Land Demand, 2015-2035</b>						
Land Use Category	2014*	2015	2020	2025	2030	2035
Total Residential	447.1	448.9	467.7	489.7	503.3	499
❖ Single-Family	382.5	384.1	400.1	418.9	430.5	426.9
❖ Multi-Family (2-4 Units)	10.2	10.2	10.7	11.2	11.5	11.4
❖ Multi-Family (5 or more Units)	21.1	21.2	22.1	23.1	23.7	23.5
❖ Mobile Homes	33.3	33.4	34.8	36.5	37.5	37.2
Commercial	96.3	96.7	100.7	105.5	108.4	107.5
Industrial	15.7	15.8	16.4	17.2	17.7	17.5
Agricultural	409.6	411.3	428.4	448.6	461	457.2
<b>Total Acreage Needed</b>	<b>1415.2</b>	<b>1421.6</b>	<b>1480.9</b>	<b>1550.7</b>	<b>1593.6</b>	<b>1580.2</b>

Source: NWRPC

\*Current acreage for land use category

<b>Table 8.3 Acres Needed in 5-Year Increments, 2015-2035</b>						
Land Use Category	2015	2020	2025	2030	2035	Total
Total Residential	-	18.7	22	13.6	-4.2	50.1
❖ Single-Family	-	16	18.8	11.6	-3.6	42.8
❖ Multi-Family (2-4 Units)	-	.4	.5	.3	-.1	1.1
❖ Multi-Family (5 or more Units)	-	.9	1	.6	-.2	2.4
❖ Mobile Homes	-	1.4	1.6	1	-.3	3.7
Commercial	-	4	4.7	2.9	-.9	10.8
Industrial	-	.7	.8	.5	-.1	1.8
Agricultural	-	1	1.3	.8	-.2	2.9
<b>Total Acreage Needed</b>	<b>-</b>	<b>43.2</b>	<b>50.9</b>	<b>31.3</b>	<b>-9.7</b>	<b>117.4</b>

Source: NWRPC

## 8.15 REDEVELOPMENT OPPORTUNITIES

Sound planning seeks to identify community redevelopment options and potential “smart growth areas” or areas with existing infrastructure and services in place, where development and redevelopment can be directed. These areas may also be recently developing lands contiguous to existing development that will be developed at densities that will have relatively low public service costs.

Several redevelopment opportunities currently exist within the City. Most notable is the Spooner rail yard. Local residents, downtown merchants, and the



City have begun to examine the redevelopment potential of the old rail yard. Federal monies were previously secured for the purchase of land in the rail yard from CN. However, concerns over potential contamination have plagued the transfer of ownership. Representatives continue to explore options to enhance and expand opportunities in the rail yard where public services and a well-rounded commercial core could exemplify this area as a smart-growth development area.

## 8.16 CLOSED LANDFILLS & REMEDIATION SITES

### 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. Table 8.4 lists the three closed landfills that are known to exist within the City.

**Table 8.4: Closed Landfills in the City of Spooner**

Name	Location
City of Spooner (brush & demolition)	Near pumping station
City of Spooner (demolition)	Se <sup>1</sup> / <sub>4</sub> -Nw <sup>1</sup> / <sub>4</sub> Section 29, T39N R12W
Hochstetler AMC & Jeep (demolition)	Highway's 63 & 53 South

Source: WDNR

In the past, reuse of the abandoned landfill near STH 70 for recreation purposes has been discussed. Growth of area youth soccer and other sports activities has created the potential need for additional space and this site may be adequate to provide for this and other recreational activity. However, with the development of the new Spooner High School and outdoor sporting complex the need for new outdoor space has subsided.

### Remediation Sites

Properties contaminated by accidental spills, leaking storage tanks or improper storage and/or disposal of hazardous wastes have been identified in the Economic Development Chapter of this plan. The presence of contaminants at individual sites may impact the future use and capabilities of these properties and may also impact use at nearby properties. Information for this assessment was gathered from state and federal registries in 2014. Other sites, which have not yet been formally identified, may also exist within the community.



## 8.17 LAND USE COMPATIBILITY

One of the primary goals of comprehensive planning is to ensure that various land uses are compatible. Conflicts between uses arise when the uses in one area interfere with the uses in another. In some cases, these conflicts may be nothing more than minor annoyances, but other conflicts can pose threats to health, safety and general welfare. Common land use conflicts include situations where residential land use infringes upon areas of agricultural use, or when an industrial area is constructed near residential development.

Another type of land use conflict arises when a use conflicts with the wishes of the larger community. For example, a proposed electrical transmission line or large-scale landfill may be widely opposed by the community as a whole. These types of conflict can sometimes be difficult to avoid completely due to existing regulations and the fact that these conflicts may involve many independent jurisdictions.

A primary tool for reducing the potential for conflict is by establishing clear growth and development policies and by providing for a thorough review of all development proposals. Plan policies should establish the framework for evaluating future development proposals and establish the criteria or performance standards required.

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 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.

## 8.18 FUTURE LAND USE MAP

The future land use map, (Map 8.4 Future Land Use, City of Spooner) visually depicts the City’s preferred growth pattern based on community desires, current trends and knowledge. Similar to the existing land use map (Map 8.1), future land uses are placed into several broad use categories which are described in detail below in **Table 8.5**. The map is intended to serve as a general guide for future growth and development in the City.



**Table 8.5 Future Land Use Categories**

Category	Description	Intended Uses
Commercial	Areas of the City that are now developed, or appropriate to be developed, in a manner designed to provide commercial/retail use activities. Also includes currently undeveloped areas which would be well suited for commercial use activities.	General retail, restaurants, grocery, professional offices, medical offices, service and repair businesses.
Conservation	Areas of the City that are currently undeveloped and are not appropriate for future development due to environmental constraints. Also includes future community parks, trails and recreational areas.	Protected areas, parks and public open space
Government / Institutional	Areas of the City that are now used, or appropriate to be used, for government or institutional purposes.	Utility or civic uses such as schools, hospitals, government facilities
Industrial	Areas of the City that are now developed, or appropriate to be developed, in a general industrial manner.	Wholesale, warehouse activities, commercial, industrial, and manufacturing uses
Low Density Residential	Areas of the City that are now developed, or appropriate to be developed at a low residential intensity.	Single family detached dwellings on large lots
Medium Density Residential	Areas of the City that are now developed, or appropriate to be developed, in a low to moderately intensive residential manner.	Single-family homes on existing small lots, With few multiple dwelling units
Medium/High Density Residential	Areas of the City that are now developed, or appropriate to be developed, in a moderate to high intensive residential manner.	attached condominiums, apartments and other types of multiple dwelling units

Category	Description	Intended Uses
High Density Residential	Areas of the City that are now developed, or appropriate to be developed at a high residential intensity.	Mobile home parks
Transportation	Areas dedicated to vehicle or rail transportation including existing roadways, planned rights-of-way and rail facilities	General transportation



Future growth and development will be guided by both the future land use map and the zoning map. Both maps overlap but remain distinctly different. While the land use map will serve as the general guide, the zoning map indicates the detailed regulations and requirements that pertain to specific zoning districts. In order to realize the long-range vision detailed in the future land use map, zoning regulations need to be consistent with intended future uses. Currently, zoning requirements do not necessarily correspond to the intended future land uses depicted in Map 8.4. In order to alleviate this discrepancy, the City should seek to rezone non-conforming parcels/areas into compatible zoning districts.

It should be noted that the future land use map does not necessarily constitute a *prescription* for all future development, as alternative uses may also be compatible to planning objectives within given areas. The map needs to retain an element of flexibility in order to accommodate uses, which, though not currently anticipated, may be desirable in the future. Changing social, economic and demographic conditions will also warrant future revision to the map and other plan components. In addition, while the maps, goals, objectives and policies established in the Comprehensive Plan are sufficient for providing general community development guidance, areas that have unique issues or opportunities, such as the rail yard and downtown development district, may necessitate the need for more detailed studies and planning.

## **8.19 LAND USE GOALS AND OBJECTIVES**

The goals and objectives for land use focus on guiding the future development and redevelopment of public and private property within the City of Spooner, as they and the Future Land Use Map are the basis for the community to make decisions about its future land use.

### **GOALS:**

Ensure planning and development of land uses that create or preserve varied and unique land use forms to support future demand for residential, commercial, industrial, public and other land uses.

### **OBJECTIVES:**

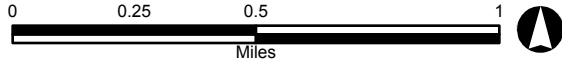
1. Encourage continued development of residential, commercial and industrial property within and adjoining the present City boundaries.
2. Expand opportunities for private development citywide and along existing highway corridor to expand tax base and jobs.



3. Encourage downtown revitalization while preserving historical atmosphere.
4. Encourage Development of industrial property for manufacturing or service businesses.
5. Develop relationships with adjacent municipalities in regard to compatible land use.
6. Preserve river-way corridor, park system and other natural areas.
7. Develop new and enhance existing ordinances to address health and safety issues.

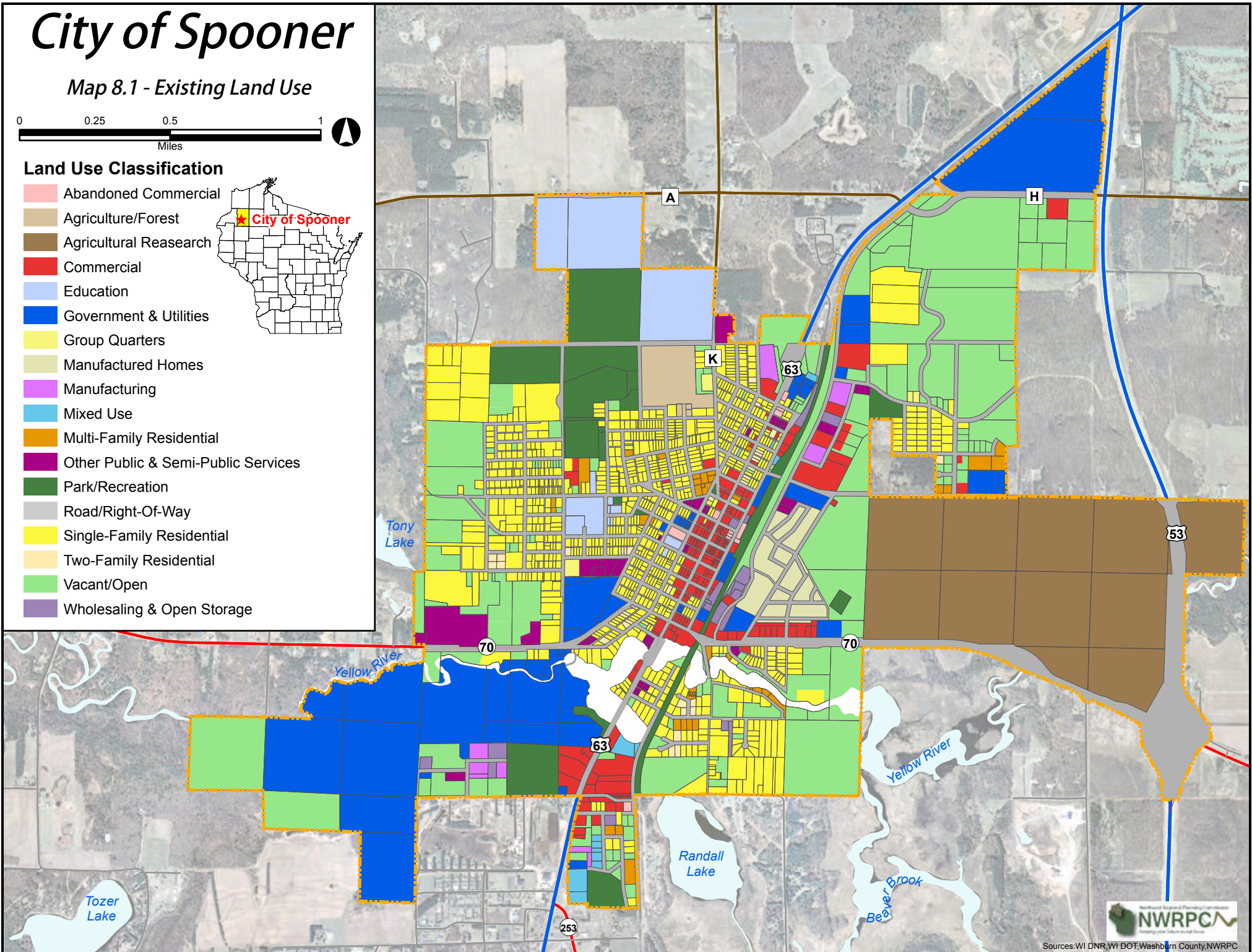
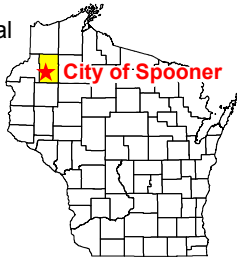
# City of Spooner

## Map 8.1 - Existing Land Use



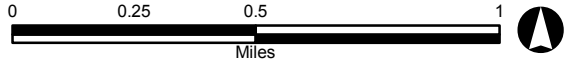
### Land Use Classification

- Abandoned Commercial
- Agriculture/Forest
- Agricultural Research
- Commercial
- Education
- Government & Utilities
- Group Quarters
- Manufactured Homes
- Manufacturing
- Mixed Use
- Multi-Family Residential
- Other Public & Semi-Public Services
- Park/Recreation
- Road/Right-Of-Way
- Single-Family Residential
- Two-Family Residential
- Vacant/Open
- Wholesaling & Open Storage



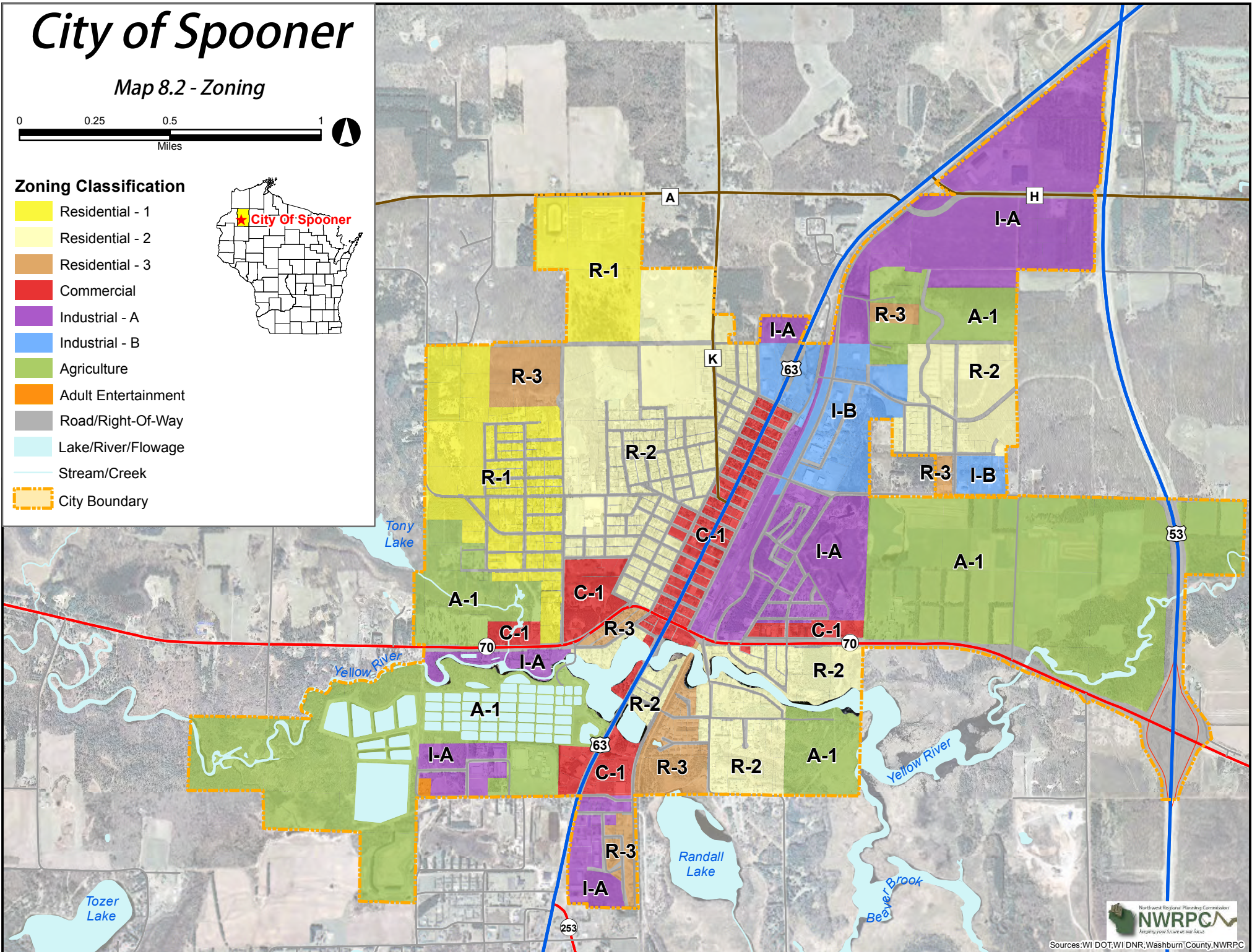
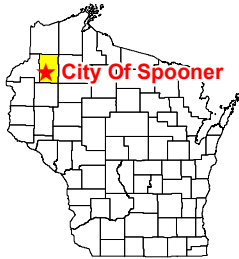
# City of Spooner

Map 8.2 - Zoning



## Zoning Classification

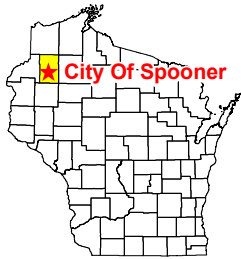
- Residential - 1
- Residential - 2
- Residential - 3
- Commercial
- Industrial - A
- Industrial - B
- Agriculture
- Adult Entertainment
- Road/Right-Of-Way
- Lake/River/Flowage
- Stream/Creek
- City Boundary



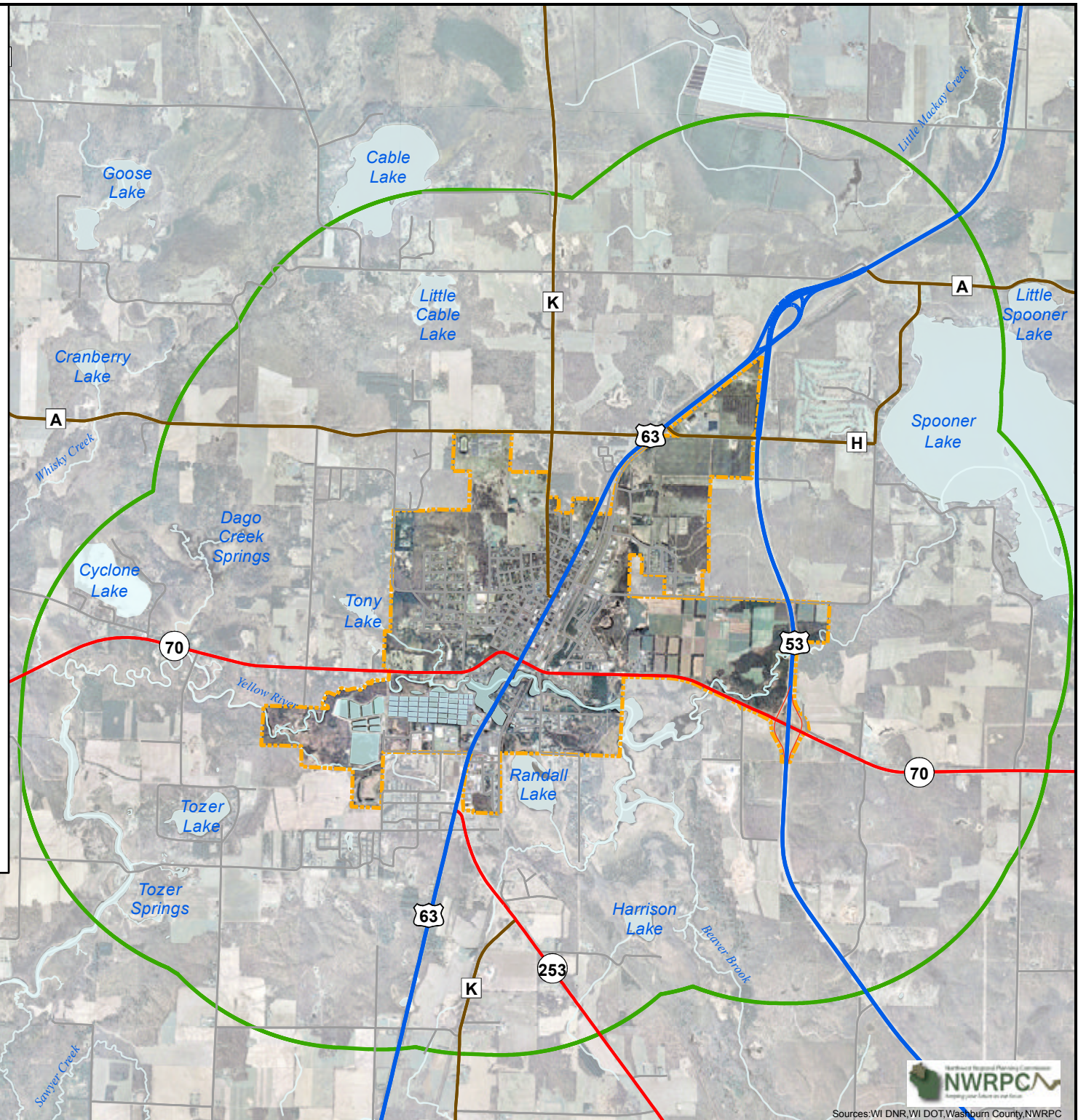


# City of Spooner

Map 8.3 - Extraterritorial Boundary

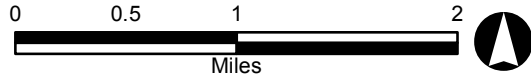


- Lake/Large River
- Perennial Stream
- US Highway
- State Trunk Highway
- County Trunk Highway
- Municipal Road
- On/Off Ramp
- City Boundary
- Extraterritorial Boundary



# City of Spooner

## Map 8.4 - Future Land Use



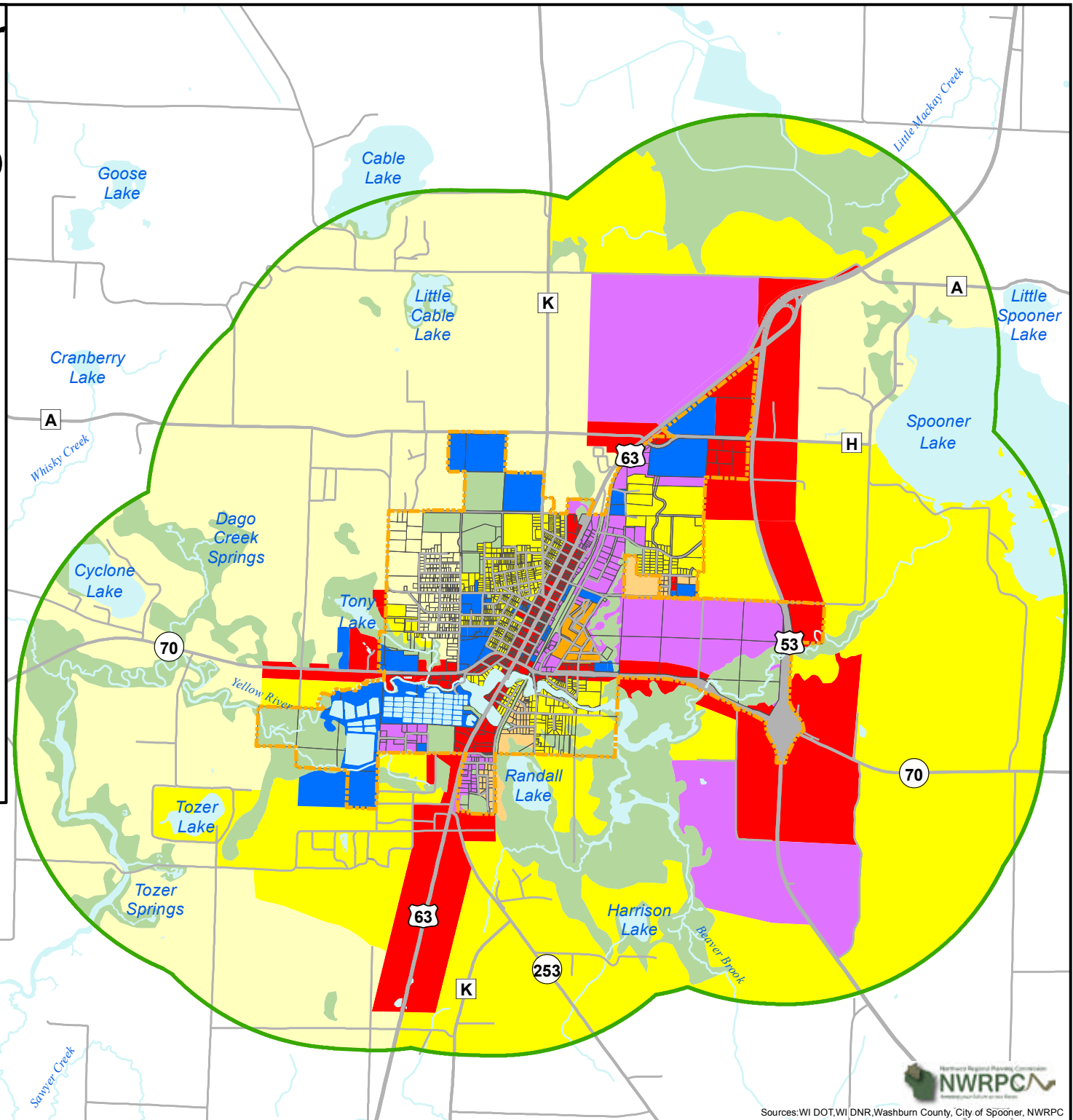
Extraterritorial Boundary

Parcels

City Boundary

### Future Land Use Classification

- Low Density Residential
- Medium Density Residential
- Medium/High Density Residential
- High Density Residential
- Conservation/Park
- Commercial
- Government/Institutional
- Industrial
- Transportation



# Implementation



## **9 Implementation**

### **9.1 INTRODUCTION**

The Implementation Element identifies the actions and policies necessary to ensure that the recommendations of the Comprehensive Plan are carried out effectively. Included with these actions and policies is a process to monitor and measure who will work to achieve them and a target date as to when they should be started and/or completed.

Much of the plan implementation occurs on a case-by-case basis through review of proposed site plans, conditional uses, rezoning applications, subdivision developments, the acquisition and clearance of land, and the provision of public improvements and facilities. Implementation also occurs on a daily basis through an ongoing process that involves orderly procedures for gathering information, making recommendations, and taking action. This ongoing system of analysis, of studying the situation and reaching rational conclusions about community needs and the best courses of action, all occurs within the conceptual and policy framework established by the Comprehensive Plan.

### **9.2 PLAN CONSISTENCY**

Wisconsin's Comprehensive Planning Law (Wisconsin Statutes, Section 66.1001) required that beginning on January 1, 2010, Spooner's zoning and land subdivision regulations will need to be consistent with the City's adopted Comprehensive Plan. The City had completed the development of a comprehensive plan and adopted the plan in 2006. The planning law requires an update of a comprehensive plan at least every 10 years. Based on a number of developments occurring in the City and the availability of new census data, the City opted to complete a comprehensive plan update.

For example, future land use activities projected over the planning horizon are different than current zoning districts in some areas of the city. Identified inconsistencies need further review and potential recommendations that may result in rezoning portions of the city or perhaps changes in zone district text as future development transitions to identified future land use categories. Many other actions identify implementation or development scenarios that are different than existing use that will result in coordinated efforts of local citizens and businesses to work towards desired results.



While the comprehensive plan has been developed to address the overall desire of the community, individual desires may not completely reflect those statements made within the plan. Individual comments and recommendations in the future are important to ensure public participation, an alternative view, and perhaps, modifications to existing strategies outlined within the goals, objectives, and actions are discussed.

### **9.3 MECHANISM TO MEASURE PLAN PROGRESS**

Plan progress made in relation to the City of Spooner Comprehensive Plan is measured based on the City's progress towards achieving its goals and objectives and implementing each action. The overall measurement will be focused on the City accomplishing the specified actions within the documented timeframe. The actions identify what is to be completed, who the key groups for implementation are, and the timeframe to complete. Many actions are noted as being continuous or ongoing and do not have specific implementation target dates. It is recommended that the City of Spooner and/or appropriate committee review the plan's objectives and actions annually, in an effort to realize its accomplishments and identify where modifications are needed.

### **9.4 PLANNING ACTIONS**

While the comprehensive plan lays out a wealth of information related to the city, the overall planning process developed critical statements to implementing a future vision or direction. This vision is formulated within a set of goals, objectives and actions specific to several chapters of the comprehensive plan. Intended to provide the city, developers, existing and future business, and others with a vision for the future, implementation of identified "actions" is critical to moving the city towards a desired path, that when fully implemented, will provide the community with necessary avenues to meet future needs.



## HOUSING

**Goal:** Ensuring an adequate supply of safe and affordable housing for individuals of all income levels. Stabilize and protect existing and potential property values and encourage the most appropriate use of land throughout the city. Promote development of compatible structures with intended uses within specified zoning districts and encouraging land uses, densities, and regulations that promote efficient development patterns.

OBJECTIVES	Action-Plan	Key Groups for Implementation	Timeframe
1. Encourage the preservation and enhancement of the existing housing stock to provide for the existing and future residents and protect existing and potential property values.	Provide information on City and Washburn County housing revolving loan fund.	City and Washburn County RLF, NWRP	Ongoing
	Recapitalize the local housing revolving loan fund by making applications to state and federal agencies.	City, NWRP	Ongoing
	Contact other housing programs in the region regarding their services and programs that are available to the city for preserving and enhancing the housing stock (Indianhead Community Action Program, Northwest RPC, Washburn County)	City, NWRP	Ongoing
	Identify homes within the city that are of historical significance and research their potential for qualifying for the historic preservation programs at the state and national level.	Individual Owners, Washburn County, Historical Society	Ongoing



	Provide financial information to improve the supply of affordable housing to individuals and developers (Wisconsin Department of Housing and Intergovernmental Relations – Bureau of Housing (DHIR-BOH), Wisconsin Housing and Economic Development Authority (WHEDA), United States Department of Agriculture – Rural Development (USDA-RD), United States Housing and Urban Development Department (HUD)	City	Ongoing
2. Encourage the development of additional single & two family dwellings, condo and town house development and multi-family rental housing for all persons of all income levels.	Establish a leadership role in defining and developing areas in the city for single family and multi-family housing development.	City	Ongoing
	Work with local developers on subdivision proposals and infilling existing residential lots.	City	Ongoing
	Examine the need for city to purchase vacant land for continued housing development.	City	Ongoing
	Continue to coordinate and work with existing owners or future developers of senior independent or assisted living centers.	Washburn County Housing Authority, City, Spooner Housing Authority, Private	Ongoing



	Explore the use of the new "mixed-residential" tax incremental districts.	NWRP	Ongoing
	Explore the development of affordable housing units utilizing Community Development Block Grants, HOME funds, or other state and federal sources.	City	Ongoing
3. Remove substandard units within city where health, safety, and welfare issues are present.	Identify substandard housing units.	City	Ongoing
	Explore state and federal funds to assist in the removal of substandard housing units.	City	Ongoing
	Coordinate with other organizations such as Habitat for Humanity and Self Help to assist in construction or replacement of substandard housing units.	City	Ongoing
	Complete housing analysis for City of Spooner to be used for reviewing new housing proposals and understanding housing needs.	City, Spooner Housing Authority, Washburn County	Ongoing





## TRANSPORTATION

**Goal:** To provide a safe and efficient means of travel for all types and kinds of transportation, including, but not limited to pedestrian, non-motorized and motorized personal modes, vehicular and tractor/trailer transportation needs. The system should provide for the needs of all citizens, including disabled and transit dependent citizens.

OBJECTIVES	Action-Plan	Key Groups for Implementation	Timeframe
1. Improve traffic flow through the city.	Provide for multi-lane roadway through city limits {N-S (Hwy 63 corridor) E-W (Hwy 70 corridor) E-W (Hwy H corridor)} and improve traffic patterns by better utilizing city streets and alleys.	City, WisDOT, USDOT	Continuous-ongoing with 5-year plan for implementation.
	Coordinate with WI DOT to develop a highway access plan that controls private and commercial access from highways, while allowing for orderly development.	City, WisDOT, USDOT	Continuous-ongoing with 5-year plan for implementation.
2. Provide access and support for commercial transportation needs and public transportation.	Through regulation and planning, provide easy access for large commercial vehicles to deliver and collect freight and short term economical parking of such vehicles. And to provide access points for public transportation.	City, Private transportation enterprises, WisDOT, Washburn County	Continuous, ongoing
	Maintain rail service for future freight services.	City, WCTC, WisDOT, DNR, WCEDC	Ongoing



3. Provide safer pedestrian/vehicular interaction.	Provide for more aggressive lighting in lesser density population areas of the city.	City, WisDOT, School District	Continuous-ongoing
	Provide for more pedestrian and non-motorized walkways and/or sidewalks in lesser density population and industrial/commercial areas of the city.	City, WisDOT, School District	Continuous-ongoing
4. Provide for maintenance of existing and future access facilities.	Continue 5 year planning, address needs of construction for intended roadway use and public access. Possibly utilize roadway/shoulder/ditch and culverts in areas of less densely populated areas for surface water drainage and pedestrian non-motorized access.	City, WisDOT	Continuous-ongoing. Construction requirements study if subdivision control ordinance is to be addressed.



## UTILITIES AND COMMUNITY FACILITIES

**Goal:** Provide an adequate infrastructure inclusive of public services with an adequate inventory of land to meet existing and future market demands for residential, commercial, industrial, and other land uses.

OBJECTIVES	Action-Plan	Key Groups for Implementation	Timeframe
<p>1. Provide an adequate water supply, sewer service, storm sewers, and an electrical distribution system that are functioning properly and safe for the City users.</p>	<p>Inventory current situation for each service area and make long range plan for maintenance and expansion of all city controlled utilities. This would probably entail setting up a 5-10 year plan that would be used for budgeting and planning.</p>	<p>City</p>	<p>Ongoing</p>
	<p>Expansion of water supply is already in the works but problems with all utilities need to be planned for and funded on a regular basis. This would include having grants written for funding as well as planning long term financing of some of the projects that are anticipated within a given time period.</p>	<p>City, CDBG, USDA, EDA</p>	<p>Ongoing</p>
	<p>All departments within the city will need to coordinate with private and public utility companies to address these improvements in concert with each other, for example as work on storm sewers needs to be coordinated with road improvements for example.</p>	<p>City, public and private utility companies</p>	<p>Ongoing</p>
	<p>Prevent extension of sewer and water to areas outside city limits without annexation.</p>	<p>City</p>	<p>Ongoing</p>



	Pursue city-wide installation of T-1/Fiber optic/high speed internet access and continue future development of technologies that keep Spooner competitive in telecommunication technologies.	City, public and private utility companies	Ongoing
	Consider environmentally friendly and energy efficient options when designing and improving community facilities.	City	Ongoing
	Encourage burying of utilities in new development projects and in other areas of the city during revitalization efforts.	City, public and private utility companies	Ongoing
2. Promote the use of existing recreational facilities; protect existing parks, and encourage development of additional public facilities, such as parks, public access, green space, and trails.	Develop a five-year capital improvements program for recreational facility improvements and expansion.	City	Ongoing
	Develop a pedestrian park in the downtown area on the railroad property.	City	Ongoing
	Develop a long range plan with the school for City/College Street Park.	City, school	Ongoing
	Develop a long range plan for greenways and pedestrian corridors to link parks and other natural features.	City, DNR	Ongoing



	Budgeting with set aside funding could be one of the possible outcomes of the planning process to ensure financial support.	City	Ongoing
	Grants should be written and submitted to all public and private entities that support efforts like this as well. User groups should also be included for possible specific project funding and support; for example, Little League, Hockey, Soccer, Tennis, Football, Basketball, Garden Club and any interested service organizations.	City, other interested organization, DNR	Ongoing
	Develop current railroad property as focal park area of the Downtown Business area. This would include areas to be developed that could be used by various festivals, clubs and organizations.	City, WCEDC, WGN, BID, Chamber	Ongoing
3. Public facilities regardless of ownership should be shared and combined whenever possible. This would include City of Spooner, Washburn County, DNR, and any private or organizations that have public facilities.	Planned new buildings should have joint use and joint ownership in some cases to be the most productive and cost efficient. Redundancy by individual groups should be avoided and better singly built facilities should be used.	City, School District, DNR	Ongoing



	Public funds will in some cases be needed to support privately owned public use facilities and their programs. Likewise, private and other organizational funds will have to be used cooperatively to assist some publicly owned facilities.	City, joint user groups, owners	Ongoing
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## Natural and Agricultural Resources

**Goal:** Protect, maintain, and conserve area natural resources and its environmental quality and as agricultural land transitions to another use encourage landowners to communicate with the city.

OBJECTIVES	Action-Plan	Key Groups for Implementation	Timeframe
1. Identify and preserve the natural resources that characterize the Spooner area that provides access to its scenic characteristics for community and tourist enjoyment by creating and enhancing the existing unique feel and character of the city.	Work with the DNR, local residents, and city government to implement objectives identified by constituents, plan commission, and city council.	Chamber of commerce, City, NRCS	Ongoing
	Develop treescape plans for 1) areas to plant trees now; 2) the rebuilding of STH63 in approximately 2020.	City, DNR, DOT	Ongoing
	Consider purchasing and accessing funding to acquire zoned undeveloped areas near rivers as parks.	City, DNR, funding agencies	Ongoing



	Promote the use of our river and flowage within the city limits.	City, DNR, Chamber, Developers	Ongoing
2. Work within the management guidelines of plans developed by county and state agencies pertaining to management practices of natural resource areas.	Notify all parties to apply for permits through state, county and city departments pertaining to the situation at hand.	County Zoning, WDNR, NRCS, City	Ongoing
3. Protect surface and ground water.	Encourage and continue the retention of storm water runoff from the new and existing developments through the use of retention ponds and other best available practices. Enforce Wellhead Protection Ordinance	City, Spooner Municipal Utilities, DNR	Ongoing

## Cultural Resources

<b>Goal:</b> Enhance the cultural heritage of the city.			
OBJECTIVES	Action-Plan	Key Groups for Implementation	Timeframe
1. Conserve and enhance Spooner's unique heritage and its small town identity by protecting significant historic structures, landmarks, and industries (Railroad).	With the cooperation of property owners; protect, enhance, and perpetuate significant historic landmarks and the downtown historic district representing or reflecting elements of the city's cultural, social, economic, political, and architectural history.	Chamber, City, BID, local community and business owners	Ongoing



2. Preserve and promote Spooner's railroad heritage.	Work with the railroad museum, Chamber and local residents to preserve the railroad heritage.	Chamber, City, Railroad Museum	Ongoing
	Work with WisDOT, WGN RR and others to keep rail service to Spooner.	City, Washburn County Tourism, Chamber, WCEDC, Northwest Heritage Passage	Ongoing
	Promote the train/depot/RR history as a tourist destination.	City, Washburn County Tourism, Chamber, WCEDC, Northwest Heritage Passage	Ongoing
	Propose a historic district for RR property and adjacent downtown.	City, Washburn County Tourism, Chamber, WCEDC, Northwest Heritage Passage	Ongoing
3. Provide new forms of entertainment in City	Encourage private development of a waterpark (as part of hotel or stand alone)	City, Developers	Ongoing
	Develop a band shelter in proposed RR park	City, Chamber, private entities	Ongoing
	Develop a seasonal parks and recreation program for area youth.	City, Schools	Ongoing





## ECONOMIC DEVELOPMENT

**Goal:** Promote the expansion and stabilization of our economic base. Create a range of employment opportunities, including laborer, white collar and professional jobs. Create a community identity to promote community pride, cooperation and tourism.

OBJECTIVES	Action-Plan	Key Groups for Implementation	Timeframe
1. Develop a diverse economic base that includes manufacturing, retail, government, service, medical and tourism.	Provide industrial and retail development areas with the appropriate infrastructure and services to support the development.	City, Chamber, WCEDC, NWRPC, IDA, BID, ITBEC,SDC	Ongoing
	Provide, when necessary, appropriate financial, land and infrastructure incentives to encourage the development of our economic base.	City, WCEDC, NWRPC, IDA, ITBEC, SDC	Ongoing
	Work closely with the Washburn County Economic Development Agency and the Chamber of Commerce to identify prospective development opportunities for the City of Spooner.	City, Chamber, WCEDC, NWRPC, IDA, ITBEC,SDC	Ongoing
	Review the applicability of a Tax Incremental Finance district to assist downtown businesses through matching funds or low cost loans for improvements.	City, BID	Ongoing
	Ensure availability of municipal services to all potential businesses within city limits.	City, WCEDC	Ongoing
	Continue future development of technologies that keep Spooner competitive in telecommunication technologies.	City, public and private utility companies	Ongoing



	Review, update, and develop marketing materials to promote the city's high quality of life, retail center, tourist destination, and transportation crossroads.	City, Chamber	Ongoing
	Inventory and maintain a list of available public and private lands and buildings.	City, CEDC, SDC	Ongoing
	Develop a city procurement policy encouraging purchases from local suppliers whenever possible.	City	Ongoing
2. Create, retain and support new and existing employment opportunities in all segments of the work force.	Strengthen existing economic development groups through employment of professional organizations such as NWRPC.	City, consultants, Chamber, WCEDC, SDC	Ongoing
	Encourage County and WCEDC participation in our economic development process.	City, County, WCEDC, SDC	Ongoing
	Create new job opportunities through the development of our economic base.	City, WCEDC, Chamber, SDC	Ongoing
	Partner with educational institutions, employers, unions, and state and local employment agencies to train and enhance the skills of workers.	City, WITC, UWEX, School District, and other private and public groups	Ongoing
	Support the active BID and assist it in promoting downtown.	City, Chamber, WCEDC	Ongoing
	Establish a program to assist businesses and prevent high retail turnover, through educational or training programs with UW-Ext, Chamber, and WITC.	City, WITC, UWEX, Chamber, SDC	Ongoing



<p>3. Develop a community pride and identity that will promote the City of Spooner and area tourism. Try to balance the needs of retail, commercial, government, medical and tourism to the resources available.</p>	<p>Seek cooperation from civic, government, business and cultural leaders to gain a common objective. Leadership in any endeavor has to be a common goal of all people in Spooner.</p>	<p>City, Chamber, WCEDC, Railroad Museum Board, Canoe Museum, SDC</p>	<p>Ongoing</p>
	<p>Encourage the Chamber of Commerce to dedicate itself to promote and market Spooner and all of the tourism related attractions in our area.</p>	<p>City, Chamber, Washburn County Tourism</p>	<p>Ongoing</p>
	<p>Cooperate with county, regional and state marketing efforts for tourism.</p>	<p>City, Washburn County Tourism, Wisconsin Dept. of Tourism, Chamber, neighboring communities</p>	<p>Ongoing</p>
	<p>Focus our efforts on the development and redevelopment of our downtown and neighborhood business districts.</p>	<p>City, Chamber, BID</p>	<p>Ongoing</p>



## INTERGOVERNMENTAL COOPERATION

**Goal:** Local, County, School and State working together cooperatively to ensure unnecessary duplication of services and property usage does not occur.

OBJECTIVES	Action-Plan	Key Groups for Implementation	Timeframe
<p>1. Partner with other jurisdictions in law enforcement and maintenance departments where applicable</p>	<p>Work with law enforcement and maintenance personnel to determine areas that would benefit from mutual cooperation to best serve the public both in services and cost efficiency.</p>	<p>City, County Board, Sheriff's Department, Minong Police Department, County Highway Department, Spooner Fire District, Emergency Management Services, WisDOT and WDNR</p>	<p>Continuous</p>
<p>2. Partner with other jurisdictions for land usage and best usage of our public facilities.</p>	<p>Work with County, City, State and School District to determine land and buildings that can be jointly used to best serve our area's needs.</p>	<p>City, County Board, School Board, various youth, adult leagues, organized clubs, and Spooner School District, WITC, University of Wisconsin, WisDOT, and WDNR</p>	<p>Continuous</p>
<p>3. Encourage development of improvements to public education facilities.</p>	<p>Participate in joint planning with educational units.</p>	<p>Spooner School District, WITC, and University of Wisconsin, Head Start, 4K charter School</p>	<p>Continuous</p>



## LAND USE

**Goal:** Ensure planning and development of land uses that create or preserve varied and unique land use forms to support future demand for residential, commercial, industrial, public and other land uses.

OBJECTIVES	Action-Plan	Key Groups for Implementation	Timeframe
1. Encourage continued development of residential, commercial and industrial property within and adjoining the present city boundaries.	Continue working with developers, school district, and other public and private property owners in the area to develop property in concert with the zoning subdivision ordinance.	City, WCEDC, School District, WisDOT, Washburn County Highway, and adjoining townships	Ongoing
	Work with developers and state and county officials to ensure development doesn't adversely impact transportation facilities.	City, WCEDC, School District, WisDOT, Washburn County Highway, and adjoining townships	Ongoing
	Work with other adjoining governmental entities regarding land development proposals within the surrounding area of the city.	City, WCEDC, School District, WisDOT, Washburn County Highway, and adjoining townships	Ongoing
	Work with DNR and others to clean up remaining Brownfields to make suitable for development.	City, WCEDC, School District, WisDOT, Washburn County Highway, and adjoining townships	Ongoing



<p>2. Expand opportunities for private development city wide and along existing highway corridor to expand tax base and jobs.</p>	<p>Provide assistance to developers to make private development feasible.</p>	<p>City, WCEDC, WisDOT, Washburn County Highway, SDC</p>	<p>Ongoing</p>
	<p>Properly zone areas likely to develop and preserve land for public use and natural areas.</p>	<p>City, WCEDC, WisDOT, SDC, Washburn County Highway, NWRPC, and other state and federal agencies</p>	<p>Ongoing</p>
	<p>Work with DOT on establishing service roads and sensible access restrictions.</p>	<p>City, WCEDC, WisDOT, SDC, Washburn County Highway, and NWRPC, and other state and federal agencies</p>	<p>Ongoing</p>
<p>3. Encourage downtown revitalization while preserving historical atmosphere.</p>	<p>Promote and enhance downtown redevelopment through partnerships with the Chamber, BID, and others regarding downtown or community wide design standards and in the development of a historic downtown park.</p>	<p>BID, City, Chamber, WCEDC, SDC, Railroad Museum</p>	<p>Ongoing</p>
<p>4. Encourage Development of industrial property for manufacturing or service businesses.</p>	<p>Locate, purchase, and develop a large tract for city industrial park near city limits.</p>	<p>City, WCEDC, State funding agencies, SDC</p>	<p>Ongoing</p>
<p>5. Develop relationships with adjacent municipalities in regard to compatible land use.</p>	<p>Meet with and inform others of city plans</p>	<p>City, Townships, Washburn County</p>	<p>Ongoing</p>



6. Preserve riverway corridor, park system and other natural areas.	Zone and map areas for preservation of natural areas.	City, DNR, and adjacent townships	2008 and Ongoing
7. Develop new and enhance existing ordinances to address health & safety issues.	Identify blight, dilapidated, and un-kept properties.	City	Ongoing
	Review existing ordinances pertaining to health and safety enforcement and revise ordinances where necessary.	City	Ongoing

## 9.5 IMPLEMENTATION PROGRAMS AND SPECIFIC ACTIONS

The primary tools to implement the City of Spooner Comprehensive plan are included in the City of Spooner Code of Ordinances. This Code constitutes a re-codification of the general and permanent ordinances of the City of Spooner. In an effort to detail a list of programs, and specific actions that are to be completed in a stated sequence, the City offers the following for the implementation of the following required information.

### 1) **APPLICABLE ZONING ORDINANCE**

Programs: Code of Ordinances – City of Spooner, Wisconsin Codified through Amendment of March, 2015.

Actions: See Land Use actions.

### 2) **OFFICIAL MAPS**

Programs: Official maps include:

- a. Wisconsin Wetland Inventory Maps
- b. Flood Boundary and Flood Insurance Rate Map
- c. U.S. Geological Survey Maps
- d. Zoning Maps titled “District Map, Spooner, WI”

Actions: See Land Use actions.

### 3) **SIGN REGULATIONS**

Programs: Code of Ordinances, Sec. 86-761

Actions: None at this time.

### 4) **EROSION/STORMWATER CONTROL ORDINANCES**

Programs: Code of Ordinances, Chapter 54 – Shoreland-Wetland Zoning and Page 5-25 Natural Resource Programs.



- Actions: See Natural Resources Actions.
- 5) HISTORIC PRESERVATION ORDINANCES**  
Programs: See Pg. 5-28 (Cultural and Historic Resource Protection Programs)  
Actions: See Housing and Cultural Resource actions.
- 6) SITE PLAN REGULATIONS**  
Programs: Code of Ordinances 86-59  
Actions: None at this time.
- 7) DESIGN REVIEW ORDINANCE**  
Programs: Code of Ordinances Article IV. Design Standards  
Actions: None at this time.
- 8) BUILDING CODES**  
Programs: Code of Ordinances Chapter 14 – Buildings and Building Regulations, Page 2-10 Housing Programs and Page 8-15 Building Code.  
Actions: See Housing Actions.
- 9) MECHANICAL CODES**  
Programs: None at this time.  
Actions: None at this time.
- 10) HOUSING CODES**  
Programs: Code of Ordinances Chapter 14 – Buildings and Building Regulations and Page 2-10 Housing Programs.  
Actions: See Housing Actions.
- 11) SANITARY CODES**  
Programs: Code of Ordinances Chapter 34 – Health and Sanitation  
Actions: See Utilities and Community Facilities actions.
- 12) SUBDIVISION ORDINANCE**  
Programs: Code of Ordinances Chapter 66 – Subdivisions and Page 8-15 Subdivision Regulations.  
Actions: See Housing actions and Page 8-15.

## 9.6 PLAN UPDATES

The State comprehensive planning law requires that the Comprehensive Plan be updated at least once every ten years, in order to take advantage of new information reported every decade by the U.S. Census Bureau. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. The City should also monitor any changes to the language or interpretations of the State law over the next several years.