



SUPERIOR

WISCONSIN

Living up to our name.

City of Superior

Comprehensive Plan 2010 – 2030

Send comments to: serckj@ci.superior.wi.us

Or call: (715) 395-7335

ORDINANCE #O11-3759

AN ORDINANCE INTRODUCED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT TO ADOPT THE COMPREHENSIVE PLAN OF THE CITY OF SUPERIOR, WISCONSIN.

The Common Council of the City of Superior, Wisconsin, does ordain as follows:

SECTION 1: Pursuant to section 62.23(2) and (3) of the Wisconsin Statutes, the City of Superior is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2: The City of Superior, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3: The City of Superior has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

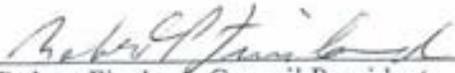
SECTION 4: The common council of the City of Superior, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, "City of Superior Comprehensive Plan 2010 – 2030", pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 5: If any section, subsection, sentence, clause or phrase of this ordinance is for any reason held to be invalid or unconstitutional by reason of any decision of any court or competent jurisdiction such decision shall not affect the validity of any other section, subsection, sentence, clause or phrase or portion thereof.

SECTION 6: This ordinance shall take effect and be in force from and after its passage and publication, as provided by law.

Passed and adopted this 18th day of January, 2011.

Approved this 18th day of January, 2011.



Robert Finsland, Council President
(Signing for the office of the Mayor in accord w/ Wis.
Stat. sec. 62.09(8)(e))

Attest:



City Clerk



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INTRODUCTION

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

REQUIREMENTS

The Demographics Element of the City of Superior Comprehensive Plan contains background information on the City and a statement of overall objectives policies, goals and programs of the City to guide the future development and redevelopment of the City over a 20-year planning period. Background information includes population, household and employment forecasts that the City used in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the City of Superior.

VISION

Our Vision is a safe, clean, accessible Superior, in balance with nature.

What this means is a community 30,000 to 38,000 people by the year 2015 living in well designed, maintained, and enhanced traditional neighborhoods. These neighborhoods are attractive and linked together with a focus on Lake Superior and the Harbor. The diverse neighborhood housing includes shelter for all age groups and income levels. Such housing would include golf course housing, waterfront housing, mixed downtown housing and seasonal housing. The community's green space, parks, trees, recreation areas and facilities complement the desirable traditional neighborhoods and preserve such landmarks as Wisconsin Point and the Municipal Forest.

Our Vision is of high quality infrastructure and facilities.

What this means is to preserve and upgrade utilities, storm sewers, streets, curbs, and sidewalks in our neighborhoods while maintaining and improving public transportation to encourage it's use. We see a community with high educational standards with ties to the University and the Technical College. We see the Municipal Forest with a learning center and we see youth activities, which better utilize existing facilities.

Our Vision has geographically defined shopping areas with a theme and connectivity to the community.

What we mean by this is a redeveloped downtown, which captures a unique market niche such as professional offices, service businesses, entertainment and recreation with housing. We see a downtown, which utilizes its historic features, green spaces, parks and central points of interest to create a unique shopping area.

We see a city with regional shopping and business opportunities at the Mariner Mall and specialty shopping along the waterfront. Our vision includes corridor shopping on Tower Avenue from 45th Street to 28th Street and on Belknap north of 28th street. Tower Avenue capitalizes on the commercial expansion around the airport and a replacement of the fairgrounds with commercial or mixed land use.

Neighborhood shopping is part of the unique character of Superior. Our vision includes neighborhood shopping in the various neighborhoods including Allouez, East End, Itasca, Billings Park, South End and North End, and others.

Our Vision of Superior is a community with a variety of business and employment opportunities built on our strengths.

What we mean by this is a transportation center related to surface transit, water, rail and air. We see a developed harbor with a broad base of water related businesses from recreation to heavy industry. We also vision Superior with a high technical business orientation and a center for tourism. We see a community working together to support and diversify its business and industry by upgrading the education and ability of the workforce in order to compete in a high technical, service oriented society. We also see public/private collaboration as being a starting point to build on our strengths and overcome or weaknesses.

Neighborhood Vision Statements

Our neighborhood vision is a well-designed safe Billings Park with many available recreational activities for both children and adults.

Our neighborhood vision is a clean, environmentally sensitive South End with a strong transportation system.

Our East End, Itasca Allouez neighborhood vision is of an inviting, accessible, and residentially oriented area.

Our neighborhood vision is high quality infrastructure, facilities and appearance for the Central Neighborhood.

Our neighborhood vision is a clean, attractive North End with convenient stores and leisure activities.

HISTORICAL POPULATION

Population, 1950 to the Present

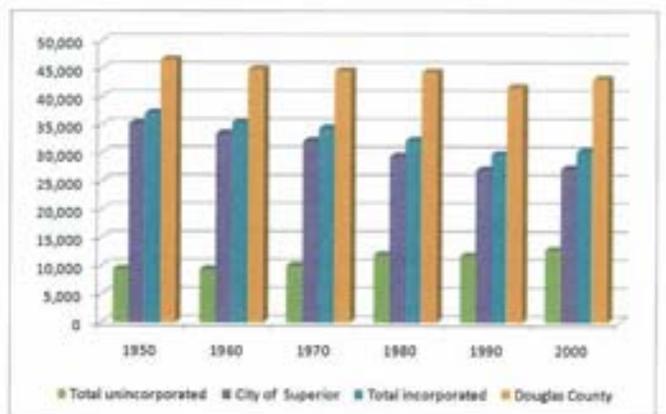
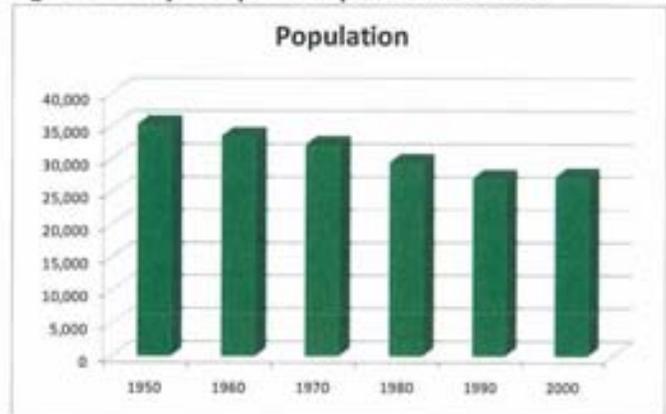
In terms of population, the City of Superior is the largest municipality in Douglas County. The City is situated within a metropolitan area (Metropolitan Statistical Area) that includes the 86,918 residents of Duluth, Minnesota. In 2000, the city's population of 27,368 accounted for 63.2 percent of the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

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

Currently, the most influential factors affecting population change in the City of Superior are net migration and natural change (births, deaths). Over the past 15 years, the city's fertility rate has generally been declining, meaning fewer residents are having babies. If this trend continues, future growth as a result of natural increase will likely continue to diminish.

Additional factors for the overall decrease in population include the general decline in employment associated with the Port of Duluth-Superior, railroad transport, and manufacturing since the 1970's. Historical (1950-2000) population statistics for Douglas County are presented in **Table 1.1**.

Figure 1.1: City of Superior Population 1950-2000



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

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

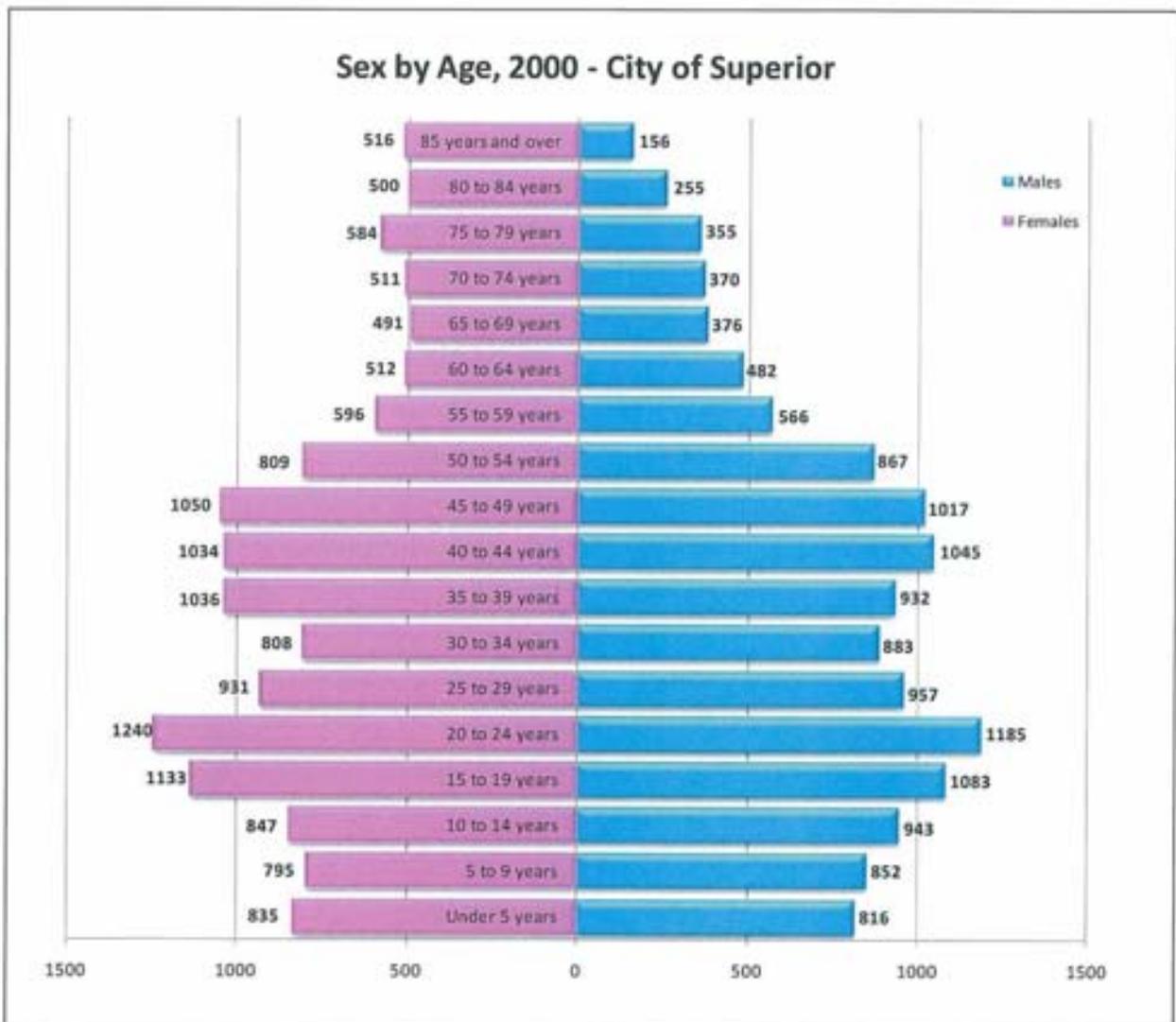
Source: US Census Bureau

AGE DISTRIBUTION & DEMOGRAPHIC TRENDS

Summary of Changes in Population &Age Distribution

In the decade from 1990 to 2000, the US Census reported an increase of 234 inhabitants in City of Superior, or less than one percent growth in population.

Figure 1.2: Sex by Age, 2000



Factors affecting Population and Demographic Change

Population trends and issues affecting the City of Superior include:

- Slowly declining overall population. Population pyramid is indicative of shrinking population, with pre-reproductive (0-15) age classes being markedly smaller than reproductive age classes (15-45).
- With a median age of 35.9, the City of Superior has a younger population than most of the outlying communities in Douglas County.
- Declining school-age (5-17) population
- Declining birth rates
- City noted an increase in post-secondary age (18-24) individuals between 1990 and 2000; likely attributable to student enrollment at UW-Superior.
- Declining population of young workers (25-34)

Table 1.2: Population Change 1990-2000 – Select Age Groups

	1990	2000	Change
Males	12,799	13,140	+2.7%
0-4	1,001	816	-18.5%
5-17	2,423	2,373	-2.1%
18-64	7,641	8,439	+10.4%
65+	1,734	1,512	-12.8%
Females	14,335	14,228	-0.7%
0-4	892	835	-6.4%
5-17	2,414	2,187	-9.4%
18-64	8,014	8,604	+7.4%
65+	3,015	2,602	-13.7%

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

MUNICIPALITY	Working Age Population (18 to 62)			School age Population (17 and under)			College Age Population (18 to 24)			Post-Retirement Age Population (62+)		
	1990	2000	Change	1990	2000	Change	1990	2000	Change	1990	2000	Change
Towns												
Amnicon	517	639	23.6%	304	333	9.5%	57	72	26.3%	108	102	-5.6%
Bennett	290	347	19.7%	165	189	14.5%	31	36	16.1%	70	86	22.9%
Brule	291	332	14.1%	130	160	23.1%	26	24	-7.7%	106	99	-6.6%
Cloverland	137	138	0.7%	68	71	4.4%	15	18	20.0%	41	38	-7.3%
Dairyland	126	120	-4.8%	64	25	-60.9%	15	8	-46.7%	32	41	28.1%
Gordon	304	371	22.0%	116	127	9.5%	23	32	39.1%	133	147	10.5%
Hawthorne	518	553	6.8%	315	288	-8.6%	58	55	-5.2%	216	204	-5.6%
Highland	111	131	18.0%	40	37	-7.5%	13	9	-30.8%	56	77	37.5%
Lakeside	286	364	27.3%	182	162	-11.0%	28	37	32.1%	101	83	-17.8%
Maple	383	387	1.0%	180	153	-15.0%	64	31	-51.6%	104	109	4.8%
Oakland	592	706	19.3%	289	288	-0.3%	65	87	33.8%	112	150	33.9%
Parkland	764	751	-1.7%	356	318	-10.7%	116	88	-24.1%	206	171	-17.0%
Solon Springs	328	452	37.8%	151	191	26.5%	25	51	104.0%	140	164	17.1%
Summit	587	649	10.6%	272	257	-5.5%	69	58	-15.9%	150	136	-9.3%
Superior	1167	1273	9.1%	502	536	6.8%	166	128	-22.9%	242	249	2.9%
Wascott	297	399	34.3%	72	99	37.5%	48	30	-37.5%	166	216	30.1%
Villages												
Lake Nebagamon	481	574	19.3%	253	259	2.4%	55	41	-25.5%	166	182	9.6%
Oliver	155	207	33.5%	85	108	27.1%	23	22	-4.3%	25	43	72.0%
Poplar	288	309	7.3%	160	162	1.3%	39	21	-46.2%	68	81	19.1%
Solon Springs	284	324	14.1%	133	123	-7.5%	32	41	28.1%	158	129	-18.4%
Superior	286	297	3.8%	114	105	-7.9%	40	42	5.0%	81	98	21.0%
City												
Superior	14,938	16,457	10.2%	6,730	6,211	-7.7%	3,037	3,518	15.8%	5,466	4,700	-14.0%
County Total												
Douglas County	23,130	25,780	11.5%	10,681	10,202	-4.5%	4,045	4,449	10.0%	7,947	7,305	-8.1%

Source: Calculated from US Census Bureau data

PROJECTED POPULATION

Population projections represent estimates of future population change based on historical population change. Actual future population growth will be based on many social and economic factors. It is important to recognize that unforeseen events may cause dramatic deviations from the projected future values. Population projections for Douglas County municipalities are shown in **Table 1.4**.

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

Population projections for the years 2005-2025 were developed by the Wisconsin Department

Table 1.4: Douglas County Population Projections

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

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

HOUSEHOLD, EMPLOYMENT AND INCOME CHARACTERISTICS

Households

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

Table 1.5: City of Superior Household Characteristics, 2000

	Total	Percent of all households
TOTAL HOUSEHOLDS	11,609	100.0%
1-PERSON HOUSEHOLDS	3,971	34.2%
1 person household, male householder	1,631	14.0%
1 person household, female householder	2,340	20.2%
1 person household with householder age 65 and over	1,617	13.9%
1 person household with householder age 64 or younger	2,354	20.3%
2 OR MORE PERSON HOUSEHOLDS	7,638	65.8%
Family Households	6,696	57.7%
Married couple families	4,791	41.3%
Married couple families with related children	1,981	17.1%
Male householder, no wife present	479	4.1%
Female householder, no husband present	1,426	12.3%
Female householder, no husband present, with related children	981	8.5%
Female householder, no husband present, with no related children	445	3.8%
2 persons in household	3,811	32.8%
3 persons in household	1,753	15.1%
4 persons in household	1,319	11.4%
5 persons in household	528	4.5%
6 persons in household	152	1.3%
7 or more persons in household	75	0.6%
NON-FAMILY HOUSEHOLDS	4,913	42.3%
Male householder	2,179	18.8%
Female householder	2,734	23.6%

Source: U. S. Census Bureau, 2000

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

The 2000 Census identified 11,609 households in the City of Superior, an increase of 5.2 percent from 1990. Of the 2000 total, 3,971 (34.2 percent) are identified as one person households, while 7,638 (65.8 percent) are identified as having two or more persons. Of all households, 6,696(57.7 percent) are reported as family households and 4,913(42.3 percent) are reported as non-family households.

Detailed household characteristics for the City of Superior are shown in the preceding table.

Household Projections

Table 1.6: Douglas County Household Projections

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

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

Over the planning period, the number of households is projected to increase by about four percent. Household projections for Douglas County municipalities are depicted in **Table 1.6**.

Household Size

Table 1.7: Average Household Size 2000-2030

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

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

Average household size refers to the average number of people living together in a single dwelling unit. Like many Wisconsin municipalities, the average household size in the City of Superior is declining. Reasons for this decline include lower birth rates and increased divorce rates, along with increased longevity resulting in higher number of one-person senior households. The Wisconsin Department of Administration estimates that the average household size in Wisconsin will decline to around 2.3 persons per household by the year 2030. At the current rate of decline, the average household size in the City of Superior would be slightly below 2.2 by 2030. Household projections for all municipalities in Douglas County are depicted in Table 1.7.

EMPLOYMENT PROFILE

Occupations & Wages

Table 1.8: Occupational Employment Statistics, Duluth – Superior MSA

SOC Title	Median Wage		Employment	
	MSA	US	MSA	US
Total, All Occupations	\$15.44/hr	\$16.14/hr	123,760	130,647,610
White collar occupational group				
Management Occupations	\$36.28/hr	\$43.61/hr	4,390	6,116,380
Business and Financial Operations Occupations	\$22.25/hr	\$28.76/hr	5,480	6,063,670
Computer and Mathematical Occupations	\$27.38/hr	\$35.36/hr	1,470	3,303,690
Architecture and Engineering Occupations	\$27.85/hr	\$33.37/hr	1,740	2,412,730
Life, Physical, and Social Science Occupations	\$25.84/hr	\$28.28/hr	1,330	1,308,380
Blue collar occupational group				
Community and Social Services Occupations	\$17.19/hr	\$18.91/hr	4,260	1,891,320
Legal Occupations	\$27.68/hr	\$35.91/hr	490	999,020
Education, Training, and Library Occupations	\$21.05/hr	\$21.93/hr	7,770	8,488,740
Arts, Design, Entertainment, Sports, and Media Occupations	\$17.51/hr	\$20.59/hr	1,340	1,745,670
Healthcare Practitioners and Technical Occupations	\$26.84/hr	\$27.99/hr	9,120	7,200,950
Service occupational group				
Healthcare Support Occupations	\$11.53/hr	\$12.04/hr	7,310	3,886,690
Protective Service Occupations	\$18.86/hr	\$17.61/hr	2,770	3,172,420
Food Preparation and Serving Related Occupations	\$8.60/hr	\$9.00/hr	12,720	11,218,260
Building and Grounds Cleaning and Maintenance Occupations	\$10.75/hr	\$10.89/hr	4,680	4,269,480
Personal Care and Service Occupations	\$10.21/hr	\$10.12/hr	4,220	3,461,910
Sales and Related Occupations	\$9.70/hr	\$11.67/hr	11,700	13,715,050
Office and Administrative Support Occupations	\$14.30/hr	\$14.76/hr	17,980	22,336,450
Farming, Fishing, and Forestry Occupations	\$14.32/hr	\$9.53/hr	170	419,200
Construction and Extraction Occupations	\$24.01/hr	\$18.84/hr	5,930	5,751,630
Installation, Maintenance, and Repair Occupations	\$21.16/hr	\$19.37/hr	6,020	5,114,150
Production Occupations	\$16.24/hr	\$14.56/hr	5,930	8,927,130
Transportation and Material Moving Occupations	\$15.15/hr	\$13.58/hr	6,930	8,844,700

Source: Minnesota Department of Employment and Economic Development

Employers

The Wisconsin Department of Workforce Development identifies that nine of the top ten employers in Douglas County are located within the City of Superior.

Table 1.9: Major Employers in the City of Superior

Establishment	Service or product	Number of Employees (December 2008)
School District of Superior	Elementary & secondary schools	500-999 employees
Halvor Lines Inc	General freight trucking, long-distance	250-499 employees
University of Wisconsin- Superior	Colleges, univ. & professional schools	250-499 employees
Wal-Mart Associates Inc	Discount department stores	250-499 employees
City of Superior	Executive & legislative offices, combined	250-499 employees
County of Douglas	Executive & legislative offices, combined	250-499 employees
Enbridge Employee Services Inc	Pipeline transportation of crude oil	100-249 employees
Jeff Foster Trucking Inc	General freight trucking, long-distance	100-249 employees
St Mary's Hospital of Superior	General medical & surgical hospitals	100-249 employees

Source: WI DWD, Bureau of Workforce Training, QCEW, OEA special request, April 2009

Commuting and Worker Flow Data

Table 1.10: Worker Flow Patterns, 2000

Living in City of Superior and Traveling to:	Count	Traveling to City of Superior from:	Count
Ashland city Ashland Co. WI	7	Illinois	12
Barnes town Bayfield Co. WI	5	Michigan	25
Iron River town Bayfield Co. WI	8	Minnesota	3246
Webster village Burnett Co. WI	7	North Dakota	57
Amnicon town Douglas Co. WI	26	Ohio	5
Bennett town Douglas Co. WI	5	Oklahoma	2
Brule town Douglas Co. WI	29	Washington	2
Hawthorne town Douglas Co. WI	23	Adams Co. WI	3
Highland town Douglas Co. WI	9	Ashland Co. WI	27
Maple town Douglas Co. WI	25	Barron Co. WI	16
Parkland town Douglas Co. WI	26	Bayfield Co. WI	233
Poplar village Douglas Co. WI	77	Burnett Co. WI	28
Solon Springs village Douglas Co. WI	57	Douglas Co. WI	10752
Solon Springs town Douglas Co. WI	9	Forest Co. WI	2
Summit town Douglas Co. WI	24	Iron Co. WI	3
Superior city Douglas Co. WI	7804	Juneau Co. WI	4
Superior village Douglas Co. WI	69	Lincoln Co. WI	2
Superior town Douglas Co. WI	94	Oneida Co. WI	6
Total	8304	Pierce Co. WI	11
		Polk Co. WI	6
		Portage Co. WI	3
		Price Co. WI	2
		Rusk Co. WI	4
		Sawyer Co. WI	10
		Vilas Co. WI	9
		Washburn Co. WI	56
		Total	14526

Source: U.S. Census Bureau

INCOME CHARACTERISTICS

Median Income and Poverty Level

The 2000 Census reports a median household income of \$31,921, and a median family income of \$41,093 for the City of Superior. These figures are below the state and national figures, as is indicated in Table 1.11.

Table 1.11: Median Income, 2000

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

Source: US Census Bureau

Additionally, the City's per capita income was identified as below state and national levels, while its percentage of persons at or below poverty level was slightly higher than the state and national rate.

EDUCATIONAL CHARACTERISTICS

School Enrollment and Educational Attainment

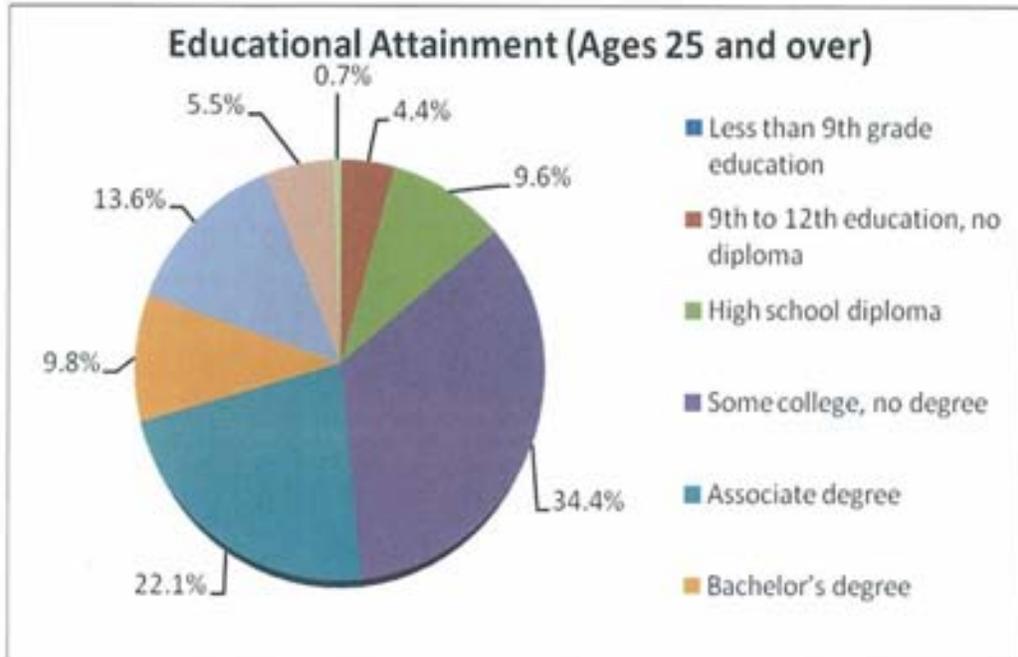
The 2000 Census identifies 12,457 persons aged 3 and over enrolled in an educational facility in the City of Superior (Table 1.12). Of this total, 4,713(37.8 percent) are enrolled in elementary or high school (K-12), 2,173 (17.4 percent) are enrolled in college and 429(3.4 percent) are enrolled in pre-primary programs.

Table 1.12: Educational Enrollment, 2000

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

Source: US Census Bureau

Figure 1.3: Educational Attainment, City of Superior



REQUIREMENTS

A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural value, and occupancy characteristics of the local governmental unit’s housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-

income housing, and policies and programs to maintain or rehabilitate the local governmental unit’s existing housing stock.

HOUSING PROFILE

Number of Housing Units

According to the US Census, the City of Superior reported a total of 12,196 housing units in 2000, which represented an 11 percent increase from 1970. In the 30-year period from 1970 to 2000, a total of 1,199 housing units were added to the city, 991(83 percent) of which were added in the decade between 1970 and 1980. Citywide, housing growth saw a slight decline in the 1980’s and 1990’s.

Table 2.1: Housing Units by Minor Civil Division

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

Solon Springs	340	361	384	389	6	6	1
Superior village	129	202	195	210	5	(-3.5)	8
City							
Superior	10,997	11,988	11,684	12,196	9	(-2.5)	4
Total incorporated	12,130	13,495	13,285	13,891	11	(-1.5)	5
County Total							
Douglas County	16,882	20,141	20,610	20,356	19	2	(-1)

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

Occupancy Characteristics

Table 2.2: Occupancy Characteristics by MCD, 2000

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

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

Occupied housing units

The Census identifies 11,609 occupied housing units in the City of Superior. The overall occupancy rate in 2000 was 95.2%.

Vacant Housing Units

Vacant units account for 587 of the City of Superior’s 12,196 total housing units. About five percent of the City’s housing units are unoccupied.

Owner occupied units

Owner occupied housing is the most common form of housing in the City of Superior. Owner occupied housing units are primarily single-family homes. The Census identified 7,159 (58.7 percent of all occupied housing units) as owner occupied in 2000.

Renter occupied units

According to the 2000 Census, 4,450 units were renter occupied. Rental units count for about 36 percent of the total housing units within the City of Superior. Considering the high amount of apartments, townhomes, and rental properties within the city this percent is noticeably higher than the countywide average.

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

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

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

Subsidized Housing, Assisted Living & Other Housing Programs

The City of Superior is an active partner with private and public agencies involved in housing, community development and social services. These entities include: The Coalition for the Advancement of Fair Housing (CAFH), Catholic Community Services/Catholic Charities, local lending institutions, the Housing Development Corporation (HDC), Northwest Wisconsin Community Services Agency (NWCSA), Douglas County, the Superior Housing Authority (SHA), the University of Wisconsin Extension, North Country Independent Living (NCIL) and USDA Rural Development.

The City maintains cooperative agreements with these agencies for the provision of fair housing activities/advocacy and various housing services to low/moderate income households.

In addition, the City provides free inspections to the Superior Housing Authority and does not charge permit fees for the Housing Development Corporation and Habitat for Humanity single-family new construction programs.

The City works in conjunction with the UW Extension Family Living Program. This program provides family financial education and affordable housing education through classes offered to the general public (such as the Rent Smart program), as well as to inmates in the Douglas County jail. It also provides life skills education to inmates. The program is involved in sponsoring and/or providing input and education for the Homeless/Anti-Poverty Action Committee (including Project Homeless Connect), Northland Wisconsin Financial Wellness Committee, Poverty Awareness training conferences for local citizens and agencies, hunger and food insecurity issues, Family Resource Center, Senior Connections (formerly the Aging Resource Center), criminal justice issues (including juvenile delinquency

prevention), Superior Housing Authority, The Transition to College classes (with sections on finances and making housing decisions), Family Forum/Head Start, Northwest Wisconsin Community Services Agency, WIC and a variety of several other local social service activities. The Family Living Program also facilitates strategic planning sessions for many local service providers.

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

The City's Single Family New Construction program provides funding to acquire and develop sites for the construction of new single family homes by the non-profit Housing Development Corporation, Inc., of Superior (HDC). These funds reduce the costs to produce homes and, therefore, reduce the sale price of the homes. Together with down payment assistance through the HOME, HCRI, and FHLB Down Payment programs, this initiative puts the purchase mortgage costs of these homes in an affordable range for LMI home buyers.

The City continues to forge working agreements with local lenders to finance purchase mortgages with terms that help meet affordability guidelines (maximum of 28% of gross income for principal, interest, taxes and insurance). This applies to down payment programs for both the single family new construction and purchase of existing single family houses.

Catholic Community Services provides home buyer/owner training to all applicants receiving assistance. Financial planning and budgeting are an important component of this training, which helps home buyers to maintain affordability in owning a home. Catholic Community Services also serves low income and homeless households in solving housing problems. The City has and will continue to work with Catholic Community Services regarding fair housing issues. More services provided by Catholic Community Services are housing counseling, follow up and case management services to persons experiencing housing crisis and/or homelessness. Services provided include the Rent Smart program, an intensive training program that gives tenants a chance to establish or rebuild their rental history and to ensure landlords that this tenant is rent-worthy and no longer a high risk tenant. This program gives LMI households the opportunity to acquire better quality housing.

Because the Superior Housing Authority (SHA) is located in an area of the city with a larger proportion of minorities (including SHA housing), activities of SHA affect the city's minority population. SHA produces a quarterly newsletter that is sent to all SHA residents. The newsletter keeps residents informed of Housing Authority activities, meetings, programs, etc. and encourages input from residents. The City provides informational fliers on home buyer programs to the SHA for distribution to tenants. SHA provides staff to explain the City's programs and assist in the application process. SHA residents are notified by mail when homes are available through the New Construction (HOME) activity.

The City encourages participation of minorities, non-English speaking persons, and people with disabilities through the notification processes outlined in the Citizen Participation Plan.

Community Development Block Grant

City staff members involved in the CDBG program participate in local activities, committees, meetings, trainings, etc., sponsored by area agencies involved with CDBG target populations. Examples include the Annual Housing Expo, focusing on affordable housing and education of home owners, sellers and renters. The Expo highlights programs administered by businesses and agencies related to affordable housing. UW Extension sponsors ongoing "Poverty Awareness Conferences" available to all local agencies, school staff, government agencies, etc. The conference guides participants through a simulated 4-week period by "living" the life of low-income households of varying types. City staff have completed the conference and "portrayed" individuals/agencies/businesses that the households must deal with in their lives.

The Superior Housing Development Corporation, Inc., (HDC) will construct homes on CDBG purchased property in the future. As single family houses are completed on each site and sold to LMI home buyers, the City deeds the property to HDC at no cost. At the sale, HDC deeds the property to the homebuyer.

Weatherization Program

The city's Weatherization Program provides energy efficiency improvements to both owner and renter occupied residential property. The Ashland County Housing Authority has been designated to complete weatherization services in the City of Superior and Douglas County. These improvements help to lower LMI households' energy cost burden. Income guidelines are 150% of poverty level.

HOUSING SUPPLY

Housing Types

Table 2.4: Housing Types by Minor Civil Division

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

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

Of the 12,196 total housing units identified in the SF3 sample data 7,643 (62.6 percent) are identified as 1-unit detached, 147 (1.2 percent) as 1-unit, attached, 1,848 (15 percent) as having 2 to 4 attached units, 748 (6 percent) as having 5 to 9 attached units and 1,252 (10.3 percent) as having 10 or more attached units. Additionally, 534 units (4.4 percent of total units) are identified as mobile home, trailer, or other housing type. A single unit detached structure is a one-unit structure detached from any other house while an single-unit attached structure has one or more walls extending from ground to roof separating it from adjoining structures. Multi-unit structures include duplexes, triplexes, apartment complexes and other complexes where several housing units are contained within single building. Housing types are depicted in **Table 2.4**.

Age of Housing Stock

About half of the housing units within the City of Superior were constructed between 1940 and 1980 according to the 2000 U.S. Census. The majority of the other half was constructed prior to 1939. Only seven percent of the total housing units were constructed between 1990 and 2000. **Tables 2.5** provides detail about the age of the city’s housing stock.

Table 2.5: Housing Age by Minor Civil Division

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

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

As indicated in **Table 2.5**, the age of housing stock varies by jurisdiction. Countywide, the median age of housing stock is 51 years. In the City of Superior, 45% of all housing units were constructed prior to 1940. The median age of housing stock in the city is 62 years. Older housing units are of concern due to the fact that these dwellings generally require more repair and maintenance than newer dwellings. While some older dwellings may be historically significant and may contribute to the unique architecture and character of the area, some have not had the investment in rehabilitation and repair needed to keep these structures viable. Deteriorating housing stock can lead to blighted areas, increased vacancy rates and, ultimately, population loss.

Structural Characteristics

Table 2.6: Number of Rooms per Dwelling by Minor Civil Division

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

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

The Census statistics depicting the percent of dwelling units with specified number of *total rooms* is shown in **Table 2.6**. On average, most homes in the City of Superior have between 4 and 6 total rooms. The countywide median number of rooms per dwelling is 5.4.

The 2000 Census identifies about half of all housing units have two or fewer bedrooms. The Census statistics depicting the number of *bedrooms* per dwelling is shown in **Table 2.7**.

Table 2.7: Number of Bedrooms per Dwelling by Minor Civil Division

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

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

Heating Fuel

Table 2.8: Home Heating Fuel, Occupied Housing Units by Minor Civil Division

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

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

Of the City’s 11,609 occupied housing units, about 75 percent are identified as using utility gas, bottled, tank, or LP gas as their primary source of heat. Table 2.8 illustrates in detail the type heating fuel in use in occupied housing units.

Plumbing Facilities

Table 2.9: Plumbing Facilities, Total Housing Units by Minor Civil Division

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

All of the housing units in the City of Superior are served by complete plumbing facilities. Complete plumbing facilities are defined as hot and cold piped water, a bath- tub or shower, and a flush toilet.

Water Access

The City of Superior is served by a municipal water supply, although there are some households which rely on private wells for their potable water supply.

Sewer Access

The City of Superior’s main wastewater treatment infrastructure includes 16 lift stations, one advanced secondary treatment plant, and 3 combined sewage overflow facilities.

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

Housing Costs

Table 2.10: Housing Costs, 2000 Census

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

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

Housing Affordability

The US Department of Housing and Urban Development (HUD) defines affordable housing as "houses, mobile homes, apartments, or condominiums available for rent or purchase at 30 percent or less of annual income." HUD defines income levels by percentage of median income (MI) for a municipality. According to the 2000 US Census, the median household income in the City of Superior was \$31,921.

¹Mortgaged housing units. Selected monthly owner costs are the sum of payments for mortgages, deeds of trust, contracts to

²Housing units which are not mortgaged

Table 2.11: Income and Housing Affordability

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

Table 2.11 depicts estimated housing affordability based on percent median income. The monthly cost statistic is based on expenditures of 30 % of the total household income. Total household incomes up to 80% (extremely low to low income) of the median household income are generally considered to have the greatest financial challenges with respect to housing affordability.

Table 2.12: Housing Value, 2000 Census

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

Source: 2000 Census, STF 3

Property Taxes

Property taxes can have a significant impact on housing affordability. Home ownership can be put out of reach of low-income families who otherwise may be able to afford a \$600 per month mortgage payment, but cannot afford the additional \$100 per month in property taxes. Real estate taxes are based on assessed value of the property multiplied by the equalized ratio, and the mill rate (dollars in tax paid per thousand dollars of property value). **Table 2.13** shows the 2006 property tax rates for each Douglas County municipality along with the estimated tax burden for the median value home within each jurisdiction. By basing property tax estimates on the countywide median home value (\$70,800), rather than the jurisdictional median as depicted in **Table 2.13**, a generalized tax burden comparison can be made between jurisdictions.

Table 2.13: 2006 Property Tax Rates and Estimated Tax Burden for Median Value Homes

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

HOUSING DEMAND

Table 2.14: Permit History, Year Round Housing Units

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

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

Historical housing permit data for Douglas County is shown in Table 2.14. This data shows the number of permits issued by Douglas County and local units of government for the construction of year-round housing units between 1995 and 2007. During this time period an average 34 permits were issued in the City of Superior annually.

Projected Housing Demand

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

Table 2.15: Housing Unit Projections, 2010-2030

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

The housing unit projections were developed by applying average annual growth rates for both permanent and seasonal housing units derived from analysis of historical construction permit data. Estimates of annual housing unit losses, derived from Department of Administration Housing Survey data, also were factored into

the model. The housing unit projection model used in Douglas County is based on the following simple assumptions- annual housing growth rates will consistent with the 10-year average and annual housing loss rates will remain consistent with the 5-year average.

Table 2.16: Land Area & Housing Density, 1980-2030

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

Source: US Census Bureau & NWRPC projections

¹US Census Bureau

²NWRPC Projections

*Minus surface waters

INTRODUCTION

The transportation element of a comprehensive plan is a compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element must compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element must also identify highways within the local governmental unit by function and incorporate state, regional

and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

Existing Transportation Network

The predominant mode of personal travel within the city is the motor vehicle; however commuters have other transit options that are unavailable in the outlying rural communities. Commuters in the City of Superior
Several major roadways bisect the county including federal highways (US) 2 and 53, State Trunk Highway's (STH) 13, 27, 35 and 105; along with several County Trunk Highways (CTH). These high-volume roadways support the bulk of the traffic volume within the county. Douglas County is linked to St. Louis County, Minnesota via three bridges which cross the St. Louis River estuary, including the Blatnik Bridge (USH 53 & I-535, City of Superior), the Richard I. Bong Memorial Bridge (USH 2, City of Superior) and the combined rail/auto Oliver Bridge (STH 105, Village of Oliver).

Table 3.1: Roadway Miles by Type and Jurisdiction, City of Superior

Municipality	County	Federal	Local	State	Total Road Miles	2000 Pop.	Miles per Person (Total)
City of Superior	0.0	15.2	189.0	7.8	212.0	27,368	0.01

Roadways in the City of Superior are categorized based on the level of service the roadways provide in carrying vehicular traffic. The classification system consists of four classes, which include principal arterials, minor arterials, collectors (major/minor), and local roads.

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

Collectors (major & minor) - Collector roads generally provide major and/or minor connections within a community, link local roads to arterial roads, and provide equal access for movement and property.

Local Roads -Local roads handle the least amount of traffic volume, but provide direct access to private property.

Table 3.2: Functional Classification

Municipality	Principal Arterials (Miles)	Collector (Miles)	Local Roads (Miles)	TOTAL (Miles)
C Superior	17.91	22.93	146.54	207.17

Source: Wisconsin Department of Transportation, District 8

Figure 3.1: Functional Class



Traffic Counts

Traffic counts are reported as the number of vehicles expected to pass a given location on an average day of the year. This value is called the "annual average daily traffic" or AADT and is represented on traffic count or traffic volume maps. The AADT is based on a short-term traffic count, usually 48 hours, taken at the location. This count is then adjusted for the variation in traffic volume throughout the year and the average number of axles per vehicle. **Figures 3.2 and 3.3** depict traffic count (AADT) data within the City of Superior. Figures in **black** indicate 2007 AADT values while figures in **red** indicate forecast traffic volumes for the year 2035.

Projected Changes in Traffic Volume

On a whole, traffic volumes are forecast to remain constant or increase in Superior through the year 2035. As shown in **Figures 3.2-3.3**, the most notable growth in traffic volume is forecast on USH 2, USH 2/53, STH 35 (Tower Avenue), East 5th Street and Hammond Avenue, north of North 9th Street.

Figure 3.2: Traffic Volume

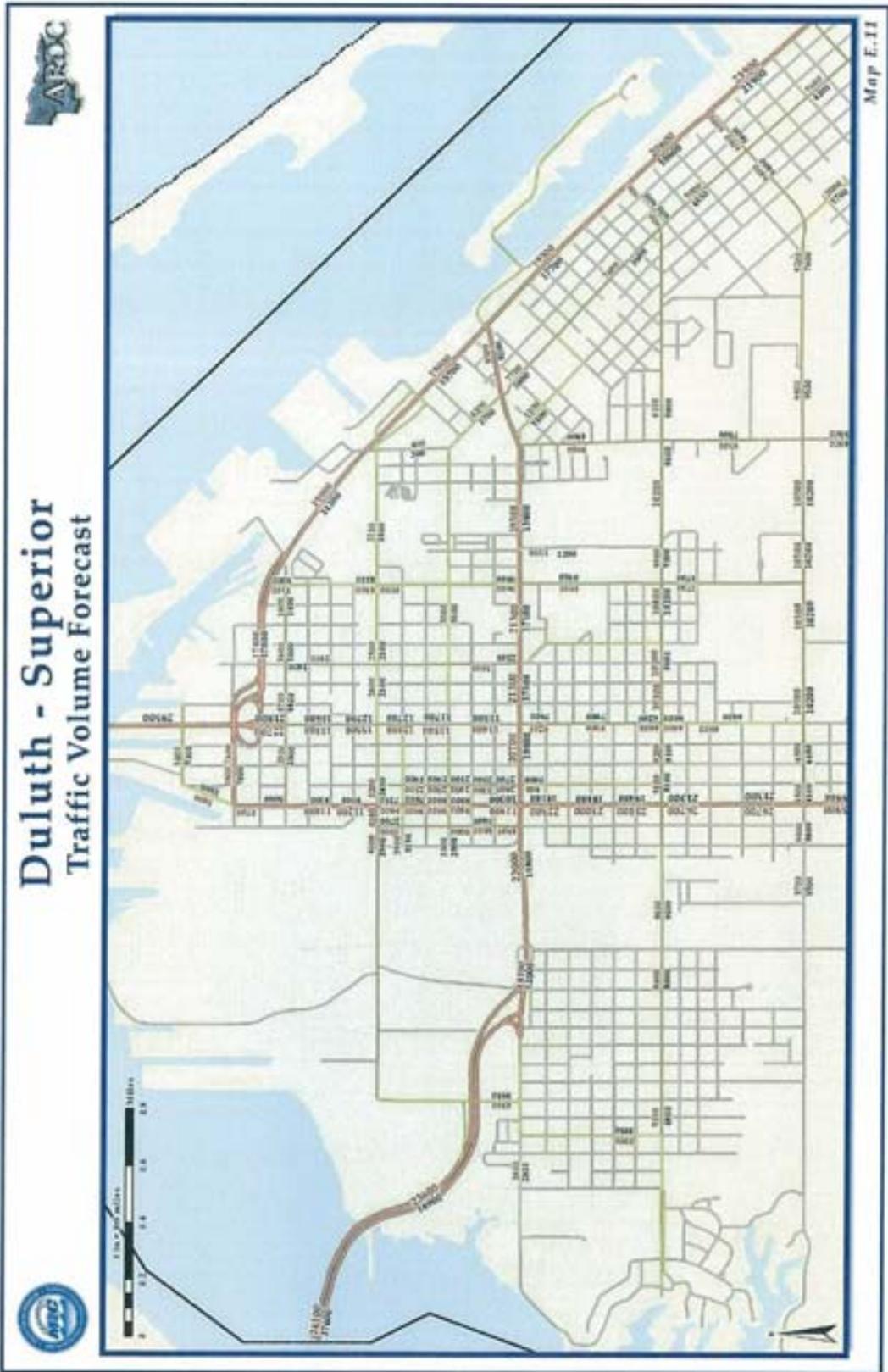
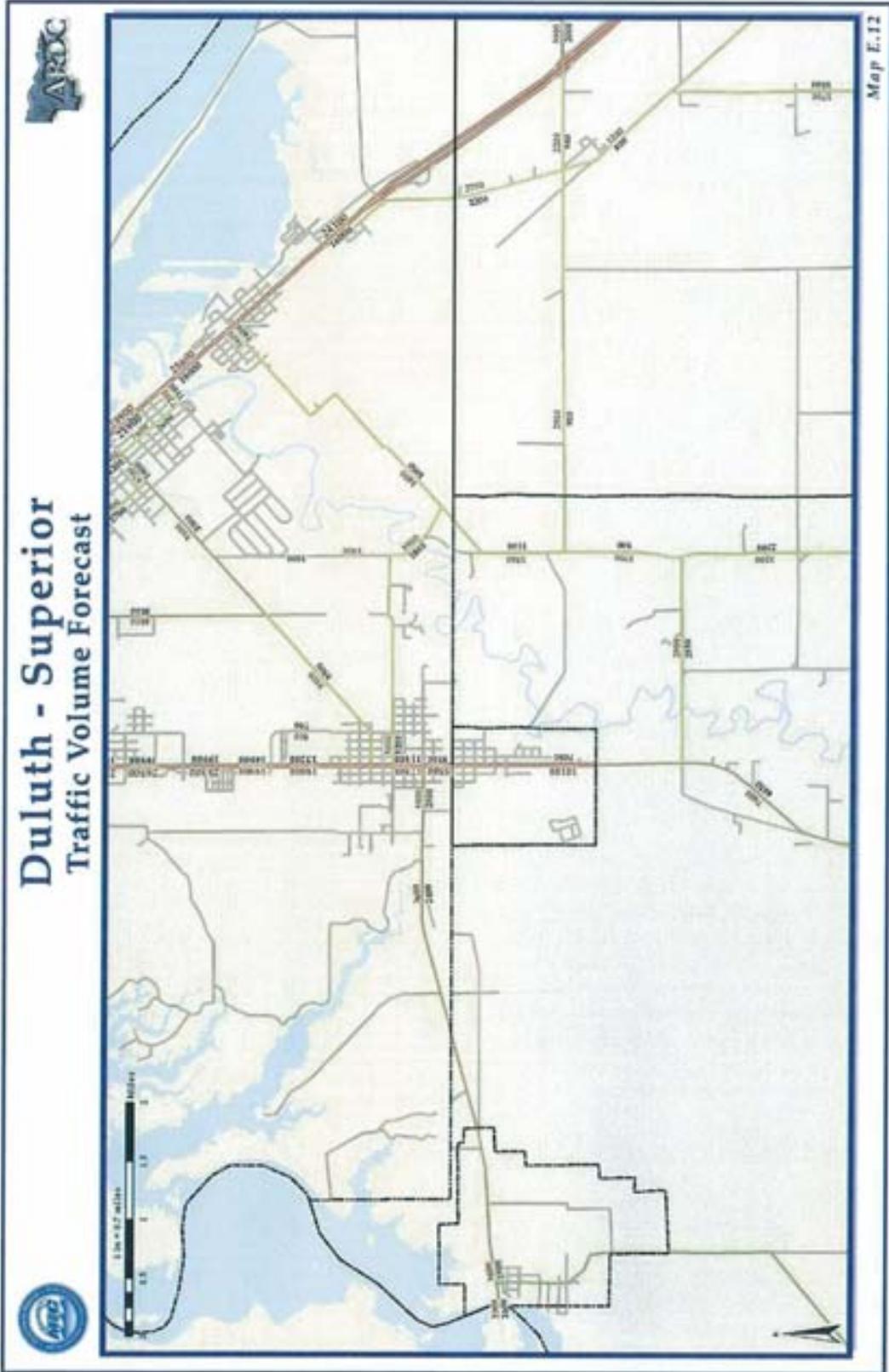


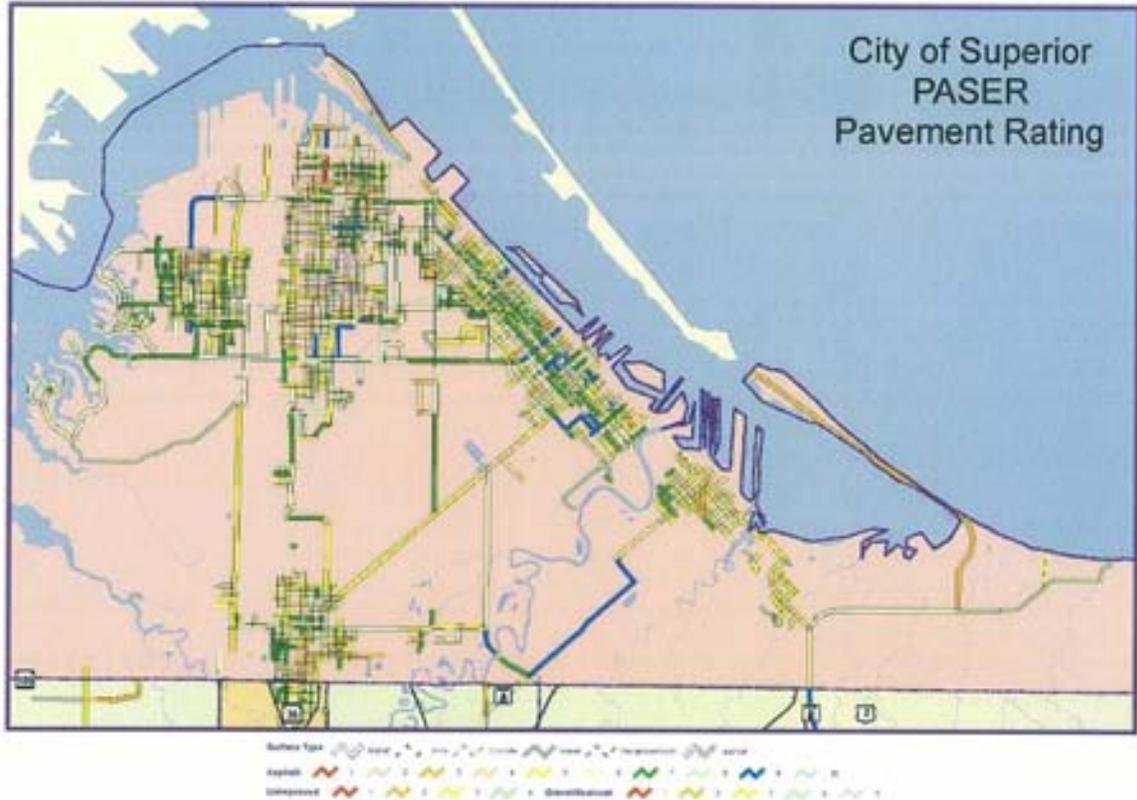
Figure 3.3: Traffic Volume



Pavement Rating

The Public Works Department –Street Division assesses the physical condition of all roadways in the city biennially, using the Pavement Surface Evaluation Rating (PASER) system, and reports the results of the assessment to the Wisconsin Department of Transportation in accordance with §86.302(2).

Figure 3.4: PASER Ratings



General Transportation Aids

The General Transportation Aids (GTA) program is the second largest line item in the Wisconsin Department of Transportation (WisDOT) budget and returns to local governments roughly 30% of all state-collected transportation revenues. Under this program, 1,923 local governments (all counties, cities, villages, and towns) receive payments based on local road mileage and aidable local costs. In 2010, the City of Superior received \$319,312 in General Transportation Aids and an additional \$76,354 in Connecting Highway Payments.

Planned Transportation Improvement Projects

Table 3.3: Short-Range(2010-2014) Improvement Projects, City of Superior

City of Superior						
Project Description	Type	AQ Status	Federal Cost	State Cost	Other Cost	Total Cost
SUP-4N28thSt/18thAveE Hill Ave to E 2ndSt, Reconstruction	Preservation	N/A	\$269,655	\$0	\$337,068	\$1,685,342
SUP-5 Belknap St. Bong Bridge Approach to Texas Ave, Mill and Overlay	Preservation	N/A	\$62,786	\$0	\$78,483	\$392,413
SUP-14Henry Cohen Dr N31st St to N 37th St ,Mill and Overlay	Preservation	N/A	\$50,701	\$0	\$63,376	\$316,879
SUP-17 Stinson Ave N 56th St to Hill Ave, Full Depth Reclamation and Overlay	Preservation	N/A	\$209,068	\$0	\$261,334	\$1,306,672
SUP-20 E 2nd St Nemadji River Bridge, Repair/Replace Parapet	Preservation	N/A	\$8,320	\$0	\$10,400	\$52,000
SUP-24 Moccasin Mike Bypass Trail Paved Trail: Hwys2/53 to Wisconsin Point Road	Multi-modal	N/A	\$1,040,000	\$0	\$260,000	\$1,300,000

Table 3.4: Mid-Range(2015-2019) Improvement Projects, City of Superior

City of Superior						
Project Description	Type	AQ Status	Federal Cost	State Cost	Other Cost	Total Cost
SUP-1 N 21st St Viaduct Approaches Reconstruction	Preservation	N/A	\$30,207	\$0	\$37,759	\$188,795
SUP-2 Tower Ave N 28th to N 56th, Milling and joint repair	Preservation	N/A	\$511,304	\$0	\$638,793	\$3,193,963
SUP-6 N 5th St Hammond Ave to Catlin Ave, Mill and Overlay	Preservation	N/A	\$56,916	\$0	\$71,145	\$355,726
SUP-7 Winter St Catlin Ave to Oaks Ave, Reconstruction	Preservation	N/A	\$196,710	\$0	\$245,887	\$1,229,436
SUP-8 Winter St Oaks Ave to Maryland, Full Depth Reclamation or Reconstruction	Preservation	N/A	\$103,387	\$0	\$129,233	\$646,167
SUP-10 Banks Ave Winter St to Belknap St., Reconstruction	Preservation	N/A	\$106,370	\$0	\$132,962	\$664,812
SUP-11 Ogden Ave Winter St to Belknap, Joint Repair	Preservation	N/A	\$58,706	\$0	\$73,382	\$366,912
SUP-15 Mortorelli Dr Belknap to N 21st, Full Depth Reclamation and Overlay	Preservation	N/A	\$80,229	\$0	\$100,286	\$501,431
SUP-16 N 58th St Tower Ave to Hammond Ave, Reconstruction	Reconstruction	N/A	\$69,436	\$0	\$86,796	\$433,978
SUP-18 E 5th St	Preservation	N/A	\$76,608	\$0	\$95,760	\$478,799

24th Ave E to 31st Ave E, Mill and Overlay						
SUP-19 Cnty Rd E	Preservation	N/A	\$95,674	\$0	\$119,593	\$597,965
E 2nd St to City Limits Rd, Full Depth Reclamation and Overlay						
SUP-21 Belknap St	Preservation	N/A	\$174,720	\$0	\$218,400	\$1,092,000
Hill Ave to Banks Ave, Joint Repair						
SUP-22 E 3rd St	Preservation	N/A	\$75,084	\$0	\$93,855	\$469,274
50th Ave E to Cnty Rd E, Mill and Overlay						
SUP-25 Millennium Trail Extension	Multi-modal	N/A	\$2,496,000	\$0	\$624,000	\$3,120,000
Paved trail: Billings Dr from Badger Dr to Hwy 105						
SUP-26 N 28th St links	For Study	N/A	N/A	\$0	N/A	N/A
Paved trail: N 28th St: from Hwys 2/53 west to Elmira Ave						
SUP-27 Wisconsin Point Extension	For Study	N/A	N/A	\$0	N/A	N/A
Paved trail: Wisconsin Point Rd northwest to lighthouse						

Table 3.5: Long-Range(2020-2035) Improvement Projects, City of Superior

City of Superior	Type	AQ Status	Federal Cost	State Cost	Other Cost	Total Cost
Project Description						
SUP-3 Hill Ave	Preservation	N/A	\$281,434	\$0	\$351,793	\$1,758,964
N 28th to Belknap, Reconstruction						
SUP-9 N 21st St	Preservation	N/A	\$238,114	\$0	\$297,642	\$1,488,212
Washington Ave to Gitchinadji Dr., Mill and Overlay or Reconstruction						
SUP-12 Marina Dr	Preservation	N/A	\$351,069	\$0	\$438,837	\$2,194,183
Full Depth Reclamation and Overlay, Bridge Replacement						
SUP-13 N 37th St	Reconstruction	N/A	\$41,205	\$0	\$51,506	\$257,532
Tower Ave to John Ave ,Reconstruction						
SUP-23 24th Ave E	Preservation	N/A	\$70,385	\$0	\$87,892	\$439,908
E 5th St to E 9th St, Reconstruction						
SUP-28 Crosstown Trail	ForStudy	N/A	N/A	\$0	N/A	N/A
Paved trail: 30th Ave E (at the water) south and west to Hwy 105						
SUP-29 North End Connector	ForStudy	N/A	N/A	\$0	N/A	N/A
Paved trail: Winter St from Hwys 2/53 to the Bong Bridge						

Table 3.6: Short-Range(2010-2014) Improvement Projects, Wisconsin Department of Transportation

WisDOT	Type	AQ Status	Federal Cost	State Cost	Other Cost	Total Cost
Project Description						
BELKNAP STREET (1190-44-71)	Preservation	N/A	\$1,454,400	\$363,600	\$0	\$1,818,000
Hill Ave to USH 2: Construction						
USH 2 (8680-04-00)(Wis DOT share only)	Preservation	N/A	\$1,046,400	\$261,600	\$0	\$1,308,000
Bong Bridge: Painting, Deck Overlay and Maintenance						
USH 2 (8680-04-04)	Preservation	N/A	\$212,800	\$53,200	\$0	\$266,000

St. Louis River to Belknap St :PVRPLA						
STH 35 (8010-07-04)	Preservation	N/A	\$299,982	\$46,018	\$0	\$346,000
Belknap St to 3rd St: Construction						
USH 53 (1195-00-04)	Ops—Safety	N/A	\$0	\$22,678	\$0	\$22,678
East 2nd St Intersection: Preliminary Engineering						
USH 2 (1195-00-03)	Ops—Safety	N/A	\$86,400	\$21,600	\$0	\$108,000
18th Ave to East 2nd St: Preliminary Engineering						
BELKNAP STREET (1190-44-00)	Preservation	N/A	\$188,250	\$0	\$62,750	\$251,000
Hill Avenue to East 2nd Street: PVRPL						
USH 2 (1190-44-71)	Preservation	N/A	\$1,440,000	\$360,000	\$0	\$1,800,000
Hill Ave to East 2ndSt: PVRPLA(pavement replacement)						
I H535 (1199-00-70,72)	Preservation	N/A	\$4,340,000	\$1,085,000	\$0	\$5,425,000
Hammond Ave to IH535: Reconstruction						
STH 35(8998-00-07,08)	Preservation	N/A	\$716,000	\$0	\$179,000	\$895,000
Side streets between Banks Ave to Ogden Ave (from Winter St to Belknap St): Construction						
STH 35(1195-13-71)	Preservation	N/A	\$713,600	\$0	\$178,400	\$892,000
Belknap St 3rd St: Reconstruction						
USH 2 (8680-04-71,72,74)(WisDOT share only)	Preservation	N/A	\$7,868,500	\$3,147,400	\$0	\$11,015,900
Bong Bridge: Work to approaches & Redecking						

Table 3.7: Mid-Range(2015-2019) Improvement Projects, Wisconsin Department of Transportation

WisDOT	Type	AQ Status	Federal Cost	State Cost	Other Cost	Total Cost
Project Description						
Mid-Range (2015-2019)						
IH535 (WisDOT share only)	Preservation	N/A	\$8,985,600	\$2,246,400	\$0	\$11,232,000
Blatnik Bridge Exit & Entrance Ramp: Reconstruction						

Table 3.8: Long-Range(2020-2035) Improvement Projects, Wisconsin Department of Transportation

WisDOT	Type	AQ Status	Federal Cost	State Cost	Other Cost	Total Cost
Project Description						
NORTH 3RD STREET	Preservation	N/A	\$662,400	\$165,600	\$0	\$828,000
Tower Ave to Blatnik Bridge: Reconstruction						
USH 2 (WisDOT share only)	Preservation	N/A	\$6,624,000	\$1,656,000	\$0	\$8,280,000
Bong Bridge: Paint/MAINT						
USH 2	Preservation	N/A	\$9,273,600	\$2,318,400	\$0	\$11,592,000
53rd St to Belknap St: Reconstruction						

Traffic Safety

Analysis of accident data is important because it can help identify areas where roadway hazards may exist. While the frequency, location of, and causes of motor vehicle crashes tend to correlate directly with traffic volume, the design, condition of the road and unforeseen circumstances may also have an impact on the accident rate. According to Wisconsin Department of Transportation traffic data, there were 519 traffic accidents in the City of Superior between 1994 and 2009. Intersections which saw the highest number of accidents included 11th St. N at Clough Ave.(9), 11th St. N at Hammond Ave.(7), 13th St. N at Cummings Ave.(7) and 13th St. N at Tower Ave. (7).

Corridor Congestion

The Wisconsin State Highway Plan 2020 identifies areas of potential congestion on statewide highway corridors if no capacity expansion projects were to take place in the coming 20 years. The report indicates that most of Douglas County's corridors will remain un-congested for the coming 20-year period. Severe and extreme congestion are predicted for the entire lengths of US 2 & 53 and STH 35 within the municipal limits of the City of Superior.

Trails

Residents and visitors to the City of Superior have access to numerous all-season, multi-use recreational trails. These trails provide for use by pedestrians and cyclists in the spring, summer, and autumn and access to snowmobiles, and on some trails to all-terrain vehicles, during the winter months.

Millennium Trail

The Millennium Trail 10-foot wide paved off-street bike trail.1.6-mile trail meanders through Superior Municipal Forest. Trailhead is located at 28th Street and Wyoming Avenue.

- 1.6 miles in the Superior Municipal Forest from Elmira Avenue to Billings Drive
- Walking, biking, in-line skating, and wheelchairs
- Parking available at the Superior Municipal Forest trail head at 28th Street/Wyoming Avenue

Osaugie Trail

The Osaugie Waterfront Trail meanders past the one of the busiest harbors on the Great Lakes, passing several historic maritime sites. Beginning at the trailhead situated at the Superior and Douglas County Visitors Center, hikers and bikers head southeast past Superior and Allouez Bays.

- 5 miles along the Superior Bay from Intersection of Hwys. 2/53 to Moccasin Mike Road
- Walking, biking, in-line skating, and wheelchairs

Pokegama Trail

The Pokegama Trail is a "purpose built" mountain bike trail which presents a technically challenging ride.

- 6.14 miles in the Superior Municipal Forest
- Multiuse, nonmotorized
- Created and maintained by the Cyclists of Gitchee Gummee Shores (COGGs)

Snowmobile/ATV Trails

The 4,400 acre Superior Municipal Forest provides opportunities for ATV/snowmobile use during the winter months.

Railroads

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

The years from 1950 through 2000 have seen the reduction of rail transport in favor of overland trucking operations and the subsequent abandonment and removal and/or conversion of most of the rail system within Douglas County. There are presently four Class 1 railroads operating in the Duluth-Superior metropolitan area. These rail companies move large amounts of coal, iron ore, grain and limestone to and from the Ports of Duluth and Superior (3.10). Rail freight also moves through the area on a rail line that connects Canada to Mexico. A new container port developed in Prince Rupert, British Columbia has attracted freight shipments from Asia that will move by rail through Duluth and Superior to primary destinations in Chicago and Memphis. These freight movements may provide future opportunity to develop an intermodal freight yard in the Duluth-Superior area. Recently,

there's been an initiative to develop high-speed passenger rail service between the Twin Ports and the Twin Cities.

Commercial Trucking

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

Transit

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

A number of taxi services are also available within the city and surrounding area. These services include: Allied Taxi, Badger Taxi, Bayside Taxi, Call Me A Cab, Courtesy Cab Co. and Stride / DTA.

Transportation Facilities for the Elderly and Disabled

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

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

The Aging Resource Center's **Volunteer Driver Escort Program** utilizes volunteers who use their own vehicles to provide transportation throughout Douglas County. This program also provides transportation to Duluth, Minnesota (for medical purposes only). The program is designed for those individuals who need minimal assistance, are ambulatory, and are at least 60 years of age. If individuals are under the age of 60, and disabled, with no other means of transportation; the program tries to accommodate their transportation needs depending on the situation and availability of volunteer drivers. Volunteer drivers do not stay with participants at their destinations. It is a door to door service.

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

Air Transportation

The Richard I. Bong Memorial Airport, located in the south central part of Superior between Tower and Stinson Avenues, offers a 24-hour facility for corporate and commuter aircraft. The airport includes a 4,000-foot runway, terminal, and other facilities. The nearest airport providing regular scheduled passenger flights to

domestic and international destinations is the Duluth International Airport in Duluth, MN.

Airport Improvements

The Wisconsin Department of Transportation's Bureau of Aeronautics Five-Year Airport Improvement Program details planned improvements to airports around the state. The Richard I. Bong Airport is scheduled for eleven improvement projects totaling \$3,344,681.00.

Resources for Non-Motorized Travel

Non-motorized travel plays an important role in Superior's overall transportation system. Many individuals rely on or choose these forms of travel as their main means of transportation. According to a WisDOT statewide survey, nearly 8% of all trips were being completed by bicycling and walking.

Bicycle/pedestrian resources within the City of Superior include 241 miles of roadways and 159 miles of sidewalks. Bicycle and pedestrian connectivity across the harbor is accommodated via the Bong Bridge between Duluth and Superior. The city also has an extensive paved trail (Osaugie Trail) along the Lake Superior waterfront.

Waterborne Transportation

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

The combined port at Duluth-Superior has 49 miles of waterfront, 19 square miles of land and water in the naturally protected harbor, and 17 miles of dredged channels and is able to accommodate vessels up to 1,100 ft. in length, 105 ft. beam, and 32 ft. draft. The port has access to domestic and international markets through the Great Lakes and St. Lawrence Seaway. Port facilities include six multi-purpose bulk terminals, two ore docks, one coal dock, one

general cargo distribution center, and five grain elevators with a 55,000,000 bushel grain silo capacity. The shipping season generally extends from ice breakup in mid-March to freeze up to late December or early January. Ice conditions and ice breaking capability help extend the shipping season.

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

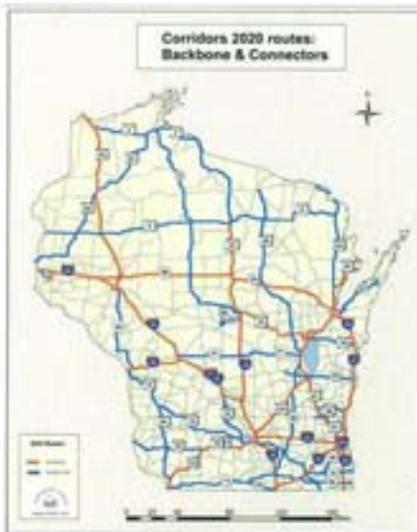


The U.S. Coast Guard operates a station in Duluth, Minnesota which is the home port of the Coast Guard Cutter Alder. Alder's primary missions are aids to navigation (AtoN), ice breaking, law enforcement (LE), and search and rescue (SAR).

Transportation Plans & Programs

There are a number of state, regional and local agencies that have developed and adopted various transportation plans or programs for roadways and infrastructure under their responsibility. In an effort to be consistent and cooperative with adjacent and overlapping jurisdictions, the following state, regional, and county plans applicable to the City of Superior are listed in Table 3.9.

Figure 3.4 : Corridors 2020 Routes



Source: WisDOT

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

major highway which connects communities and regional economic centers to Corridors 2020 backbone routes.

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

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

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

and future role of each airport in the system. Furthermore, the plan forecasts the level of public investment needed to meet federal and state requirements and to meet projected future demand.

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

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

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

Table 3.9: Applicable Local, State, Regional, and other Transportation Plans including:

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

Duluth-Superior Metropolitan Interstate Council

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

INTRODUCTION

The Utilities and Community Facilities Element of a comprehensive plan represents a compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. This element describes the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, includes an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

**UTILITIES AND COMMUNITY FACILITIES
PROFILE****Sanitary Sewer Services**

The wastewater treatment facility is publicly owned and operated by the City of Superior Environmental Services Division of Public Works (ESDPW). The City sewerage operates in compliance with the Wisconsin Department of Natural Resources National Pollutant Discharge Elimination Permit System Permit. The main facility site houses two independent treatment plants. The main wastewater treatment plant is an activated-sludge facility designed to handle all dry weather flow up to 5 million gallons per day (MGD), with a peak daily flow of 8 MGD and a peak pumping capacity of 15 MGD. The other treatment plant at the main facility is the

Combined Sewer Treatment Plant (CSTP) for sewer district #2. It is used to handle high rates of flow, which exceed the main plant's design capacity, such as in the spring when snow melting occurs or during major rain events. The city's sewerage system is comprised of 16 sewage pumping stations, three CSTPs, one secondary treatment plant and approximately 200 miles of sewers.

On-site Wastewater Treatment

While municipal sewer service is available throughout most of the urban area, some city residences rely on private on-site wastewater treatment systems, or POWTS. These systems rely on soil to absorb and clarify the effluent from septic tanks. A soil evaluation conducted by a state licensed Certified Soil Tester is required before a POWTS system may be installed. The evaluation identifies all the elements necessary for the future design and installation of the system such as type, size, depth and location on the property. Douglas County Zoning must approve private sanitary systems constructed within the city.

Storm Water Management

The City of Superior's Stormwater Utility is a public utility organized as a separate enterprise in the same fashion as the City's Wastewater Utility. Assets managed by the Stormwater Utility include storm sewers, culverts, detention basins, and equipment used for managing the storm drainage system. The Utility is given the responsibility of providing for the public needs in the area of storm water management and compliance with federal and state laws. The Utility charges fees for operation and maintenance of facilities and for capital improvements. The Utility works to solve current drainage problems, prevent future problems, as well as repair, maintain, and enhance those facilities already constructed.

Stormwater utility fees are based on the amount of impervious area on a property. The

fee must be paid by residential, commercial, industrial, non-profit, and governmental agencies that own developed parcels. There are no exemptions for developed parcels. Undeveloped parcels with no impervious surface are not assessed the fee.

Credits are offered to offset stormwater utility fees. The Water Quality credit is for treating and/or attenuating water before it enters the City’s stormwater conveyance system using an approved structural stormwater Best Management Practice (BMP). The Receiving Water (RW) credit is for customers whose stormwater never enters any portion of the City’s conveyance system and drains directly into Lake Superior or the St. Louis River

Water Supply

The Superior Water, Light and Power Company reliably provides drinking water for residents of the City of Superior. The average year-round water demand for the Superior Water Treatment Plant is 3.8 million gallons per day (mgd).

Source water is drawn from southwestern Lake Superior through 2 lateral intakes submerged in the lake bottom. Water passes through a screen and gravel before being pumped to the water treatment facility. Upon entering the treatment plant, source water undergoes flocculation and sedimentation to remove the majority of contaminants. Following sedimentation, source water is filtered and chlorinated prior to distribution.

Solid Waste Disposal

The City of Superior owns and operates the Moccasin Mike Landfill off of U.S. Highways 2 and 53 on the city’s southeast side. It is estimated that the Moccasin Mike Landfill has the capacity to handle additional waste for another 15 years. In the future, the landfill could be expanded or a new landfill could be developed. If a new landfill were to be built, a

suitable location must first be identified.

Hazardous Waste Disposal

Residents of the City of Superior have year round access to safe disposal for their household hazardous waste due to an agreement with Western Lake Superior Sanitary District’s (WLSSD) Household Hazardous Waste Facility. Household hazardous waste may be brought to WLSSD’s site in Duluth during their hours of operation.

Licensed Solid Waste Transfer Facilities

Solid waste transfer facilities are facilities where municipal solid waste is unloaded from collection vehicles and briefly held while it is reloaded onto larger long-distance transport vehicles for shipment to landfills or other treatment or disposal facilities. Waste may be stored at these sites for up to 24 hours.

Always Available Roll Off Services Inc 1021 Garfield Ave Superior, WI 54880	<u>Waste Type(s) Handled</u> Demolition Refuse
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Recycling

The city’s recycling program is handled through the Douglas County Recycling Office. Household recyclables (paper products, plastics, glass, and metal) are collected via curb-side pickup. Appliances can be recycled at AA Roll-off, Balcum Appliance or WLSSD Materials Recovery Center. E-waste (computer monitors, CPUs ,televisions, etc.) are accepted at Recycle America Alliance of Superior, AA Rolloff, Balcum Appliance and After Life Electronics.

Natural Gas Service

The Superior Water, Light & Power Company based in Superior (SWL&P) provides natural gas service to the City of Superior.

Pipelines

Northern Natural Gas (NNG) is based in Omaha, Nebraska, and operates an interstate natural gas pipeline extending from the Permian Basin in Texas to the Upper Midwest. NNG has three pipeline segments in Douglas County. The Great Lakes Gas Transmission Company (GLGTC) operates a high-pressure natural gas pipeline that bisects the northern third of the county. GLGTC operates an extensive network of natural gas pipelines extending from western Canada's natural gas basin to major industrial and market centers in Minnesota, Wisconsin, Michigan and eastern Canada. A portion of the 3,100 mile Lakehead Pipeline system extends across Douglas County and into the City of Superior. Enbridge Energy Partners, LP owns and operates the U.S. segments of the Lakehead Pipeline, one of the largest crude oil pipelines in the world. The Murphy Oil refinery at Superior is directly linked to the Lakehead line. From Superior the northern route of the Lakehead Pipeline extends easterly across northern Wisconsin and the Upper Peninsula of Michigan to its terminus at Sarnia, Ontario. The southern route extends southeasterly from Superior to Chicago across lower Michigan to Sarnia.

Pipeline Expansion Projects

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

that is thin enough to be transported by pipeline.

Enbridge's proposed "Alberta Clipper" crude oil pipeline would add 1,000 miles of new line between Hardisty, Alberta, and Superior, Wisconsin. The line would increase initial capacity by 450,000 bpd, with ultimate capacity of up to 800,000 bpd available. This project is expected to begin in mid-2009 with the line in service by mid-2010. Both expansion projects identified by Enbridge will primarily utilize existing utility corridors.

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

COMMUNICATIONS

Telephone Service

Traditionally, telephone communication involved the transmission of analog signals over a network of copper wire connecting individual telephones. Many service providers have replaced their copper wire networks with fiber optic and coaxial cables. Fiber optic technology offers improved speed, capacity, clarity of signal and security over traditional copper technology. CenturyTel, Inc. provides local telephone service in the City of Superior. Long distance service is available through both local and national carriers.

Wireless Communication

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

Cellular technology is based on a short-range network of cell sites, each with a fixed base transceiver station that communicates with wireless users. Because of their portability, cellular phones have become a critical communication tool for both personal and business users. Cellular phone service coverage varies across the county but is generally available within the incorporated communities and along primary transportation corridors. Cellular coverage in the outlying areas can be spotty depending on the service provider, proximity to towers and terrain. Personal communications services (PCS) technology is also wireless and is similar to cellular technology although it operates on a network of small cells and uses a higher frequency in the spectrum to transmit data in a digital data. PCS service in Douglas County is currently available in Superior and the surrounding vicinity.

Microwave communication involves the transmission of analog or digital signals using a series of microwave towers. Land mobile radio systems (LMRS) are used by companies, local governments, and other organizations to meet a wide range of communication requirements, including coordination of people and materials, important safety and security needs, and rapid response in times of emergencies. Land mobile services currently operate in the VHF and UHF portions of the radio spectrum. Several wireless companies provide cellular phone service within the City of Superior and surrounding area.

Towers and Antennae

According to the Federal Communications Commission (FCC) Antenna Structure Registration database, there are 26 registered towers in the City of Superior.

The height of communications towers generally range from 20 to 400 feet in order to be taller than trees, buildings and other obstructions. Required height is generally proportional to a combination of the distance antennas can cover and the service demand within their radius. Towers can be freestanding monopole or lattice structures or anchored to the ground using guyed wires. Antennas are placed on the tower structures or attached to other tall objects such as buildings, water towers or utility poles.

Electric Power Supply

The Superior Water, Light & Power Co. (SWL&P), based in Superior, provides electric service to 14,000 customers in the City of Superior and adjacent areas.

GOVERNMENT FACILITIES

Government Center

The Superior/Douglas County Government Center is a joint city-county complex housing Administration, Human Resources and Health & Human Services offices and law enforcement centers for the City of Superior and Douglas County.

SCHOOLS

The School District of Superior is the 23rd largest school district in Wisconsin and is one of the largest employers in Douglas County. The district serves students in the city of Superior, the towns of Oakland, Parkland, Summit, and Superior; and the villages of Oliver and Superior. The district also provides services to some students not living in the district as a part of open enrollment. The District includes eight schools that serve 4,931 students in grades PK through 12.



Superior High School

Table 4.1: Schools, City of Superior

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

Table 4.2: 2000-2010 Total Student Enrollments by School District

District	Student Enrollment – Superior School District										
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Superior	5,211	5,170	5,055	5,063	4,938	4,822	4,768	5,007	4,993	4,931	4,873

Source: Wisconsin Department of Public Instruction

Table 4.3: 1997-2008 Total Student Enrollments by School (Public and Private)

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

Source: Wisconsin Department of Public Instruction

School District Planning

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

HIGHER EDUCATION

University of Wisconsin-Superior

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

Lake Superior Research Institute; business and entrepreneur assistance offered by the Small Business Development Center; and community and regional development support through the Northern Center for Community and Economic Development.

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

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

Wisconsin Indianhead Technical College – Superior Campus

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

HEALTH CARE FACILITIES

Home Health Care

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

Hospitals

Hospital service to the City of Superior is provided by St. Mary’s Hospital of Superior, an affiliate of the St. Mary’s Duluth Clinic Health System (SMDC).

Trauma Care Facilities

Wisconsin’s integrated system of trauma care requires the identification of hospitals as trauma care facilities by using the Level I, II, III, IV or “unclassified” structure. The City of Superior currently has no designated trauma care facilities; however, these services are available in nearby Duluth, Minnesota.

Adult Day Care

Adult day care programs provide the elderly and other adults with services when their caregivers are at work or need relief. There is one licensed adult day care facility in the City of Superior. Memory Lane Adult Day Care Services provides assisted living services to those suffering from dementia and Alzheimer’s disease.

Adult Family Homes

Adult family homes are places where three or four adults who are not related to the operator reside and receive care, treatment or services that are above the level of room and board and that may include up to 7 hours per week of nursing care per resident. There are seven licensed adult family homes in the City of Superior (Table 4.4).

Table 4.4: Licensed Adult Family Homes, City of Superior

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

Source: Wisconsin Department of Health Services

Community Based Residential Facilities

Community based residential facilities (CBRFs) are places where five or more unrelated people live together in a community setting. Typically, services provided include room and board, supervision, support services, and may include up to 3 hours of nursing care per week. Licensed CBRF facilities in the City of Superior are shown in Table 4.5.

Table 4.5: Licensed Community Based Residential Facilities (CBRFs), City of Superior

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

Source: Wisconsin Department of Health Services

Nursing Homes

Nursing homes are care facilities that offer a protective, therapeutic environment for those who need rehabilitation or can no longer live independently. In Wisconsin, nursing homes are licensed by the Department of Health and Family Services.

Table 4.6: Licensed Nursing Homes, City of Superior

Facility	Address	Beds
Villa Marina Health and Rehab Center	35 N 28th St, Superior WI 54880	72
St Francis Park Health and Rehab	1800 New York Ave, Superior WI 54880	168
Golden Living Center-Superior	1612 N 37th St, Superior WI 54880	90

Source: Wisconsin Department of Health Services

Ambulance Service (EMS)

The primary ambulance service provider to the city is Gold Cross. Gold Cross currently has five fully staffed ambulances 24/7 serving the Duluth/Superior area with an additional (7) ambulances available for staffing on short notice. Extra resources become extremely important when covering large scale incidents, when doing interfacility transports (road trips e.g. transfers from Ashland hospital to Duluth when Ashland Fire is unable to meet staffing needs), standbys at events (hockey, football, structure fires), or when vehicles need to be taken out of service for maintenance.

Childcare Facilities

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

Table 4.7: Licensed Childcare Facilities, City of Superior

Name	Address	City	Type
Cabbage Patch (The)	6212 Ogden Ave	Superior	Family
Cindy Campbell's Day Care	3103 Lamborn Ave	Superior	Family
Cindy's Petite Playmates	2440 Oakes Ave	Superior	Family
Deb's Children Center	1204 Harrison St	Superior	Family
Fotoula's Family Day Care	1707 Hughitt Ave	Superior	Family
Jack and Jill's Family Day Care	919 N 21st St	Superior	Family
Kid-Mit-Ment	1117 Hughitt Ave	Superior	Family
Kinder Quest Family Child Care Ctr.	2440 Maryland Ave	Superior	Family
Kreative Kids Child Care & Presch	920 23rd Ave E	Superior	Family
Mickey Mouse Playhouse	516 Baxter Ave	Superior	Family
Oasis Kare Learning Center	3927 E Fourth St	Superior	Family
Precious Angels Day Care	2910 N 21st St	Superior	Family
Tender Loving Care	2006 Hammond Ave	Superior	Family
Children's Corner Day Care Ctr.	2231 Catlin Ave	Superior	Group
Family Forum Head Start Center #1	1500 N 34th St	Superior	Group
Family Forum Head Start Ctr. #2	518 Grand Ave	Superior	Group
Happy Hearts Day Care Inc.	3605 E 2nd St	Superior	Group
New Horizons Children's Ctr.	1209 N 7th St	Superior	Group
Noah's Ark Day Care Ctr.	1625 N 59th St	Superior	Group
Noah's Ark Day Care	1531 Hughitt Ave	Superior	Group
Shell's Daycare Inc	1500 N 34th St # 100	Superior	Group
Superior Children's Center	2416 Hill Ave	Superior	Group
University Children's Center	1610 Catlin Ave	Superior	Group
YMCA Latchkey - Bryant Elem	1423 Central Ave	Superior	Group
YMCA Latchkey-Cooper Elem Sch	1807 Missouri Ave	Superior	Group
YMCA Latchkey-Four Corners Sch	4465 E Cty Trunk B	Superior	Group
YMCA Latchkey-Great Lakes Elm Sch	129 N 28th St E	Superior	Group
YMCA Latchkey-Northern Lights Elem	1201 N 28th St	Superior	Group
YMCA Preschool and Child Care Ctr	2231 Catlin Ave # 12	Superior	Group
YMCA Shooting Stars	9 N 21st St	Superior	Group

Source: Wisconsin Department of Children & Families

POLICE, FIRE AND RESCUE FACILITIES**Police**

The Superior Police Department is responsible for law enforcement and public safety in the City of Superior. The Department is comprised of three divisions: the Patrol Division, Administrative Division and Investigations Division. Department staff includes fifty-eight sworn officers, fifteen auxiliary officers, twelve crossing guards and three secretaries.

The Patrol Division is the largest division in the Superior Police Departments. The division is staffed by seven sergeants and thirty-two patrol officers, one K-9 team and two community service officers. The Patrol Division operates a fleet of twenty marked vehicles, two motorcycles, one specially designed parking enforcement Jeep and a truck for animal control.

Falling under the Investigations Division are six Detectives, two Narcotics Investigators, one Narcotics Investigator attached to the Lake Superior Drug and Gang Task Force, three Police School Liaison Officers, and six Field Evidence Technicians.

Detective Bureau

The six Detectives within the detective bureau are general investigators that work a wide array of investigations from thefts, forgeries, batteries, sex crimes, to homicides. Each year these six detectives routinely handle in excess of 600 cases. Along with their normal duties in working cases the detectives also conduct training and give presentations to the community concerning crimes such as identity theft, financial crimes, and internet safety presentations.

Narcotics Bureau

The two Narcotics investigators work within the community and work hand in hand with state and federal investigators and prosecutors in the fight against drug trafficking in our community. They routinely conduct complex investigations into "historical" cases against high level narcotics dealers within our community and surrounding area, which have resulted in a number of federal prosecutions where convicted defendants have received upwards of 10, 20, 30 years in prison.

Lake Superior Drug and Gang Task Force

At the beginning of 2005 our department partnered with the Duluth Police Department, Hermantown Police Department and St. Louis County Sheriff's Department in assigning one investigator to the Lake Superior Drug and Gang Task Force. This partnership is unique in that our department receives funding from the state of Minnesota to assist in maintaining our position on this task force that targets drug traffickers, gang elements, and firearms related criminals within the Twin Ports community. Given the unique nature of our Twin Ports community, the criminal element that functions in Duluth is frequently the same criminal element that functions within Superior. This task force has had great success since it's formation in taking violent and dangerous criminals off the streets of Superior and the Twin Ports in general. It has also functioned in furthering the level of cooperation between all of the law enforcement agencies that partner in the task force.

Police School Liaison Officers

Three Police School Liaison officers work during the school year in the Superior School District schools located within the city. Our Department has a long history of a great working partnership with the School District of Superior, where the School District provides funding to have full time police school liaison officers in the schools throughout the school year. One officer works full time in the high

school, one in the middle school, and one officer splits their time between all of the elementary schools in the district. The presence of a law enforcement officer within the schools has provided for a safer learning environment at the schools, and has provided many bonds with the students by their having had many positive contacts with a law enforcement officer.

Field Evidence Technicians

Our department currently has six field evidence technicians that are trained in advanced techniques of evidence detection and collection. These six officers perform their role as an evidence technician in addition to their regular duties. The evidence technicians are called to major crime scenes, such as large-scale burglaries, death investigations, sex crimes, homicides and other felony offenses, to process them for and recover evidence. An evidence technician serves in an on-call status 24 hours a day, seven days a week to ensure that our evidence collection experts are ready and able to respond at a moments notice to a crime scene.

E-911 System

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

The system was fully implemented in February of 2007. The county has developed specialized mapping tools such as geo-coded roads to assist in identifying a caller's location.

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

Hazardous Materials Incident Response

A regional hazardous materials (Level A) response team is located in Superior. A Regional Response Team may be activated for an incident involving a hazardous materials spill, leak, explosion, injury or the potential of immediate threat to life, the environment, or property. The Regional or "Level A" Teams respond to the most serious of spills and releases requiring the highest level of skin and respiratory protective gear. This includes all chemical, biological, or radiological emergencies.

Fire

The mission of the City of Superior Fire Department is to provide those services necessary for the protection of life and property as the needs are recognized within our community. The Fire Department accomplishes this mission by providing two types of service, emergency response and prevention. The Fire Department provides emergency response to fires, release of hazardous materials, life threatening medical emergencies, life rescue and potential property loss, high-level rescue, water rescue, confined space rescue, as well as First Responders.

The Fire Department provides prevention services through educational programs, code enforcement, building inspection, arson investigation and other community based services.

Fire Prevention Programs

All department staff under the direction of the Fire Inspector perform building inspections and code enforcement. The department is also responsible for inspections of all underground and above ground storage tanks. Educational programs include visiting area schools with our Fire Safety House to teach children both the dangers of fire and how to react if they do encounter fire.

The department offers year round visits to any fire station to groups to learn more about our operations and fire safety. The department will provide business-based fire education in fire extinguishers, escape plans and fire safety. Throughout the year the department will attend various special events in our community with the Fire Safety House or to set up an information table with prevention material. If requested, the department will visit homes and offer fire safety tips and suggestions for an evacuation plan.

The department has a Juvenile Fire Setter

Intervention Program which offers advice, limited counseling and assistance to juveniles who experience problems with fire setting.

LIBRARIES

The Superior Public Library is the municipal library serving residents of the City of Superior and Douglas County. The Superior Public Library is a member of the Northern Waters Library Service (NWLS), a regional consortium which serves its member public libraries within its service area. The NWLS operates the Merlin online shared library catalog of NWLS member libraries. It is also an Area Research Center for the Wisconsin Historical Society's archival network.

PARKS AND RECREATION FACILITIES

Park Name	Location
Allouez	3631 E. 2nd St.
Barker's Island	15 Marina Dr.
Bear Creek Park†	110 Moccasin Mike Rd.
Benny Peterson Park	1107 Hughitt Ave.
Billings Park#	West end of N. 21st St.
Carl Gullo Park	510 26th Ave. E.
Center City	1502 Tower Ave.
Central Park	717 6th Ave. E.
18th & Oakes*	1725 Oakes Ave.
John Jack Ennis Memorial Park	1801 Hughitt Ave.
Gouge Park*	315 13th Ave. E.
Hammond Park*	1920 Hammond Ave.
Harbor View Park	301 E. 2nd St.
Heritage Park†	2828 Hammond Ave.
Kelly Park	711 Grand Ave.
Nemadji Picnic Area	31st Ave. E. & E. 5th St.
Red Barn	901 E. 6th St.
Superior Skate Park (in Heritage Park)	2828 Hammond Avenue
Veteran's Memorial†	702 Catlin Ave.
Wade Bowl†	1228 Clough Ave.
Webster Park*	5718 Tower Ave
* Portable toilet available only during the Summer Playground Program time period	
† Portable toilet available	
# Bathrooms attached to the old pavilion are only open when staff are present at the park, otherwise portable toilets are available	

City-Maintained Fields	Location
Petroske Complex (North 58th Street ballfields)	5902 Weeks Avenue
Wade Bowl	1228 Clough Avenue
Tim Wicklund Memorial Field	3903 N. 18th Street
Itasca Memorial Ballfield (at Bear Creek Park)	110 Moccasin Mike Road
Veteran's Memorial Field	702 Catlin Avenue

Cross-Country Skiing/Skijoring
Location: Trailhead is at 28th Street and Wyoming Avenue
Trails: 26 kilometers—beginning to advanced
Hours: Daily 8:00 a.m. to 4:30 p.m. Trails are not lighted.
Skijoring (dog-assisted, cross-country skiing): 5-mile portion of the Orange Trail on Chase's Point (shared with snowmobiles/ATVs)
Maintenance: Trails are tracked and groomed seven days a week, weather permitting, for both skate and classic skiing.

Outdoor Skating Rinks	Location
Allouez	3631 E. 2nd St.
Billings Park	West end of N. 21st St.
Carl Gullo Park	510 26th Ave. E.
Pattison	1016 Faxon Street
Red Barn	901 East 6 th Street
South End	5902 Weeks Avenue
Veteran’s Memorial	702 Catlin Avenue
Wade Bowl	1228 Clough Avenue

Trails
<p>Millennium Trail</p> <ul style="list-style-type: none"> • 1.6 miles in the Superior Municipal Forest from Elmira Avenue to Billings Drive • Walking, biking, in-line skating, and wheelchairs • Parking available at the Superior Municipal Forest trail head at 28th Street/Wyoming Avenue
<p>Osaugie Trail</p> <ul style="list-style-type: none"> • 5 miles along the Superior Bay from Intersection of Hwys. 2/53 to Moccasin Mike Road • Walking, biking, in-line skating, and wheelchairs
<p>Pokegama Trail</p> <ul style="list-style-type: none"> • 6.14 miles in the Superior Municipal Forest • Multiuse, nonmotorized • Created and maintained by the Cyclists of Gitchee Gummee Shores (COGGs)
<p>Snowmobile/ATV</p> <ul style="list-style-type: none"> • Winter months only (defined by ordinance), No Fee

Boat Launches
Arrowhead – west end of the City off Belknap Street - Temporarily closed for renovation--expected to reopen 8-1-10
North 21st Street – west end of the City off 21st Street - Access from Gitchinadji Dr. during storm sewer construction starting May 9
Barker’s Island – off Hwy. 2 and Marina Drive
Loon’s Foot Landing – off Hwy. 2 on 30th Avenue East

Wisconsin Point

Wisconsin Point, along with Minnesota Point, reportedly make up the largest freshwater sandbar in the world. It consists of 203 acres with almost three miles of beach.

Golfing

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

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

- ✓ Hall's Trap Club, trap shooting facility on CTH "C", Town of Superior, including two lighted trap houses
- ✓ Hawthorne Trap and Wildlife Club, just off CTH "B"
- ✓ Superior Firepower, paintball range in the Town of Superior
- ✓ Superior Municipal Archery Range, City of Superior
- ✓ Superior Trap and Gun Club, Town of Superior near STH 35
- ✓ Gordon Rifle Range off County Road Y east of hamlet of Gordon

Downhill Skiing

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

Target Shooting and Rifle, Paintball, and Archery Ranges

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

- ✓ Ambridge Gun Club, sign on CTH "Z" in Parkland Township
- ✓ Aurora Ouisconsin Outdoors Club in Oakland Township
- ✓ Douglas County Rifle Club, Inc., near CTH "K", Parkland
- ✓ George Constance Sr. Memorial Rifle Range on STH 2, near Superior
- ✓ Fort Douglas Shooting Center in Parkland Township

Boat Landings

There are eight boat landings in the City of Superior (Table 4.8). These sites range from well-developed access points with amenities and paved launch ramps to rustic unimproved 'carry-in' type launches.

Table 4.8: Boat Landings, City of Superior

Name	Water Body	Type*	Municipality
Arrowhead Fishing Pier	Saint Louis River	P	C. Superior
Allouex Bay Launch	Allouez Bay	G	C. Superior
Barkers Island Access	Superior Bay	P	C. Superior
Loonsfoot Landing	Lake Superior And Superior Bay	P	C. Superior
Billings Park Access	Saint Louis River	P	C. Superior
Nemadji River Access	Nemadji River	U	C. Superior
Wisconsin Point Launch	Allouez Bay	P	C. Superior
Pokegama River Access	Pokegama River	U	C. Superior

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

RECREATIONAL TRAILS

Figure 4.1: Parks and Recreation System

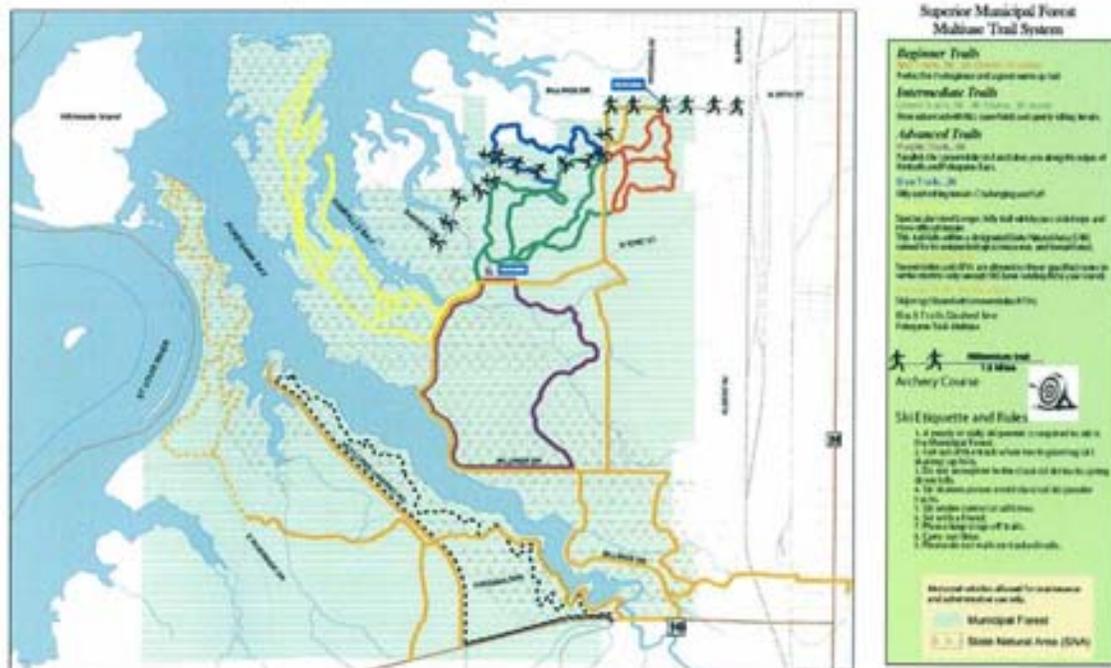


Figure 5

Hiking Trails

Hiking opportunities are available within the Superior Municipal Forest and designated recreational trails within the city trail system.

Figure 4.2: Municipal Forest Multiuse Trail System



Ski Trails

There are approximately 17.3 miles (28km) of groomed cross-country ski trails within the Superior Municipal Forest. Trails are groomed for classical, skating or both styles. In addition to the groomed trails, public lands provide many opportunities for backcountry skiing.

Snowmobile Trails

During the winter months, some areas of the Superior Municipal Forest Trail System are open to snowmobile use. The multi-use Tri-County Corridor Trail joins the Osaugie Trail at the eastern edge of the city of Superior. The Tri-County is a gravel-surfaced abandoned railbed that is also used by ATVs.

ATV Trails

During the winter months, some areas of the Superior Municipal Forest Trail System are open to ATV use.

Water Trails

Water trails are boat routes suitable for small watercraft such as canoes and kayaks. Like conventional trails, water trails are recreational corridors between specific locations. The mapped trails are comprised of access points, boat launches, day use sites, points-of-interest, and sometimes campsites. The Lake Superior Water Trail (LSWT) is a network of mapped access points and recreational resources along Wisconsin’s Lake Superior south shore. The water trail provides a framework for a wealth of environmental, historical, and cultural experiences accessible along the Lake Superior coastline. The LSWT consists of two segments: a 40-mile segment from the St. Louis River to Port Wing and a 30 mile segment from Ashland to the Montreal River at the Wisconsin-Michigan state line.

CEMETERIES

Cemetery Name	Municipality
Calvary Cemetery	City of Superior
Nemadji Cemetery	City of Superior
Saint Francis Cemetery	City of Superior

NEEDS ASSESSMENT

Table 4.9 depicts an approximate timetable that forecasts the need to expand, rehabilitate or improve exiting utilities and facilities and/or develop new facilities. The assessment considers whether each of the listed utilities and public facilities will be adequate throughout the 20-year planning period based on ten-year increments.

Table 4.9: City of Superior Utilities and Community Facilities Assessment

	Recommendation											
	Adequate			Rehab			Improve			New		
	2010	2020	2030	2010	2020	2030	2010	2020	2030	2010	2020	2030
Government Center – Offices	◆	◆	◆									
Police Protection Services	◆	◆	◆									
Parks and Recreation Fac.	◆	◆	◆									
Recycling Services	◆	◆	◆									
Sanitary Sewer Service	◆	◆	◆									
Stormwater Management	◆		◆					◆				
Water Supply	◆		◆					◆				
Onsite Wastewater Treatment Technology	◆	◆							◆			
Telecommunication Facilities	◆	◆	◆									
Power plants and Transmission Lines	◆	◆	◆									
Cemeteries	◆	◆	◆									
Health Care Facilities	◆	◆	◆									
Child Care Facilities	◆	◆	◆									
Fire	◆	◆	◆									
Rescue	◆	◆	◆									
Libraries	◆	◆							◆			
Schools	◆	◆	◆									

INTRODUCTION

The Agricultural, Cultural and Natural Resources Element of a comprehensive plan contains a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

Natural resources in the Superior area are extensive. The St. Louis River estuary and harbor, protected by the longest natural freshwater sandbar, contain a great variety of habitats and natural features. Little of the original pre-development habitat remains in the lower portion where the harbor exists. Allouez Bay probably approximates the pre-development state: extensive marshes and mudflats in a large, shallow bay.

Upstream, the shore is relatively undeveloped and composed of bays, backwaters, and marsh. Some residential development has occurred, but the Minnesota side has been more extensively developed. Numerous islands are found in the estuary. A variety of upland and marsh forest species can be found.

The abundance of wetlands in Superior is a major environmental and developmental issue. Approximately 25% of the City is estimated to be wetland, perhaps as much as 65% of all undeveloped land. These wetlands provide a variety of functions ranging from water quality, stormwater retention, and wildlife habitat, as well as aesthetic and scientific values.

However, the extent of wetlands creates difficulties for development. A Special Area Management Plan has been prepared and resulted in the Army Corps of Engineers issuing general permits that allow wetland impacts with an expedited wetland impact review and reduced administrative and development costs. Wetland mitigation is also addressed in the plan.

The Superior Municipal Forest provides important recreational, economic, and aesthetic benefits. The forest includes many biological communities that are limited to small areas of Wisconsin. The many rivers and creeks are additional aesthetic and environmental amenities in the City. Several islands, points, and other unique resources are created by the rivers and their interaction with Lake Superior. These and the City's wetlands provide habitat for a variety of wildlife and rare plant species.



Wisconsin Point

TOPOGRAPHY

The City of Superior lies within a flat coastal plain. Except for Dwight's Point and the dissected river valleys along the city's western edge, topographic relief is modest. Elevation in the City of Superior ranges from near 600 feet at the lakeshore to 695 feet inland.

SLOPE

Erosion poses a common and continuous threat along stream banks and shores throughout the City. Since the whole of the City is built on unconsolidated clay material, land throughout is vulnerable to sinkholes and minor erosion, though the flat topography limits the tendency for landslides and slumping in most areas

Steep slopes on the highly erosive soils of the clay plain are of particular concern. When wet, the red clay soils tend to lose stability, which can result in land subsidence and slumping. In 2002, seven properties in the Village of Oliver were affected by severe land subsidence along the St. Louis River. Bluff erosion and slumping dump fine sediments into south shore streams which gives their waters a distinct reddish color following rain events and melting of the winter snowpack. Slumping also affects the bluffs on the shores of Lake Superior. This is particularly problematic along the clay bluffs stretching from Superior into western Bayfield County, where some homes and properties are threatened by the continually receding bluffs.

Soil erosion from land disturbing activities and subsequent development can disturb natural land cover and land surfaces resulting in a change of run-off patterns that may have a detrimental effect on water quality and downstream uses. Land disturbing activities and future development need to be strictly monitored to avoid damage to other properties and to sensitive natural areas. As a general rule, slopes in excess of 20 percent are of greatest

concern for any land disturbing activity. Steep slopes do not necessarily preclude all forms of development; although, costly engineering and site preparation/mitigation measures are often required in order to minimize potential adverse impacts. Potential problems associated with development of excessively sloping lands include erosion and slope stability.

The steepest slopes in the City of Superior are found along the flanks of rivers and streams; particularly along Lake Superior tributary streams of the clay plain. Steep slopes also occur along the bluffs overlooking Lake Superior.

Areas of the City susceptible to high erosion rates tend to be localized in areas with steep slopes and open areas with limited vegetative cover. City areas still vulnerable to erosion include steep slopes along the banks of waterways. Minor steep slope areas are located adjacent to Bluff, Bear, Newton and other smaller creeks in the southeastern portion of the City. Major hazard areas include along the shores of the Nemadji and Pokegama rivers and along the inlets of the St. Louis River and St. Louis Bay in the western portion of the City, including edges of Billings Park and the Superior Municipal Forest.



Eroding Slope, Wisconsin Point

GEOLOGY AND SOILS

Ancient (Precambrian) sandstone and igneous bedrock underlie Douglas County. The northern part of the county is underlain with Superior red sandstone, over which is a thick mantle of clay and gravel, forming an artesian slope.

Glacial deposits, reaching 200 feet over bedrock in some places, cover most of the county. Those deposits covering the Lake Superior Lowland are generally shallow lake basin deposits; however, deposits in the old buried valley under the St. Louis River are known to have a thickness of nearly 600 feet.

CLIMATE

The City of Superior has a humid, continental type of climate. This means that the City has long, cold winters with rather short, moderately warm summers. However, this climate is modified somewhat by the tempering influence of Lake Superior and by local variations in topography. Lake Superior acts as a large storage basin for heat (or cold) and thus tends to increase the number of frost-free days along the lake. The lake also acts as a coolant during the summer. As a consequence, the extreme northern part of the county adjoining Lake Superior has longer growing seasons, cooler summers and slightly more precipitation than is found in the southern part of the county. The 140 to 160 day growing season along the lake is as long as the growing season in the extreme southern counties of Wisconsin.

Unlike most Wisconsin counties, there can be a notable difference in temperature from north to south within the county. The lake modifies

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

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

WILDLIFE RESOURCES

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

Many plant and insect species also occur; but unlike vertebrate wildlife species, no complete list is available as an inventory of insect species or native flora found in the City of Superior.

Each type of plant community is important because of the habitat it provides to wildlife. Some types are more important to the wildlife resources because they are both abundant and used by many species such as jack pine, aspen,

or northern pin oak. Types of lesser abundance such as white pine, northern red oak, upland brush, spruce-fir, swamp conifer, and grass openings are also important because they may provide the only breeding habitat available for some species or offer a critical habitat type that is needed seasonally.

Critical Resources and Habitats

The Wisconsin Natural Heritage Inventory (NHI) provides a listing of rare, threatened and endangered species and communities that are known to be present in Douglas County (data is not reported at the municipal level). The following list is a summary of information regarding endangered land resources from the NHI.

Table 5.1: Rare, Threatened and Endangered Species & Natural Communities in Douglas County

PLANTS		
Common Name	Species Name	Wisconsin Status ¹
Adder's-Tongue	<i>Ophioglossum vulgatum var pseudopodium</i>	Special Concern
American Shore-Grass	<i>Littorella americana</i>	Special Concern
Arrow-Leaved Sweet-Coltsfoot	<i>Petasites sagittatus</i>	Threatened
Autumnal Water-Starwort	<i>Callitriche hermaphroditica</i>	Special Concern
Brown Beakrush	<i>Rhynchospora fusca</i>	Special Concern
Canada Gooseberry	<i>Ribes oxycanthoides</i>	Threatened
Common Bog Arrow-Grass	<i>Triglochin maritimum</i>	Special Concern
Crawe Sedge	<i>Carex crawei</i>	Special Concern
Crinkled Hairgrass	<i>Deschampsia flexuosa</i>	Special Concern
Dwarf Milkweed	<i>Asclepias ovalifolia</i>	Threatened
Fairy Slipper	<i>Calypso bulbosa</i>	Threatened
Fir Clubmoss	<i>Lycopodium selago</i>	Special Concern
Floating Marsh-Marigold	<i>Caltha natans</i>	Endangered
Flodman Thistle	<i>Cirsium flodmanii</i>	Special Concern
Fragrant Fern	<i>Dryopteris fragrans remotiuscula</i>	Special Concern
Ground-Fir	<i>Lycopodium sabinifolium</i>	Special Concern
Hill's Thistle	<i>Cirsium hillii</i>	Threatened*
Hooker Orchis	<i>Platanthera hookeri</i>	Special Concern
Lapland Buttercup	<i>Ranunculus lapponicus</i>	Endangered

PLANTS		
Common Name	Species Name	Wisconsin Status ¹
Large-Flowered Ground-Cherry	<i>Leucophysalis grandiflora</i>	Special Concern
Large Roundleaf Orchid	<i>Platanthera orbiculata</i>	Special Concern
Large Water-Starwort	<i>Callitriche heterophylla</i>	Threatened
Leafy White Orchis	<i>Platanthera dilatata</i>	Special Concern
Lesser Wintergreen	<i>Pyrola minor</i>	Endangered
Marsh Grass-Of-Parnassus	<i>Parnassia palustris</i>	Threatened
Marsh Horsetail	<i>Equisetum palustre</i>	Special Concern
Marsh Ragwort	<i>Senecio congestus</i>	Special Concern
Marsh Willow-Herb	<i>Epilobium palustre</i>	Special Concern
Mingan's Moonwort	<i>Botrychium minganense</i>	Special Concern
Mountain Cranberry	<i>Vaccinium vitis-idaea ssp minus</i>	Endangered
Northeastern Bladderwort	<i>Utricularia resupinata</i>	Special Concern
Northern Black Currant	<i>Ribes hudsonianum</i>	Special Concern
Northern Bur-Reed	<i>Sparganium glomeratum</i>	Threatened
Oregon Woodsia (Tetraploid)	<i>Woodsia oregana var cathcartiana</i>	Special Concern
Purple Clematis	<i>Clematis occidentalis</i>	Special Concern
Richardson Sedge	<i>Carex richardsonii</i>	Special Concern
Rugulose Grape-Fern	<i>Botrychium rugulosum</i>	Special Concern
Russet Cotton-Grass	<i>Eriophorum chamissonis</i>	Special Concern
Seaside Crowfoot	<i>Ranunculus cymbalaria</i>	Threatened
Sheathed Sedge	<i>Carex vaginata</i>	Special Concern
Showy Lady's -Slipper	<i>Cypripedium reginae</i>	Special Concern
Slender Spike-Rush	<i>Eleocharis nitida</i>	Special Concern
Slim-Stem Small Reedgrass	<i>Calamagrostis stricta</i>	Special Concern
Small Yellow Lady's-Slipper	<i>Cypripedium parviflorum</i>	Special Concern
Small Yellow Water Crowfoot	<i>Ranunculus gmelinii var hookeri</i>	Endangered
Sparse-Flowered Sedge	<i>Carex tenuiflora</i>	Special Concern
Swamp-Pink	<i>Arethusa bulbosa</i>	Special Concern
Tea-Leaved Willow	<i>Salix planifolia</i>	Threatened
Torrey's Bulrush	<i>Scirpus torreyi</i>	Special Concern
Variegated Horsetail	<i>Equisetum variegatum</i>	Special Concern
Vasey Rush	<i>Juncus vaseyi</i>	Special Concern
Veined Meadowrue	<i>Thalictrum venulosum</i>	Special Concern

ANIMALS			
Common Name	Species Name	Wisconsin Status ¹	Taxa
American Bittern	<i>Botaurus lentiginosus</i>	Special Concern	Bird
American Wigeon	<i>Anas americana</i>	Special Concern	Bird

ANIMALS			
Common Name	Species Name	Wisconsin Status ¹	Taxa
Bald Eagle	<i>Haliaeetus leucocephalus</i>	Special Concern**	Bird
Black Tern	<i>Chlidonias niger</i>	Special Concern*	Bird
Black-Throated Blue Warbler	<i>Dendroica caerulescens</i>	Special Concern	Bird
Cape May Warbler	<i>Dendroica tigrina</i>	Special Concern	Bird
Caspian Tern	<i>Sterna caspia</i>	Endangered	Bird
Cerulean Warbler	<i>Dendroica cerulea</i>	Threatened*	Bird
Common Tern	<i>Sterna hirundo</i>	Endangered*	Bird
Connecticut Warbler	<i>Oporornis agilis</i>	Special Concern	Bird
Evening Grosbeak	<i>Coccothraustes vespertinus</i>	Special Concern	Bird
Gray Jay	<i>Perisoreus canadensis</i>	Special Concern	Bird
Great Blue Heron	<i>Ardea herodias</i>	Special Concern	Bird
Kirtland's Warbler	<i>Dendroica kirtlandii</i>	Special Concern**	Bird
Le Conte's Sparrow	<i>Ammodramus leconteii</i>	Special Concern	Bird
Least Bittern	<i>Ixobrychus exilis</i>	Special Concern	Bird
Merlin	<i>Falco columbarius</i>	Special Concern	Bird
Northern Goshawk	<i>Accipiter gentilis</i>	Special Concern	Bird
Northern Harrier	<i>Circus cyaneus</i>	Special Concern	Bird
Osprey	<i>Pandion haliaetus</i>	Threatened	Bird
Pine Siskin	<i>Carduelis pinus</i>	Special Concern	Bird
Piping Plover	<i>Charadrius melodus</i>	Endangered**	Bird
Sharp-Tailed Grouse	<i>Pedioecetes phasianellus</i>	Special Concern	Bird
Upland Sandpiper	<i>Bartramia longicauda</i>	Special Concern	Bird
Yellow-Bellied Flycatcher	<i>Empidonax flaviventris</i>	Special Concern	Bird
A Predaceous Diving Beetle	<i>Hydroporus pseudovilis</i>	Special Concern	Beetle
A Tiger Beetle	<i>Cicindela patruela patruela</i>	Special Concern	Beetle
Bog Cooper	<i>Lycaena epixanthe</i>	Special Concern	Butterfly
Bog Fritillary	<i>Boloria eunomia</i>	Special Concern	Butterfly
Brown Arctic	<i>Oeneis chryxus</i>	Special Concern	Butterfly
Cobweb Skipper	<i>Hesperia metea</i>	Special Concern	Butterfly
Dorcas Copper	<i>Lycaena dorcas</i>	Special Concern	Butterfly
Dusted Skipper	<i>Atrytonopsis hianna</i>	Special Concern	Butterfly
Freija Fritillary	<i>Boloria freija</i>	Special Concern	Butterfly
Frigga Fritillary	<i>Boloria frigga</i>	Special Concern	Butterfly
Jutta Arctic	<i>Oeneis jutta ascerta</i>	Special Concern	Butterfly
Little Glassy Wing	<i>Pompeius verna</i>	Special Concern	Butterfly
Mottled Dusky Wing	<i>Erynnis martialis</i>	Special Concern	Butterfly
Purple Lesser Fritillary	<i>Boloria titania</i>	Special Concern	Butterfly
Red-Disked Alpine	<i>Erebia discolalis</i>	Special Concern	Butterfly

ANIMALS			
Common Name	Species Name	Wisconsin Status ¹	Taxa
Amber-Winged Spreadwing	<i>Lestes eurinus</i>	Special Concern	Dragonfly
Aurora Damselfly	<i>Chromagrion conditum</i>	Special Concern	Dragonfly
Black Meadowhawk	<i>Sympetrum danae</i>	Special Concern	Dragonfly
Black-Tipped Darner	<i>Aeshna tuberculifera</i>	Special Concern	Dragonfly
Ebony Bog Haunter	<i>Williamsonia fletcheri</i>	Special Concern	Dragonfly
Forcinate Emerald	<i>Somatochlora forcipata</i>	Special Concern	Dragonfly
Gloyd's Bluet	<i>Enallagma vernale</i>	Special Concern	Dragonfly
Green-Striped Darner	<i>Aeshna verticalis</i>	Special Concern	Dragonfly
Kennedy's Emerald	<i>Somatochlora kennedyi</i>	Special Concern	Dragonfly
Lake Darner	<i>Aeshna eremita</i>	Special Concern	Dragonfly
Pronghorned Clubtail	<i>Gomphus graslinellus</i>	Special Concern	Dragonfly
Pygmy Snaketail	<i>Ophiogomphus howei</i>	Threatened	Dragonfly
Riffle Snaketail	<i>Ophiogomphus caralus</i>	Special Concern	Dragonfly
Ski-Tailed Emerald	<i>Somatochlora elongata</i>	Special Concern	Dragonfly
Zebra Clubtail	<i>Stylurus scudderi</i>	Special Concern	Dragonfly
American Eel	<i>Anguilla rostrata</i>	Special Concern	Fish
Banded Killifish	<i>Fundulus diaphanus</i>	Special Concern	Fish
Gilt Darter	<i>Percina evides</i>	Threatened	Fish
Greater Redhorse	<i>Maxostoma valenciennesi</i>	Threatened*	Fish
Lake Herring	<i>Coregonus artedii</i>	Special Concern	Fish
Lake Sturgeon	<i>Acipenser fulvescens</i>	Special Concern*	Fish
Least Darter	<i>Etheostoma microperca</i>	Special Concern	Fish
Southern Brook Lamprey	<i>Ichthyomyzon gagei</i>	Special Concern	Fish
Weed Shiner	<i>Notropis texanus</i>	Special Concern	Fish
A Bizarre Caddisfly	<i>Lepidostoma libum</i>	Special Concern	Insect
Franklin's Ground Squirrel	<i>Spermophilus franklinii</i>	Special Concern	Mammal
Lynx	<i>Lynx canadensis</i>	Special Concern*	Mammal
A Caenid Mayfly	<i>Caenis youngi</i>	Special Concern	Mayfly
Buck Moth	<i>Hemileuca maia</i>	Special Concern	Moth
Newman's Brocade	<i>Meropleon ambifusca</i>	Special Concern	Moth
Elktoe	<i>Alasmidonta marginata</i>	Special Concern*	Mussel
Purple Wartyback	<i>Cyclonaias tuberculata</i>	Endangered	Mussel
Round Pigtoe	<i>Pleurobema sintoxia</i>	Special Concern	Mussel
Four-Toed Salamander	<i>Hemidactylium scutatum</i>	Special Concern	Salamander
Blanding's Turtle	<i>Emydoidea blandingii</i>	Threatened*	Turtle
Wood Turtle	<i>Clemmys insculpta</i>	Threatened	Turtle

Natural Communities

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

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

¹Wisconsin Status:

Endangered: continued existence in Wisconsin is in jeopardy.

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

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

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

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

PUBLIC CONSERVATION LANDS

including swimming, biking, bird-watching and boating.

Legacy Places

Legacy Places are Wisconsin's most important areas in meeting the state's conservation and recreation needs for the next 50 years. The Wisconsin Department of Natural Resources identified 228 Legacy Places statewide in the 2002 report "[Wisconsin Land Legacy Report: An Inventory of Places Critical in Meeting Wisconsin's Future Conservation and Recreation Needs.](#)" The report details 4 Legacy Places occurring within the vicinity of the City of Superior.

Nemadji River and Wetlands

The Nemadji River flows through the glacial sands, tills, and outwash soils of Minnesota before entering the lacustrine red clay plain in Wisconsin. Vegetation is dominated by deciduous species, but is slowly succeeding to conifers and a vegetative pattern more representative of the pre-settlement period. The river and wetlands drain into Lake Superior near the City of Superior municipal water intake system, which provides service to nearly 30,000 customers.

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

Western Lake Superior Drowned River Mouths

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

Wisconsin Point

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

State Natural Areas

State Natural Areas (SNA's) are formally designated sites devoted to scientific research, the teaching of conservation biology and preservation of their natural values and genetic diversity for future generations.

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

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

This wetland lies at the confluence of the Pokegama & St. Louis Rivers on the west side of the City of Superior. Vegetation includes boreal forest, emergent marsh, and wet clay flats supporting shrub swamp and wet meadow. The upland landscape along the St. Louis River is dissected into a series of narrow, steep-sided ridges, the largest of which is Dwight's Point. The boreal forest landscape, influenced by the climate-moderating effect of Lake Superior, is one of the best examples of its type in the region. Many plant and bird species which are endemic to boreal habitats are found here. Dwight's Point and Pokegama Wetlands is owned by the City of Superior and was designated a State Natural Area in 1994.

SURFACE WATERS

The City of Superior lies 605 feet above sea level at the westernmost tip of Lake Superior, the largest freshwater lake by surface area, in lowlands created during the last Ice Age. The City is bordered by Superior Bay and Allouez Bay, separated from Lake Superior, by the 2.5-mile long strip of land known as Wisconsin Point and the 6.8-mile Minnesota Point. Superior is bordered to the northwest by St. Louis Bay. Superior lies north of the Continental Divide that separates the St. Lawrence (Lake Superior) and Mississippi River drainage systems. The major drainage streams in Douglas County, north of the divide are, from east to west, the Bois Brule, Poplar, Middle, Amnicon, Nemadji,

and St. Louis Rivers. Of these, the Nemadji River runs directly through the City. The St. Louis River runs through the basin at the western edge of the City to St. Louis Bay. Other rivers and streams that run through the City of Superior and drain into the bays of Lake Superior include the Pokegama and Nemadji rivers and Bear, Bluff and Newton creeks. St. Louis Bay contains several smaller bays including Spirit Lake, Pokegama, Kelly, Kilner, Woodstock and Kimball's bays.

The Lake Superior Lowland, which adjoins Lake Superior, consists of a clay plain approximately 10 to 20 miles wide and slope gently from the Superior escarpment to the lake. Short, swift streams flowing north into Lake Superior have cut deep V-shaped valleys below the plain.

St. Louis River Estuary and Harbor

Because of its importance to the City, it is fitting that a description of the natural environment of Superior begins with the St. Louis River estuary and adjoining shorelands, which comprise a large, diverse, complex geographic area. The estuary lies at the western tip of Lake Superior and consists of the drowned river mouth of the St. Louis River, the second largest tributary to Lake Superior. The estuary forms part of the boundary between Wisconsin and Minnesota and between Superior and Duluth. The estuary now includes the harbors of the two cities, which are protected by the world's largest freshwater sandbar. It is the natural harbor created by this sandbar that made the Duluth/Superior area inviting for the shipping industry. Although the entire estuary is not contained within the jurisdictional boundaries of the City of Superior, an examination of the natural environment of Superior should look beyond the municipal borders because the natural environment does not observe political boundaries.

There are major differences in physical character and degree of development in various portions of the estuary. The lower

(downstream) portion is highly developed with industrial and shipping facilities. Little of the original or pre-development habitat remains, although Allouez Bay, a large shallow bay with extensive marshes and mudflats, probably approximates its pre-development state. Most of the open water areas of the estuary have been altered in that they have been dredged to a depth of 27 feet. Areas adjacent to the dredged channels generally are shallow and have little vegetation. Most of the undeveloped shoreland is sandy, and the upland vegetation generally is in states indicative of disturbed conditions.

There are great differences between the Wisconsin and Minnesota sides of the upper reaches of the estuary. The Wisconsin shore is relatively undeveloped and is predominantly composed of bays, backwaters, and extensive marshes. Generally, the banks are steep and formed of a mix of sand and red clay. The adjoining upland areas are predominantly forested land and includes some stands of red pine. Several residential developments are scattered along this shore and include Billings Park, Oliver, and several smaller, less intensively settled areas. In contrast, the Minnesota shore includes extensive areas of residential development and has been altered by fill operations and some industrial development. Nonetheless, significant marshes and open water areas do exist, especially at Spirit and Mud Lakes and in the Fond du Lac area.

Water depths in the main channels of the upper estuary range from 3 to 25 feet. In the past, some dredging has occurred as far upstream as Spirit Lake, but current dredging activity is limited to the waters down river of the docks just above the Blatnik Bridge. Most of the river is shallow and even in the main channels it is slow-moving. Numerous islands are present in this section of the river, and they divide it into a network of channels and backwater areas.

Upland vegetation in the upper estuary is predominantly aspen or birch forest, although areas of old field and coniferous forest are

present also. These hardwood areas are primarily second growth stands of *Populus* species interspersed with several other tree species including red maple, sugar maple, mountain ash, northern red oak, balsam fir, white spruce, white cedar, American elm, mountain maple, red pine, and white pine.

Important exceptions include a few small areas of virgin white and red pine present on the Wisconsin shore. The lower estuary or harbor area has undergone a dramatic transformation since humans first came to the area. Human habitation of the area began when various Indian tribes settled the area. But they did little to change the landscape. Nor did the initial wave of white traders and missionaries significantly alter the area. Since 1861 however, drastic changes have occurred.

When the harbor was first charted in 1861, there was a single shallow entry, a half-mile notch about three miles from the base of Wisconsin Point. The harbor itself was shallow throughout with few soundings exceeding eight feet except where the wandering river channel, 15 to 20 feet deep, criss-crossed the bay. What is now the highly developed harbor was then a huge swamp with a few floating bog islands. The inner points (Rice and Conner Points) were low and swampy, and the river itself, intermittently shallow and dotted with bog islands, meandered its way through the area. Except for the two outer points, Wisconsin and Minnesota Points, the bulk of the shore was low and marshy. In the upper reaches of the estuary, the shore was marsh fringed with steep, forested banks.

As the cities of Superior and Duluth grew and their dependence on the shipping industry expanded, the waterfront changed from marsh to dry land. Extensive stretches of open water and marsh became docks, streets, and shipping facilities. Other areas were filled or altered for residential development, recreation, or simply to dispose of dredge material. The Wisconsin DNR has estimated that since 1861 over 3,300

acres of marsh and open water in the lower harbor have been filled, and an additional 4,000 acres have been dredged. This is out of an approximate total of 12,000 acres. Thus less than 5,000 acres remain that have not been drastically altered, and most of this is located in the upper estuary. The only large wetland area remaining in the lower estuary is in the Allouez Bay area. In large sections of the lower harbor, all of the original habitat has been filled or permanently altered. Water quality dropped markedly during this time also.

Upland areas in the lower estuary were similarly affected. With a few important exceptions, little native vegetation remains. Most upland vegetation in this portion is indicative of highly disturbed conditions and thus includes early successional stages such as weedy fields and shrublands. The major exceptions are Wisconsin Point and the outer undeveloped portion of Minnesota Point. These areas include significant stands of white and red pine as well as large areas of beach dune type vegetation. Several management programs have been undertaken by the DNR in the estuary to preserve or develop specified areas for wildlife habitat. This has included Barker Island, Interstate Island, and Hearing Island. As human development increases, wildlife habitat has been eliminated or severely impacted. In addition, the water quality of the estuary and harbor has been affected by the development of the two cities.

DRAINAGE

The City of Superior lies entirely within the Lake Superior Basin and the St. Louis and Lower River Watershed.

A basin is made up of a network of smaller watersheds and sub-watersheds. A watershed is

an area of land that drains to a lake or river. Subwatersheds define the drainage area for smaller creeks and streams. Lakesheds are also part of the drainage regime. A lakeshed defines the drainage area for individual lakes and ponds.

Planning at the watershed scale is appropriate because at this level natural and human actions most directly affect one another. If water quantity or quality is depleted upstream, then downstream users will ultimately feel the impact. It is important to recognize the fact that activities in one part of a watershed, can negatively impact other areas.

Watershed level planning helps ensure that the implications of local planning decisions are assessed throughout the watershed and that potential environmental problems are avoided.

Impaired Waters

Under the federal Clean Water Act, every two years, states are required to submit a list of waters determined to be "impaired" to the U.S. Environmental Protection Agency. The list helps develop priorities for restoring the state's waterbodies. Wisconsin submitted its first list in 1996, with the most recent update in 2008 (proposed as on 04/08).

Table 5.2: Impaired Waters without approved TMDLs¹, excluding those with impairments caused by atmospheric deposition of mercury, City of Superior

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

Source: Wisconsin Department of Natural Resources

¹TMDL – Total maximum Daily Load, implemented through Wisconsin's nonpoint source program.

FLOODPLAINS

Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property.

The City has participated in the National Flood Insurance Program (NFIP) since 1978 by enforcing floodplain management to reduce future flood damage. The Planning Department handles reviews for all development related to floodplain areas. If there is a project in question, the City planning department works with state or federal officials to get final authorization. Currently, 3 residences have NFIP insurance although only 1 is located in the floodplain.

Flooding can intensify the erosion process in the City. The clay soil upon which Superior is built has temperamental properties that make it very vulnerable to slumping, a term used when large amounts of sediments move downhill under gravity. When dry, Superior's clay soils are very stable, but when changing from dry to wet, have a shrink-swell property that contributes to the instability of the soil. The properties of the soil also limit absorption of stormwater, which further intensifies flooding.

The city's floodplain zoning ordinance identifies the official floodplain maps as: flood insurance rate map (FIRM), panel number 550116 0001-0007, dated February 23, 1979; and with corresponding profiles that are based on the flood insurance study (FIS) dated June 3, 1977 Effective February 4, 1981, and Flood boundary and floodway map (FBFW); panel number 550116 0001B - 0007B, dated April 3, 1978.

WETLANDS

Wetlands serve important environmental functions including flood control, water quality improvement and groundwater recharge and providing habitat for fish and wildlife. A complex set of local, state and federal regulations place limitations on the

development and use of wetlands. The Department of Natural Resources regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes. The Corps of Engineers has authority over the placement of fill materials in virtually all wetlands. The United States Department of Agriculture (USDA) incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, these agencies must be contacted to receive authorization.

Superior has an abundance of wetland resources. A recent inventory estimated that 6,382 (Wisconsin Wetland Inventory) acres of wetlands, encompassing approximately 25 percent of the City, currently occur within the City. Other estimates indicate that as much as 65 percent of undeveloped land in the City is wetland. The wetland map illustrates the extensive wetland coverage. Scrub-shrub and forested wetlands make up a majority of the wetland acreage within the City. Emergent/wet meadow wetlands are also relatively common. Less abundant wetland types include unvegetated flats, open water, and aquatic beds. Wetlands perform a variety of functions of benefit to residents of the City, including the following:

1. Moderation of water level fluctuations in area surface waters by retaining stormwater and floodwater within wetlands
2. Contribution to maintenance of dry season streamflows. Water captured during peak flow periods is gradually released, maintaining stream flow during drier portions of the summer.
3. Removal of sediments, nutrients, and toxins that would adversely impact surface water resources of the area

4. Reduction of erosion along rivers, bays and shoreline

5. Provide critical and seasonal habitat for wetland dependent plants and animals. In addition, wetlands within the City are valued for educational, scientific, and recreational uses, and for the aesthetic and open space contributions to the City.

While this abundance of wetlands provides the described benefits to residents of the City, they have also created difficulties for development. A variety of State and Federal regulations limit the placement of fill within wetlands, significantly increasing the time and uncertainties involved with completing projects in the City. Other difficulties associated with development in such a wetland-rich region include soils limitations and high seasonal water levels, causing problems such as flooding, wet basements, unstable foundations, and infrastructure failure.

In an effort to address wetland issues in a balanced and comprehensive manner, the City of Superior initiated the preparation of a Special Areas Management Plan (SAMP) in 1990. SAMPs are defined within Corps of Engineers Regulatory Guidance Letter Number 86-10 as "a comprehensive plan providing for natural resource protection and reasonable coastal-dependent economic growth containing a detailed and comprehensive statement of policies, standards and criteria to guide public and private uses of lands and waters; and mechanisms for timely implementation in specific geographic areas within the coastal zone." The Letter adds that SAMPs are "just as applicable in non-coastal areas."

According to the Plan, the intent of the SAMP was to "enable development interests to plan with predictability, while giving assurances to environmental interests that individual and

cumulative impacts have been analyzed in the context of broad ecosystem needs."

Priority Coastal Wetlands

Within the Lake Superior drainage basin of northern Douglas County there are thirteen wetland sites (4 in the City of Superior) which have been classified as "priority coastal wetlands" by the Wisconsin Department of Natural Resources. These sites exemplify the best examples of wetlands and aquatic resources in the Lake Superior Basin.

Superior Municipal Forest

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

Superior Airport/Hill Avenue Wetlands/South Superior Triangle

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

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

Nemadji River Marshes

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

Wisconsin Point-Allouez Bay Marshes*

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

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

GROUNDWATER

Lake Superior is the primary water source for the City of Superior. A few residences rely on groundwater as their primary source of potable household water. Contamination of groundwater by human activity is potentially represents a significant problem. In the absence of rigorous and continuous monitoring, groundwater contamination can be difficult to detect, and may spread un-noticed through the water table. Contaminates are generally difficult to remove and may persist indefinitely in the environment. Water percolating through contaminated soils can pick up pollutants and transport them to the groundwater. Common sources of groundwater contamination including leaking underground petroleum pipes and tanks, chemical spills, failing septic systems, improper use, disposal and storage of hazardous materials, and improper fertilizer, pesticide, herbicide use.

METALLIC AND NONMETALLIC MINERAL RESOURCES

Metallic Mineral Resources

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

holes and tunnels found scattered across the landscape today.

Current Status

Currently there are no active metallic mineral mines in the City of Superior.

Regulations

A metallic mine in Wisconsin is subject to many rules and regulations. Before a mine can be developed, Wisconsin requires a metallic mining permit and approved plans for environmental monitoring, mining, and reclamation; a risk assessment and a contingency plan. An Environmental Impact Statement (EIS) must be prepared by the Department of Natural Resources in order to assess the potential impacts of the proposed mine. WDNR is also responsible for monitoring construction, mining, and reclamation activities. The Wisconsin mining statutes state that the local municipality within which a metallic mine site is located has zoning approval authority over a proposed metallic mine. Before a proposed metallic mine can receive approval from the state, the local municipality must have granted approval under its zoning or land use ordinances or have entered into a legally binding agreement with the mining proponent.

Non-Metallic Mineral Resources

Non-metallic mineral resources include sand, gravel, and aggregate deposits. Minerals extracted from non-metallic mines are primarily used for construction purposes.

Current Status

Currently there are no active non-metallic mineral mines in the City of Superior.

Regulations

Chapter NR135 of the Wisconsin Administrative Code requires that all counties develop and adopt a non-metallic mining reclamation ordinance. Cities and villages can adopt non-metallic mining reclamation ordinances pursuant to NR 135 providing the resulting

ordinance supersedes any county reclamation ordinance. The City of Superior has not adopted a non-metallic mining reclamation ordinance, thus is subject to the provisions of the countywide ordinance.

CULTURAL & HISTORIC RESOURCES

Historic Resources

Superior is endowed with a rich architectural and historical heritage. The City is a product of the growing industrialization of America in the late 19th and early 20th centuries. Historic

appreciation and preservation is not limited to specific famous structures and museums. Many properties in Superior are significant because they exhibit an architectural style that records an era or is part of a general evolutionary development of the community

Table 5.3: Potential Historic Sites

Superior Industrial Waterfront District		Significance: Trade Activity, Architectural/ Engineering
Name	Address	Designation
	1507 North First Street	Pivotal
	1515 North First Street	Pivotal
	41 Dock Street	Pivotal
	East Side of Dock Street	Pivotal
	126 Banks Avenue	Contributing
Barko Hydraulics	Ft. of Banks Ave., St. Louis Bay	Contributing
Globe Elevators	Ft. of Banks Ave, St. Louis Bay	Pivotal
G.N. Elevators	West of the N.P. Drawbridge, St. Louis Bay	Pivotal
Burlington Northern Railroad Yards District		Significance: Industrial Engineering Technology
Name	Address	Designation
1899 Car Shop	Between Belknap St. and Winter St. Northwest side of town	Pivotal
Roundhouse		Pivotal
Steel Car Shop		Pivotal
Car Repair and Machine Shop		Pivotal
Storage Sheds		Contributing
Oil Storage		Contributing
Toilet		Contributing
Boiler House		Contributing
Offices		Contributing
W.C./Toilets		Contributing
Wood Shop		Contributing
Auto Repair Shop		Contributing
Office		Contributing
Water Tank		Contributing
South Superior Historic District		Significance: Architectural
Name	Address	Designation
	6204 John Ave.	Pivotal
	6210 John Ave.	Pivotal
	6216 John Ave.	Contributing
	6226 John Ave.	Pivotal

City of Superior Comprehensive Plan 2010 -2030

Agricultural, Cultural and Natural Resources

Tower Avenue Commercial District		Significance: Architectural/Historical Background
Name	Address	Designation
Woolworth Building	1201-1205 Tower	Contributing
Nickelson Music	1207 Tower	Contributing
Androy Hotel	1213 Tower	Contributing
Bar & Lounge	1217 Tower	Contributing
H&R Block Building	1219 Tower	Contributing
Maryland Block/Telegram Bldg./Badger Block	1225 Tower	Pivotal
Empire Block	1202 Tower	Pivotal
Rail n Sail	1210-1212 Tower	Non-Contributing
Community Bank Building	1214 Tower	Non-Contributing
Poodle Lounge	1218 Tower	Contributing
Peters Jewelry	1220 Tower	Contributing
Capri Bar	1222-1224 Tower	Contributing
Superior Water, Light and Power Offices	1230 Tower	Contributing
Wemyss Block	1301 Tower	Pivotal
Bob's Chop Suey	1307 Tower	Contributing
Elbo Room	1309 Tower	Contributing
Mode O Day Shop	1313 Tower Ave	Non-Contributing
All World Travel	1317 Tower Ave	Non-Contributing
Chez	1319 Tower Ave	Non-Contributing
Tower Building	1325 Tower Ave	Contributing
Boston Block	1302 Tower Ave	Contributing
WI Telephone Co.	1308 Tower Ave	Contributing
Millard Berg Camera	1310 Tower Ave	Non-Contributing
Safford Office Supplies	1312 Tower Ave	Non-Contributing
Crawford Building	1318-1320 Tower Ave	Contributing
Beacon Theatre	1322-1324 Tower Ave	Pivotal
Commercial Shops	1326-1332 Tower Ave	Contributing
New York Block	1402-1410 Tower Ave	Pivotal
Montgomery Ward Store	1418 Tower Ave	Non-Contributing
New Jersey Block	1424-1430 Tower Ave	Pivotal
U.S. Customs House/P.O.	1405 Tower Ave	Pivotal
Dunbars	1313 Tower Ave	Non-Contributing
Chamber of Commerce	1417-1419 Tower Ave	Contributing
1 st National Bank	1425 Tower Ave	Non-Contributing
Minnesota Block/Board of Trade	1507-1511 Tower Ave	Pivotal
Washington Block	1517-1523 Tower Ave	Pivotal
Massachusetts Block	1525-1531 Tower Ave	Pivotal
Old Post Office	1716 N. 12 th Street	Pivotal
North 21st Street District		Significance: Architectural/Streetscape
Name	Address	Designation
Private Residence	1401 North 21 Street	Contributing
Private Residence	1407 North 21 Street	Non-Contributing
Private Residence	1411 North 21 Street	Non-Contributing
Private Residence	1415 North 21 Street	Contributing

Private Residence	1417 North 21 Street	Contributing
Private Residence	1421 North 21 Street	Contributing
Private Residence	1501 North 21 Street	Contributing
Private Residence	1505 North 21 Street	Non-Contributing
Private Residence	1507 North 21 Street	Contributing
Private Residence	1509 North 21 Street	Contributing
Private Residence	1513 North 21 Street	Contributing
Private Residence	1517 North 21 Street	Contributing
Private Residence	1521 North 21 Street	Non-Contributing
Private Residence	1402 North 21 Street	Contributing
Private Residence	1408 North 21 Street	Contributing
Private Residence	1410 North 21 Street	Contributing
Private Residence	1414 North 21 Street	Contributing
Private Residence	1502 North 21 Street	Pivotal
Private Residence	1508 North 21 Street	Contributing
Private Residence	1510-1514 North 21 Street	Contributing
Private Residence	1520 North 21 Street	Contributing
Private Residence	2102 John Ave	Non-Contributing
Private Residence	2003 Hughitt Ave	Pivotal
Private Residence	2005 Hughitt Ave	Non-Contributing
Private Residence	2009-2011 Hughitt Ave	Non-Contributing
Private Residence	2017 Hughitt Ave	Contributing
Private Residence	2019 Hughitt Ave	Non-Contributing
Private Residence	2004 Hughitt Ave	Non-Contributing
Private Residence	2008 Hughitt Ave	Contributing
Private Residence	2012 Hughitt Ave	Contributing
Private Residence	2016 Hughitt Ave	Pivotal
Private Residence	2020 Hughitt Ave	Contributing
Private Residence	2115 Hughitt Ave	Pivotal
Private Residence	2119 Hughitt Ave	Contributing
Private Residence	2121 Hughitt Ave	Contributing
Private Residence	2125 Hughitt Ave	Pivotal
Apartment Houses	Significance: Architectural	
Name	Address	Designation
Roosevelt Terrace Apts.	1700-1714 N 21 st Street	
Loring Terrace Apts.	1600-1608 Ogden Ave.	
Barker Terrace Apts.	1018-1084 John Ave.	
Morrisette Apts.	1222-1230 Hughitt Ave	
	1517-1519 John Ave.	
Land and River Improvement Company and Commercial Buildings	Significance: Architectural/Historical Background	
Name	Address	Designation
Massachusetts Block	1525 Tower Ave.	
Washington Block	1517 Tower Ave.	
Board of Trade Building	1507 Tower Ave.	
New Jersey Block	1430 Tower Ave.	
New York Block	1402 Tower Ave.	
Telegram Building	1221 Tower Ave.	
Wemyss Block	1301 Tower Ave.	

Woodstock Addition		Significance: Architectural
Name	Address	Designation
	22 Billings Drive	
	39 Billings Drive	
	43 Billings Drive	
	2 St. Albans Road	
	10 St. Albans Road	
	11 St. Albans Road	
	14 St. Albans Road	

Archaeological Sites and Cemeteries

Archaeological sites include places where people lived, where they worked, and where they worshiped. These sites were made by the people who lived at the village, farm, or logging camp located just down the road.

Archaeological sites occur figuratively and literally under our feet. Archaeology is well suited for providing important information about the lives of people who are not well represented in the written record.

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

The Wisconsin Historical Society (WHS) maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI) a component of the Wisconsin Historic Preservation Database (WHPD). The Archaeological Site Inventory (ASI) is the most comprehensive list of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites available. The ASI does not include all of the sites and cemeteries present in the state, however. It includes ONLY those sites that have been reported to the Wisconsin Historical Society. The information in the ASI is a compilation of reports covering a period of 150 years. The information for each entry varies widely and WHS has not been able to verify all of the entries. Few of these sites have been evaluated for their importance. The ASI is

changed and updated on a daily basis and recommendations about site importance may change as new information becomes available. The attached site list will become quickly out of date and a procedure for updating the list should be developed.

This ASI information is confidential and is not subject to Wisconsin’s open records law (Wis. Stats. §§ 44.48 and 157.70). This information is also protected by Federal law (Section 304 of the National Historic Preservation Act, Section 9(a) of the Archaeological Resources Protection Act of 1979). This caution not only helps protect archaeological sites but also protects landowners since private landowners own the majority of archaeological sites in the 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 Chip Brown at 608-264-6508.

Archaeological Sites and Cemeteries in the City of Superior

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

through preservation programs and Heritage Tourism.

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

Archaeological sites 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 City.

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

Existing Information. 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 City has been surveyed for the presence of archaeological sites and cemeteries, the sites listed in the inventory represent only a fraction of the sites that are actually present. Local residents and American Indian communities who have and do live and work in the area possess much additional information on other archaeological sites and cemeteries. Steps should be taken to have this information incorporated into the land use plan.

Up to this point in time, 15 archaeological sites and cemeteries has been reported for the City.

The following types of sites have been identified:

- Cemeteries
- Indian Burial Mounds
- Trading Post
- Campsite/village
- Military Site
- Cabin/homesteads
- Shipwreck

Clearly this sample of sites does not reflect the rich history of the area. Many more sites are present in the area even though the USH 53 project resulted in the identification of a large number of sites. None of the sites are listed on the National and State Register of Historical Places. Many sites in the City certainly may be eligible and are important.

Where are archaeological sites going to be located? Using the results of archaeological surveys, relevant historical and environmental data, the following high priority areas were designated:

- higher, dryer areas adjacent to rivers, streams, creeks, lakes, wetlands
- higher, dryer areas adjacent to **older, abandoned** rivers, streams, creeks, lakes, wetland areas adjacent to rock outcrops
- areas adjacent to older historic features such as trails, early roads, rail corridors, and earlier communities

Cemeteries, Burial Mounds, and Other Burials. Cemeteries and burial areas have been set aside as special areas throughout Wisconsin history and they have been given special protection under the law.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If anyone suspects that a Native American burial mound or an

unmarked or marked burial is present in an area, the 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 Chip Brown at 608-264-6508.

At the present time, 5 cemetery or burial sites have been identified in the City. Since a systematic survey of the county has not been completed, cemeteries and burials may be present. As part of the planning process all cemeteries and burials in the City should be cataloged under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.

How do we know which archaeological sites need preservation? Under Wisconsin law Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected. In addition to these, a wide variety of archaeological sites may be worthy of preservation. Through the use of the State and National Register of Historic Places a procedure for identifying important sites is available. The criteria include: a good local example of an architectural style and period; association with a person important in our past; represent an important period, movement or trend in local, state or national history; or have the potential to yield important information about our past through archaeological investigations.

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, conservation easements, zoning, and

the state operates a tax exemption program for property owners.

With the 1991 changes to Wis.Stats. 70.11 [see 70.11(13m)] it became possible to provide a property tax exemption for owners of archaeological sites listed in the National or State Register of Historic Places. To obtain the tax exemption, the landowner has to agree to place a permanent protective covenant for the site area in the deed for the property. The tax exemption program makes the landowner and subsequent owner's stewards of Wisconsin's past. The intent of the program is not to discourage all use of the property containing a site, but to encourage land use planning that protects sites.

How are archaeological sites and cemeteries identified and evaluated? Archaeological identification and evaluations are required for a variety of projects that receive Federal or State funding, licenses, or permits. These projects are automatically forwarded to the Wisconsin Historical Society for review. Local residents frequently report sites and cemeteries.

RECOMMENDATIONS

- The development of a strong cultural resource component will allow the residents to identify valuable sites and locations and clarify the important role they play in the present and in planning for the future. This can provide a variety of rewards such as heritage tourism, economic development and other community enrichments.
- Local residents and American Indian communities who have or do live and work in the area possess much additional information on the history of the City and steps should be taken to have this information incorporated into the land use plan.

- As part of the planning process, all cemeteries and burials in the City should be cataloged under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.
- Archaeological investigations should be completed at the locations of known archaeological sites to assess the impacts of projects on these resources and archaeological investigations should be completed at high potential areas as identified through research.

CAUTION

- It is not uncommon to find evidence of American Indian villages and other earlier settlements in the form of houses, storage areas, burials, and other undisturbed deposits underneath the tilled layer in farm fields or in urban settings.
- Archaeological sites are non-renewable resources and once a site is destroyed, either by natural or human related activities, it cannot be reclaimed.
- Only a small percentage of archaeological sites in the City have been identified.

Table 5.4: Archaeological Sites & Cemeteries in the City of Superior

State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
DG-0024	Wisconsin Point	1. Campsite/village 2. Cemetery/burial	1. Historic Indian 2. Unknown Prehistoric	49, 13, W, 28
DG-0027	Unnamed Site	1. Campsite/village 2. Cemetery/burial	1. Historic Indian	49, 13, W, 29
DG-0033	Old Stockade	1. Military site	1. Historic Euro-American	49, 13, W, 19
BDG-0022	NEMADJICEMETERY	1. Cemetery/burial	1. Historic Euro-American	49, 13, W, 30 49, 13, W, 31
BDG-0023	UNNAMED CEMETERY	1. Cemetery/burial	1. Historic Euro-American	49, 13, W, 31
BDG-0024	ST.FRANCISCEMETERY	1. Cemetery/burial	1. Historic Euro-American	49, 13, W, 31
DG-0109	ALGONQUIN (1839)	1. Shipwreck	1. Historic Euro-American	49, 13, W, 19
DG-0084	Northwest Company Wintering Quarters	1. Trading/fur post	1. Historic Euro-American	49, 14, W, 10
DG-0085	B. H. Connor House	1. Cabin/homestead	1. Historic Euro-American	49, 14, W, 11
DG-0006	Connor's Point	1. Campsite/village 2. Cemetery/burial	1. Unknown Prehistoric 2. Historic Indian	49, 14, W, 14
State Site #/Burial Code #	Site Name	Site Type	Cultural Study Unit	Town Range Section
DG-0111	CLARENCE (1930)	1. Shipwreck	1. Historic Euro-American	49, 14, W, 10
DG-0147	FortSt. Louis	1. Trading/fur post	1. Historic Indian 2. Historic Euro-	49, 14, W, 13

		2. Campsite/village	American	
DG-0025	Unnamed Site	1. Campsite/village	1. Unknown	49, 15, W, 25
DG-0117	Unnamed Site	1. Cabin/homestead	1. Historic Euro-American	48, 14, W, 1
DG-0118	Unnamed Site	1. Cabin/homestead	1. Historic Euro-American	48, 14, W, 1

The National and State Register of Historic Places

The National Register of Historic Places was authorized under the National Historic Preservation Act of 1966. Properties listed in the register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. The National Register is administered by the National Park Service (NPS), which is part of the U.S. Department of the Interior. National Register listings in the City of Superior are shown in **Table 5.5**.

The State Register of Historic Places was established in 1989. State listings must meet evaluation criteria, which include:

- Property is associated with events that have made a significant contribution to the broad patterns of national, state or local history.
- Property is associated with the lives of persons significant to our past.
- Architectural, engineering or artistic merit
- Archaeological significance

Table 5.5: Wisconsin National Register of Historic Places, City of Superior

Reference #	County	City/Village	Location	Historic Name
85001466	Douglas	Superior	917--927 Tower Ave.	Berkshire Block
85003678	Douglas	Superior	502--520 Twenty-second Ave. E	Descent Block
82000664	Douglas	Superior	1313 Belknap St.	Douglas County Courthouse
85001467	Douglas	Superior	1202--1208 Tower Ave.	Empire Block
74000081	Douglas	Superior	NW tip of Barkers Island	METEOR (Whaleback carrier)
85001468	Douglas	Superior	1221--1227 Tower Ave.	Maryland Block
85001469	Douglas	Superior	1525--1531 Tower Ave.	Massachusetts Block
85001470	Douglas	Superior	1501--1511 Tower Ave.	Minnesota Block-Board of Trade Bldg.
83003373	Douglas	Superior	1422-1432 Tower Ave. and 1705-1723 Belknap Ave.	New Jersey Building
85001472	Douglas	Superior	1402--1412 Tower Ave.	New York Block
85001471	Douglas	Superior	2229 East 5th St.	Northern Block
81000042	Douglas	Superior	906 E. 2nd St.	Fairlawn Mansion
4001483	Douglas	Superior	1700-1714 (even) North 21st Street and 2105-2109 (odd) Ogden Avenue	Roosevelt Terrace
7000102	Douglas	Superior	Superior Entry South Breakwater	Superior Entry South Breakwater Light
79000076	Douglas	Superior	916 Hammond Ave.	Trade and Commerce Building
85001473	Douglas	Superior	1517--1523 Tower Ave.	Washington Block

Source: Wisconsin Historical Society

Certification=N/S (National/State), E/O (Eligible/Owner Objection)

Wisconsin Architecture and Heritage Inventory

The official historic resource catalog for the State of Wisconsin is the Wisconsin Architecture and Heritage Inventory (AHI). The AHI is a search engine which contains a documentation of 120,000 properties in the State of Wisconsin. This database is maintained by the Wisconsin Historical Society, based in Madison, Wisconsin.

It is important to note that the AHI is not a comprehensive listing of Wisconsin's historic resources. It is likely that other historic properties and resources exist within the City of Superior but have yet to be identified or published. Properties listed in the AHI are not given any special status or increased level of protection. Most of properties listed in the inventory are privately owned and are not open to the public. WHS advises users of AHI data to "Please respect the rights of private property owners when visiting any of these properties." Currently, there are 632 entries in the AHI database for the City of Superior. The database can be found online at <http://www.wisconsinhistory.org/ahi/>.

AGRICULTURAL RESOURCES

Number of Farms

There are currently no active farms in the City of Superior.

Prime Farmland

Prime farmland is defined by the Natural Resources Conservation Service (NRCS) as “land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops. The land must also be available for these uses (cropland, pastureland, forestland, or other land but not water or urban built-up land).”

Prime farmland has the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when treated and managed, including water management, according to acceptable farming methods.

According to the NRCS, prime farmland generally:

- has an adequate and dependable water supply from precipitation or irrigation,
- has a favorable temperature and growing season,
- has acceptable acidity or alkalinity,
- has few or no rocks,
- is permeable to air and water,
- is not excessively erodible,
- is not saturated with water for long periods of time, and
- does not flood frequently or is protected from flooding.

While there are no soils rated as prime for agriculture in the City of Superior, however there are significant soils rated as farmland of statewide importance. This is land, in

addition to prime and unique farmlands, that is of statewide importance for the production of food, feed, fiber, forage, and oilseed crops.

INTRODUCTION

Chapter 66.1001(2)(f), Wisconsin Statutes, states that the Economic Development Element of a comprehensive plan must contain “a compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit’s strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.”

LABOR FORCE

The labor force is that portion of the population 16 years or older that is employed or unemployed but actively looking for a job. **Table 6.1** provides an overview of some of the key characteristics of the population and labor force in the City of Superior, Douglas County and Wisconsin.

Table 6.1: General Characteristics of the Population

CHARACTERISTICS	City of Superior	Douglas County	Wisconsin
Labor Force, 2007	14,114	23,157	3,086,243
Labor Participation Rate, 2007	52.0%	52.4%	54.7%
Education Beyond High School (25 or older), 2006	NA	38.9%	50.6%
Bachelor’s Degree or Higher (25 or older), 2006	NA	18.8%	22.4%
Per Capita Personal Income, 2005	\$30,092	\$25,813	\$33,278
Median Household Income, 2006	\$31,921	\$39,524	\$46,142
Average Annual Wage, 2006	NA	\$29,442	\$32,422
Poverty Rate, 2004	13.4%	9.9%	10.9%
Population Change (from 4/2000 to 7/2003)	-0.6%	1.8%	3.6%
Median Age, 2006	NA	38.2	36.0

Sources: 2000 Census SF 3, WI Department of Workforce Development

The labor force participation rate is the number of residents who are either working or looking for work divided by the total non-institutional population over 16 years of age. The City of Superior labor force participation rate (52.0%) is lower than the Wisconsin rate (54.7%). The lower participation rates could reflect jobs that require more physical labor; residents who move to the county to retire – not work; or, part time jobs with hours and pay rates that do not entice older workers. Labor force participation rates are highest for the middle age groups and lowest for the older age groups.

As shown in Table X.X, Demographics Chapter, the city’s population has not changed significantly since 1990. The city is also projected to grow at a slower rate than Douglas County. The median age in the city was 34.6 in 1990, a figure which had increased to 37 by 2008 (*U.S. Census, Internal Revenue Service, Nielsen, 2008*). It can be anticipated that the median age of city residents will continue to increase in future years. When residents age, and particularly cross the 60 year-old threshold, they start retiring and leaving the workforce.

Educational Attainment

One general indicator of the economic potential of a community is the education level of its residents. Generally, a community with higher education levels reflects a more skilled workforce, higher wages and greater long-term earning potential. About 20 percent of Superior residents have a post-secondary degree and over ½ of city residents had attended some college.

Table 6.2: Workforce Education Attainment

Workforce Education Attainment (Age 25 and Above)	2008	%
Less than 9th Grade	813	4.49%
Some High School, No Diploma	1,742	9.63%
12 to 15 Years		
High School Graduate (including Equivalency)	6,276	34.68%
Some College, No Degree	4,018	22.20%
Associate Degree	1,798	9.94%
Subtotal	12,092	66.82%
16 Years or More		
Bachelor's Degree	2,468	13.64%
Master's Degree	639	3.53%
Professional School Degree	179	0.99%
Doctorate Degree	163	0.90%
Subtotal	3,449	19.06%

Employment Rates

Unemployment rates are on the rise in the county and the state, initially beginning with the loss of railway and nursing home closures/layoffs; and, punctuated in 2003 due to a loss in manufacturing and telemarketing job worker layoffs. Nearly half of all the job loss in 2003 in Douglas County was caused by the decline in production jobs, with industrial equipment manufacturers being the hardest hit. High unemployment rates in Douglas County are also caused by the numerous seasonal and part-time jobs, many of which are for laborers

and entry-level positions. The August 2010 unemployment rate in the City of Superior was 7.8%, which was below both the state (7.7%) and national (9.5%) rates.

Household Income

Table 6.3: Household Income

	2008	%
Number	11,584	
Median Household Income	\$36,740	
Under \$15,000	2,039	17.60%
\$15,000 - \$24,999	1,865	16.10%
\$25,000 - \$34,999	1,595	13.77%
\$35,000 - \$49,999	2,205	19.03%
\$50,000 - \$74,999	1,976	17.06%
\$75,000 - \$99,999	1,001	8.64%
\$100,000 and above	903	7.80%
Per Capita Income	\$20,508	

In 2008, the median household income in the City of Superior was below the countywide figure of \$41,889. Median income was also significantly lower than the statewide figure of \$52, 103.

There are several reasons for the low wages that are endemic in the city. Nearly half of all employment in the city is in the trade or services industry division, which consists of many seasonal and part time jobs; therefore, the people in these jobs do not work the standard number of hours in a year, which reduces the average annual wage. In addition to being part time and seasonal, many of these jobs are in trades where hourly wages are low. Furthermore, because of the seasonality of many jobs related to tourism and forestry, there is more turnover and every time someone starts a new job, they generally start at the lowest wage. One more contributing factor to the low wages is that many of the jobs in the city are for laborers and entry-level positions, which often translates to lower wages. A further discouraging projection is that general merchandise stores are expected to create the largest number of jobs over the next 5 years,

with average annual wages of \$16,860.¹ It is noted that incomes are higher in the City of Superior. This is likely influenced by the fact that the two largest employers are the School District of Superior and the University of Wisconsin – Superior.

Table 6.4, Payroll cost by industry, compares the average payroll within each industry sector and the number of employed persons within each sector. **Table 6.5** shows the average salary within selected occupations. The data shows that median wages are highest within professional occupations, followed by the technical and skilled occupations.

Labor costs, salary and wages

Table 6.4: Payroll Costs by Industry Sector

Payroll Costs By Industry, City of Superior			
Industry Sector	Year	Average Payroll	Number of Employees
Accommodation and Food Services	2007	\$19,758,271	1,980
Administrative and Waste Services	2007	\$10,541,955	484
Agriculture, Forestry, Fishing & Hunting	2007	\$2,149,640	258
Arts, Entertainment, and Recreation	2007	N/A	N/A
Construction	2007	\$39,490,162	825
Educational Services	2007	\$59,305,265	1,637
Finance and Insurance	2007	\$12,222,831	372
Health Care and Social Assistance	2007	\$52,248,368	1,677
Information	2007	N/A	N/A
Management of Companies and Enterprises	2007	\$9,530,802	164
Manufacturing	2007	\$20,678,584	492
Mining	2007	N/A	N/A
Other Services, Ex. Public Admin	2007	\$12,765,362	646
Professional and Technical Services	2007	\$12,178,191	325
Public Administration	2007	\$38,327,213	954
Real Estate and Rental and Leasing	2007	\$3,692,541	172
Retail Trade	2007	\$23,452,487	2,211
Transportation and Warehousing	2007	\$36,541,621	1,599
Unclassified	2007	N/A	N/A
Utilities	2007	\$8,272,512	141
Wholesale Trade	2007	\$25,618,180	619
Total		\$428,301,189	15,278
Average Annual Salary for All Industry Sectors			\$28,034

¹ 2007 Douglas County Workforce Profile; Wisconsin – DWD/Office of Economic Advisors

Table 6.5: Average Salary by Selected Occupation

Average Salary By Selected Occupation, City of Superior				
Occupation	Employment	Mean Hourly Rate (\$)	10th Percentile (\$)	Median Wage (\$)
Technical				
Network Systems and Data Communications Analysts	10	25.3	17.17	24.37
Electrical and Electronics Repairers, Commercial and Industrial Equipment	660	24.79	16.57	25.32
Medical Equipment Repairers	N/A	N/A	N/A	N/A
Numerical Tool and Process Control Programmers	N/A	21.98	18.45	22.32
Professional				
Managers, All Other	170	34.08	21.65	32.09
Accountants and Auditors	280	23.66	12.96	22.71
Computer Systems Analysts	20	31.26	22.37	31.75
Engineers, All Other	N/A	N/A	N/A	N/A
Retail				
Cashiers	2480	8.73	6.77	8.26
Counter and Rental Clerks	240	9.64	6.8	7.96
Stock Clerks and Order Fillers	490	10.45	7.11	9.27
Clerical				
Telemarketers	N/A	N/A	N/A	N/A
Bookkeeping, Accounting, and Auditing Clerks	1000	14.74	10.07	14.4
Customer Service Representatives	250	12.35	7.69	11.47
Executive Secretaries and Administrative Assistants	410	18.42	13.22	18.15
Data Entry Keyers	50	11.11	7.86	10.33
Word Processors and Typists	40	15.28	12.09	15.12
Skilled				
Maintenance Workers, Machinery	20	23.15	13.93	25.03
Machinists	100	17.99	13.45	17.89
Welders, Cutters, Solderers, and Brazers	240	15.11	9.93	14.84
Unskilled				
Assemblers and Fabricators, All Other	60	13.14	7.56	13.5
Helpers--Production Workers	160	15.4	8.2	12.08
Laborers and Freight, Stock, and Material Movers, Hand	630	12.63	7.39	12.34
Packers and Packers, Hand	140	7.99	6.72	7.44
Semi-Skilled				
Cutting, Punching, and Press Machine Setters, Operators, and Tenders, Metal and Plastic	30	13.87	9.94	11.64

ECONOMIC BASE

Superior is part of a broader regional economy called the Twin Ports that includes Duluth, MN. Historically, the City of Superior has had an economy based largely on Great Lakes shipping and the grain elevators near the city's port on Lake Superior. Economic development efforts have created regional competitive advantages for heavy equipment manufacturers, precision machinery and fabricating operations and applied information companies.

The port remains a vital component of the city's economy. The Duluth-Superior Harbor is the largest Great Lakes port in terms of total cargo volume. More iron ore and grain passes through the Duluth-Superior Harbor than any other port in the U.S.

Each year, approximately \$1.9 billion worth of cargo is transshipped via Duluth-Superior docks. The port has an annual economic impact of around \$200 million, with 2,000 jobs dependent upon port activities.



Employment by Industry

Employment by industry statistics for the City of Superior show stable employment across all sectors between 2000 and 2008. Employment is projected to remain at or near 2008 levels through 2013.

Table 6.6: Employment by Industry

Total Non Agricultural Employment by Industry	2000	%	2008	%	2013	%
Agriculture/Forestry/Fishing/Hunting/Mining	109	1%	105	1%	103	1%
Construction	621	5%	625	5%	623	5%
Manufacturing	1,116	8%	1,103	8%	1,090	8%
Wholesale Trade	491	4%	490	4%	491	4%
Retail Trade	1,822	14%	1,785	14%	1,759	14%
Transportation and Warehousing/Utilities	1,058	8%	1,046	8%	1,036	8%
Information	316	2%	316	2%	315	2%
Finance/Insurance/Real Estate/Rental and Leasing	855	7%	848	7%	843	7%
Professional/Scientific/Technical Services	301	2%	296	2%	293	2%
Management of Companies/Enterprises	16	0%	15	0%	15	0%
Administrative and Support/Waste Management Services	497	4%	484	4%	476	4%
Educational Services	1,073	8%	1,064	8%	1,058	8%
Health Care/Social Assistance	2,142	16%	2,110	16%	2,088	16%
Arts/Entertainment/Recreation	260	2%	255	2%	249	2%
Accommodation/Food Services	1,242	9%	1,224	9%	1,203	9%
Other Services (Except Public Administration)	694	5%	691	5%	682	5%
Public Administration	539	4%	545	4%	543	4%

As shown in **Table 6.6**, the largest number of jobs in the city is in the Health Care/Social Assistance sector. Superior is the only city in the northwest region of Wisconsin that has a well-

developed system of mass transportation. This is beneficial to support a large elderly population, and many elderly persons living on marginal fixed incomes will prefer to transition from a rural to urban setting to eliminate large transportation maintenance costs and live in close proximity to multiple large retail outlets. Poor families living in poverty will also find Superior attractive for the same reasons. The Retail Trade sector is the second largest source of employment for superior residents. One explanation for this is the fact that the Duluth-Superior MSA serves as a magnet for commerce. It is the largest commercial shopping district serving a 60-mile radius.

Education Services also employ a significant number of city residents. The high number of jobs in education can be attributed to the two post-secondary schools (UW-Superior and Wisconsin Indianhead Technical College).

Employment in the business sector is in the Transportation and Warehousing, Manufacturing, and Wholesale trade industry sectors. To a large extent, these industry sectors have a symbiotic relationship. Furthermore, the City of Superior serves as both the largest railway hub and switching yard and the largest port city on the Great Lake of Superior. Both of these have distinct advantages for trans-modal shipping and warehousing and manufacturing.

Leading Employers

Table 6.7 lists the leading employers in the City of Superior.

Name	Function	Product / Service	Employees (FTE)
<u>Superior School District</u>	Educational Services	Elementary & Secondary Schools	742
<u>Halvor Lines</u>	Transportation and Warehousing	Specialized Freight Trucking	471
<u>University of Wisconsin Superior</u>	Educational Services	Colleges, Universities & Professional Schools	450
<u>Walmart Supercenter</u>	Retail Trade	Department Stores	442
<u>Burlington Northern Santa Fe Railway</u>	Transportation and Warehousing	Rail Transportation	350
<u>Douglas County</u>	Public Administration	Executive, Legislative, & other General Government Support	311
<u>Jeff Foster Trucking</u>	Transportation and Warehousing	Specialized Freight Trucking	268
<u>AMSOIL</u>	Manufacturing	Petroleum Lubricating Oil & Grease Manufacturing	250
<u>Enbridge Energy Partners</u>	Transportation and Warehousing	Provides Pipeline Transportation of Crude Oil and Natural Gas	250
<u>Essentia Health</u>	Health Care and Social Assistance	Offices of Physicians - General Medical & Surgical Hospitals	209
<u>Catholic Charities Bureau</u>	Health Care and Social Assistance	Individual & Family Services	180
<u>Murphy Oil USA</u>	Manufacturing	Oil Refineries	154
<u>Charter Films</u>	Manufacturing	Plastics Packaging Film and Sheet Manufacturing	140
<u>Genesis Attachments LLC</u>	Manufacturing	Other General Purpose Machinery Manufacturing	113
<u>Timberline Express</u>	Transportation and Warehousing	Specialized Freight Trucking	110
<u>Superior Water, Light & Power</u>	Utilities	Electric Power Generation, Transmission, & Distribution	90
<u>Superior Publishing Corporation</u>	Information	Newspaper, Periodical, Book and Directory Publishers	88
<u>Reuben Johnson & Son</u>	Construction	Commercial Building Construction	87
<u>Union Pacific Railway</u>	Transportation and Warehousing	Rail Transportation	60
<u>Woodline Manufacturing</u>	Manufacturing	Other Wood Product Manufacturing	60
<u>Sue Vinje Trucking</u>			55
<u>Graymont Wisconsin</u>	Manufacturing	All Other Miscellaneous Chemical Product and Preparation Manufacturing	47
<u>St. Luke's</u>	Health Care and Social Assistance	Offices of Physicians - General Medical & Surgical Hospitals	37

Source: Northland Connection, BusinessNorth

Employment Projections

**Table 6.8: Northwest Region Employment Projections (by Occupation) 2006-2016
(Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor and Washburn counties)**

Occupation Title	2006	2016	Change	% Change	New Jobs	Replacements	Total
Education, Training, and Library Occupations	4,350	4,650	300	6.9%	30	90	120
Arts, Design, Entertainment, Sports, and Media Occupations	750	800	50	6.7%	10	20	30
Healthcare Practitioners and Technical Occupations	3,070	3,650	580	18.9%	60	60	120
Healthcare Support Occupations	2,210	2,590	380	17.2%	40	20	60
Protective Service Occupations	1,880	1,990	110	5.9%	10	60	70
Food Preparation and Serving Related Occupations	7,240	7,960	720	9.9%	70	260	330
Building and Grounds Cleaning and Maintenance Occupations	2,500	2,760	260	10.4%	30	50	80
Personal Care and Service Occupations	2,040	2,440	400	19.6%	40	50	90
Sales and Related Occupations	6,630	6,780	150	2.3%	20	220	240
Office and Administrative Support Occupations	10,040	10,330	290	2.9%	30	220	250
Farming, Fishing, and Forestry Occupations	290	280	-10	-3.4%	0	10	10
Construction and Extraction Occupations	3,220	3,470	250	7.8%	30	60	90
Installation, Maintenance, and Repair Occupations	2,680	2,820	140	5.2%	10	40	50
Production Occupations	8,410	8,470	60	0.7%	10	170	180
Transportation and Material Moving Occupations	6,880	6,930	50	0.7%	10	160	170

Source: Wisconsin Department of Workforce Development

Worker Commuter Patterns

The City of Superior is part of a broader Metropolitan Statistical Area which includes St. Louis and Carlton counties in Minnesota and Douglas County in Wisconsin. The Twin Ports of Duluth and Superior serve as hub of regional

economic activity. Jobs in the Twin Ports attract workers from all across the region. The net commute into the city is 14,526, with most travelling from other locations in Douglas County and from Minnesota.

Table 6.9: Commuter Patterns

Living in City of Superior and Traveling to:	Count	Traveling to City of Superior from:	Count
Ashland city Ashland Co. WI	7	Illinois	12
Barnes town Bayfield Co. WI	5	Michigan	25
Iron River town Bayfield Co. WI	8	Minnesota	3246
Webster village Burnett Co. WI	7	North Dakota	57
Amnicon town Douglas Co. WI	26	Ohio	5
Bennett town Douglas Co. WI	5	Oklahoma	2
Brule town Douglas Co. WI	29	Washington	2
Hawthorne town Douglas Co. WI	23	Adams Co. WI	3
Highland town Douglas Co. WI	9	Ashland Co. WI	27
Maple town Douglas Co. WI	25	Barron Co. WI	16
Parkland town Douglas Co. WI	26	Bayfield Co. WI	233
Poplar village Douglas Co. WI	77	Burnett Co. WI	28
Solon Springs village Douglas Co. WI	57	Douglas Co. WI	10752
Solon Springs town Douglas Co. WI	9	Forest Co. WI	2
Summit town Douglas Co. WI	24	Iron Co. WI	3
Superior city Douglas Co. WI	7804	Juneau Co. WI	4
Superior village Douglas Co. WI	69	Lincoln Co. WI	2
Superior town Douglas Co. WI	94	Oneida Co. WI	6
Total	8304	Pierce Co. WI	11
		Polk Co. WI	6
		Portage Co. WI	3
		Price Co. WI	2
		Rusk Co. WI	4
		Sawyer Co. WI	10
		Vilas Co. WI	9
		Washburn Co. WI	56
		Total	14526

ATTRACTING AND RETAINING BUSINESS AND INDUSTRY

Historically, business attraction has centered on manufacturing and will likely continue to do so; but increasingly, attracting retail, tourism, technology, and service-oriented businesses has become important in order to diversify and expand business clusters in the area. To be successful, an attractive and competitive environment must be provided.

Entrepreneurship and small business development are necessary to create new jobs and provide stability to the local economic base.

Because of structural changes in the economy and the transition from a primarily physical-labor industrial age economy to an intellectual-labor, information age or knowledge-based economy, the development of technology-based businesses has become even more important to attract high-skilled, high-paying jobs. The City of Superior, as indicated in the following sections, has the necessary amenities, such as high-speed access, adequate power sources, and access to financing to attract knowledge-based businesses.

SuperiorLife Technology Zone Program

In June 2002, Douglas County was one of six counties in Northwest Wisconsin designated as a Technology Zone (called SuperiorLife) by the Wisconsin Department of Commerce.

Developed out of the Build Wisconsin initiative, the Technology Zone program brings \$5 million in income tax incentives for high-tech development in the area. The Technology Zone program will help the county generate high-wage jobs through the startup and expansion of technology-based businesses.

The SuperiorLife Technology Zone designation is designed to attract and retain high-wage workers to the region and foster regional partnerships to promote entrepreneurship. The Department of Commerce will certify eligible businesses for tax credits based on their ability

to create high-wage jobs and investment and support the development of high-tech industries in the region.

Workforce Development

WoodLINKS-USA is a program designed to respond to the serious lack of skilled workers in the wood industry. It is an industry education partnership designed to enhance the wood product industry competitiveness and economic development through significant improvement of entry-level work force skills.

The WoodLINKS program is designed to attract young people to the wood industry and provide solid wood manufacturing education through high schools. The program combines traditional classroom training with experienced based learning both in schools and in cooperating industry partners.

Wisconsin Indianhead Technical College (WITC) is an accredited postsecondary educational institution serving Northwestern Wisconsin, with a campus located in Superior. WITC offers customized training and technical assistance to business and industry to help them become more competitive, increase productivity, and to retain workers. This customized training is available at the business site or in a campus classroom setting.

The Northwest Wisconsin Concentrated Employment Program, Inc. (NWCEP) is a non-profit corporation whose mission is to strengthen the economy by providing effective and efficient workforce development services to businesses and workers. In existence since 1968, it administers programs to help local youth and adults gain marketable skills and find better jobs. In addition, NWCEP provides a variety of services, including workshops, conferences, and newsletters for businesses and business development. Although its main office is in Ashland, it has a satellite office located in Douglas County.

Business Development Assistance

There are several options available for small businesses in Douglas County seeking technical assistance. One is the Wisconsin Business Innovation Corporation (WBIC), a partner organization formed by the Northwest Regional Planning Commission (NWRPC). Since its beginning in 1996, WBIC has developed a unique array of technical, financial, and business support services for start up and expanding businesses. This work involves analyzing a firm's financial needs including preparation or review of financial projections, analyzing requirements and procedures of the various financing programs, identifying the appropriate funding sources, structuring sources and uses of funds, and the preparation of forms and documents needed in applications.

Another source for technical assistance is the University of Wisconsin-Superior Small Business Development Center (SBDC). It assists entrepreneurs, small business owners, and managers who are in the pre-venture, start-up, or existing business stage. SBDC offer confidential, one-to-one counseling on business management topics through personal visits, email, and telephone. The center maintains a business-to business network so a new business can ask for business expertise from a pertinent resource.

Technical assistance for small businesses is also available through the SCORE Association (Service Corps of Retired Executives), which is a resource partner with the U.S. Small Business Administration. There is a chapter in neighboring Douglas County that offers help with any business questions, strategy, and concerns. Small business counseling is available via telephone, email, workshops, and activities.

Access to Financing and Venture Capital

Small businesses create the lion's share of new jobs but are the least able to obtain reasonable financing for job-creating expansions and start-

ups. Because of the shortage of long-term financing, small businesses are frequently unable to match the term of financing with the life of the asset.

The Northwest Wisconsin Business Development Corporation (NWBDC) is a non-profit corporation formed by NWRPC to address the critical need for business financing in Northwest Wisconsin. Its office is located in the City of Spooner in Douglas County. It is targeted at the best economic development opportunities of the area: the timber and wood products industry, tourism, and other manufacturing and service industries.

NWBDC manages three revolving loan funds (RLFs) and a technology seed fund. The overall goal of the RLFs is to stimulate private sector investment in long-term business assets and to create new jobs. The funds partially fill the gap in private capital markets for long-term fixed rate financing. The technology seed fund can be used to complete research and development activities and validate the technology, develop prototypes, and file patents and copyrights.

In late 2000, a community-based venture capital (equity) fund called the Wisconsin Rural Enterprise Fund, LLC (WREF) was established by the Wisconsin Business Innovation Corporation. It was formed to create a capital fund that would provide self-sustaining, moderate growth through financial investments made in rural businesses that meet the WREF criteria.

Technology intensive businesses, which have the potential to create high-skilled, high-wage jobs in rural areas, are the targeted businesses. Currently, it is the only Northwest Wisconsin community-based venture capital fund; and its members include, besides WBIC, rural electric cooperatives and local community development organizations.

In addition to the NWBDC loan funds, Douglas County has a local revolving loan fund available to small businesses for start up and expansion

purposes. The fund was originally established by a grant from the Wisconsin Department of Commerce to help a county business. As that money comes back in, it is being used to help other businesses.

ISSUES & OPPORTUNITES

Strengths for Attracting and Retaining Business & Industry

- A reliable workforce for potential businesses
- Lake Superior - Natural Resources
- Educational opportunities
- Readily available utilities & affordable
- Rails & shipping
- TIF districts - in local areas
- Adjacent to major hub (Duluth)

Types of Business and Industry Desired by the City of Superior

- Small manufacturing
- Incubator - green technology
- Support services for arts & culture
- Make better use of local educators
- Technology
- Support services for University
- Marine research
- Recreation can create jobs (B & B's, Trails, sale of products)



REDEVELOPMENT SITES

Comprehensive plans funded by Wisconsin Comprehensive Planning Grants are required to identify development and redevelopment areas referred to as "smart growth areas (Wisconsin Statutes (16.965(1)(b))." Smart Growth Areas include sites that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental and utility costs.

The City has numerous sites for redevelopment that fit the characteristics above.

- 1) Winter Street Industrial Park: This industrial park (35 acres) is located on the northwest tip of the City. Utilities and infrastructure exist adjacent to the site, which makes it a desirable site to develop.
- 2) Parkland Industrial Park: This 100 + acre site is located on the City's border with the Town of Parkland. Roads and sewer exist to this site.
- 3) South Tower Avenue: Located in the area and south of the Douglas County Fairgrounds, this area provides the next logical commercial development area. Roads and utilities are adjacent to the sites on both sides of Tower Avenue.
- 4) Mid Tower Avenue (Belknap Street to North 28th Street): The future land use plan identifies this area for commercial redevelopment. Currently homes, the corridor is a problem area due to numerous residential and commercial conflicts.
- 5) East 2nd Street (Highways 2/53): Like North Tower Avenue, the future land use map identifies this area for commercial redevelopment to reduce the residential and commercial conflicts.

ECONOMIC DEVELOPMENT PROGRAMS AND ORGANIZATIONS

There are many programs at the federal, state, county, and regional level that can help Douglas County in the support and development of economic development efforts. In addition, there are programs available to assist individual businesses in start-up and expansion. This section contains a list of the major agencies and programs that are most likely to be used by the county in its economic development efforts. In addition to programs, there are economic development organizations throughout the county that provide assistance to local units of government and businesses. These are also listed in this section.

FEDERAL PROGRAMS

Economic Development Administration

The U.S. Department of Commerce Economic Development Administration offers two programs for assistance with economic development that apply to Douglas County. One is the Public Works and Economic Development Facilities Assistance Program, which supports the construction or rehabilitation of essential public infrastructure and development facilities necessary to generate private sector jobs and investment, including investments that support technology-led development, redevelopment of brownfield sites, and eco-industrial development. Secondly, the Economic Adjustment Assistance Program is available to: (1) address the immediate needs of businesses and communities presently undergoing transition due to a sudden and severe job loss; and (2) demonstrate new and proactive approaches for economic competitiveness and innovative capacity for threatened regions and communities.

USDA Wisconsin Rural Development

Several loan and grant programs of benefit to the county and local business development are available from the USDA Rural Development. One of those programs is the Community Facility Guaranteed Loans Program, which provides funding to local units of government to construct, enlarge, extend, or otherwise improve community facilities providing essential services in rural areas and towns.

The Rural Economic Development Loans and Grants Program helps develop projects that will result in a sustainable increase in economic productivity, job creation, and incomes in rural areas. Projects may include business start-ups and expansion, community development, incubator projects, medical and training projects, and feasibility studies.

The purpose of the Business and Industry Direct Loan Program is to improve, develop, or finance business, industry, and employment and improve the economic and environmental climate in rural communities. Loan purposes include purchase and expansion of land, equipment, buildings, and working capital. Loans to public bodies can be used to finance community facilities and construct and equip industrial plants for lease to private businesses.

The Community Facilities Direct Loans and Grants Program provides funding for essential community facilities (CF) such as municipal buildings, day care centers, and health and safety facilities. Examples include fire halls, fire trucks, clinics, nursing homes, and hospitals. CF loans and grants may also be used for such things as activity centers for the handicapped, schools, libraries, and other community buildings.

STATE PROGRAMS

Wisconsin Department of Commerce

At least three programs are available to local units of government through the Wisconsin Department of Commerce. The first program is the Community Development Block Grant for Economic Development (CDBG-ED). Its purpose is to provide resources to local governments that will enable them to assist economic development projects in their community. The local unit of government is the applicant and recipient of the funds. A specific business, which must be located in a municipality of 50,000 or less, is loaned the funds for eligible business development uses. When the funds are repaid to the local government, they may stay in the community to be used as a revolving loan fund to assist other businesses in the community.

The second program is the Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED). Its purpose is to provide grant funds to local governments that will enable them to provide needed public facilities (i.e., streets, sewer mains, water mains, etc.) to private business enterprises that are going to create full-time jobs by starting or expanding their businesses because of the availability of the funded public facilities.

The third program available from the Wisconsin Department of Commerce is the Community-Based Economic Development Program (CBED). Its purpose is to provide financing assistance to local governments and community-based organizations that undertake planning or development projects or that provide technical assistance in support of business (including technology-based businesses) and community development.



Wisconsin Departments of Tourism and Commerce

The Tourism Development Initiative is a multi-faceted program designed to assist tourism businesses that have been severely affected by consecutive winters with minimal snowfall. The program offers planning and training grants that focus on tourism development and diversification at the business and municipal levels. A Snow Emergency Loan is available to qualifying small businesses that can document significant revenue loss caused by the lack of snow.

Wisconsin Department of Transportation

Available from the Wisconsin Department of Transportation is a program called the Transportation Facilities Economic Assistance and Development Program (TEA). The intent of the TEA program is to help support new business development in Wisconsin by funding transportation improvements that are needed to secure jobs in the state. A governing body, a business, a consortium group, or any combination thereof can apply for TEA program funding.

REGIONAL PROGRAMS

Northwest Regional Planning Commission

The Northwest Regional Planning Commission is a cooperative venture of the local units of governments in the ten counties of Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Douglas and the five tribal nations of Bad River, Lac Courte Oreilles, Red Cliff, St. Croix, and Lac du Flambeau in the region. The purpose of NWRPC is to assist the communities of the membership to promote sustainable economic development, develop public facilities, provide planning and technical services, efficiently manage and conserve natural resources, and protect the environment. Every three years, NWRPC, with

the cooperation of the local units of government in its region, prepares a Comprehensive Economic Development Strategy (CEDS) for the entire northwest region. The CEDS is updated at the mid-point of the three year period.

In an effort to build a focused development strategy for the northwest region, NWRPC developed four non-profit development corporations, each focusing on a specific area need and opportunity including: 1) financing for business start up and expansions (Northwest Wisconsin Business Development Corporation), 2) technology-based business development (Wisconsin Business Innovation Corporation), 3) a regional-based Revolving loan fund (Northwest Wisconsin Rural Economic Development Fund), and 4) affordable housing (Northwest Affordable Housing, Inc.). A fifth development corporation, the Wisconsin Rural Enterprise Fund (WREF) was the first community-based venture capital fund created in Wisconsin, and it focuses on new technology development by providing bridge financing to companies that wish to market proprietary technology products in northwest Wisconsin.

Northwest Wisconsin Business Development Corporation

A strategic partner of the Northwest Regional Planning Commission, the Northwest Wisconsin Business Development Corporation has available revolving loan funds to address a gap in private capital markets for long-term, fixed rate, low down-payment, and low interest financing to assist businesses in job creation/retention and growth.

SuperiorLife Technology Zone Program

The Technology Zone program was developed out of the Build Wisconsin initiative, which is firmly based in the concepts of promoting regional cooperation and developing a technology base. Douglas County is part of the SuperiorLife Technology Zone and won

designation as such by the Wisconsin Department of Commerce (WDOC) in 2002. Each designated zone will get \$5 million in income tax incentives for high-tech development. The WDOC will certify eligible businesses for tax credits based on their ability to create high-wage jobs and investment and support the development of high-tech industries in the region. The SuperiorLife Technology Zone offers the potential for growth in the computer software, medical, and forestry clusters, among others.

LOCAL PROGRAMS & RESOURCES

The Development Association, Inc.

The Development Association, Inc. is a nonprofit 501 (c)(6) organization. Its mission is to assist with retention, expansion, creation and recruitment of businesses in Superior and Douglas County Wisconsin. The organization administers the Douglas County Revolving Loan Fund on behalf of Douglas County and also manages the Superior Business Center, Inc., an incubator facility.

Superior Business Center

The Superior Business Center (SBC) is a non-profit, economic development program serving Douglas County. Its mission is to "foster economic development in Superior/Douglas County through the provision of leased space and/or other resources to both existing and start-up businesses". In addition, the Center encourages the creation of new, viable business enterprises; the generation and retention of long-term, self-sustaining job opportunities; and the diversification of our economic base. The SBC is a multi-tenant facility for small businesses. Target markets include, but are not limited to, start-up businesses and expansion/relocation of local businesses that could not otherwise survive in the area. They also act as temporary housing of businesses in transition.

The SBC has developed a working relationship with a number of organizations throughout the Twin Ports who are willing to work more closely with the "incubator" tenants.

Superior Business Improvement District

The Superior Business Improvement District can assist an entrepreneur in locating business sites and/or connect them with property owners within the BID. Through the property owners, there are grants available for signs, awnings and facade renovation. While we do not provide one-on-one counseling, we welcome the opportunity to discuss the entrepreneurs' project and can act as a referral source.

Superior-Douglas County Chamber of Commerce

The Chamber serves the entire county as an issues and development resource with a strong focus on business retention. As part of the Chamber, the Convention & Visitor's Bureau has an emphasis on tourism and related businesses. Assistance in business development & programs is also provided.

Northeast Entrepreneur Fund

The Northeast Entrepreneur Fund is a private nonprofit organization which helps individuals starting or expanding small businesses in northeastern Minnesota and northwestern Wisconsin. This organization offers financing (\$1,000 to \$100,000 loans) for business start-up and for existing businesses.

Northwest Wisconsin Community Services Agency

Their Business Development Program provides the technical assistance, business planning guidance and management skills training necessary for success. Its services are provided at no cost to individuals who are income eligible. The program operates within the agency's entire service area, which includes



Douglas, Ashland, Bayfield, Iron and Price
Counties

OTHER PROGRAMS

There are many more federal, state, and local programs offering assistance to businesses that are too numerous to mention here; however, they are listed in the Economic Development Manual prepared by the Wisconsin Bankers Association and the Wisconsin Financing Alternatives booklet prepared by the Wisconsin Department of Commerce.

INTRODUCTION

Wisconsin State Statutes define the Intergovernmental Cooperation Element of a comprehensive plan as “a compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.” (66.1001(2)(g), Wisconsin State Statutes)

The intergovernmental cooperation chapter identifies opportunities for establishing or maintaining cooperative relationships between the City of Superior, Douglas County, adjoining local units of government and state and federal agencies. Cooperation opens or improves lines of communication between different units of government, aids in the identification and resolution of conflicts, and allows for the identification of mutual service needs and improvements.

Jurisdictional Authority

The City of Superior and the five incorporated villages have broad constitutional and statutory home rule powers. Cities and villages have the authority to enact and enforce ordinances as long as the ordinances do not conflict with existing state legislation. The City of Superior shares a common border with Village of Superior. The Village of Oliver lies entirely within the city’s three-mile extraterritorial boundary.

The 16 unincorporated towns in Douglas County are “direct democracies” which do not have home rule powers. Towns in Douglas County are reliant upon the county to provide many government services and programs. One of the most important town responsibilities is road maintenance. All towns can enact limited ordinances or regulations where there is specific or implied authority. Towns with village powers may adopt regulations when there is no explicit or implied town statutory authority to do so. The City of Superior shares a common boundary with three unincorporated towns (Parkland, Lakeside and Superior).



RELATIONSHIP TO INTERNAL, ADJACENT AND OVERLAPPING JURISDICTIONS

City of Superior Intergovernmental Relationships

Adjoining Local Units of Government

The City of Superior has a cooperative, working relationship with the adjoining municipalities. Examples of this cooperation include providing sanitary sewer service to the Town of Parkland; working with Douglas County on the development of a regional industrial park in Parkland; supporting surrounding volunteer fire departments; and making available a landfill for solid waste disposal to name a few.

The villages have their own administrative staff and elected representatives and their own laws and regulations. A similar situation exists with regard to the city which has its own services, including police, fire, public works, cemetery, water/wastewater facilities, library, senior citizen/community center program, and are all committed to providing the city's residents with the best care possible

School Districts

A school district is a political subdivision responsible for public education within its borders. Wisconsin school districts are corporate bodies which means they can acquire, hold and dispose of real property; make and enforce contracts; hire employees; and adopt rules to govern their own operations. School districts receive funding from the state and a local property tax levy.

School districts in Douglas County are governed locally and are separate from county and local government. The City of Superior works very closely with the Superior School District. Typically, this cooperation revolves around infrastructure projects. During the second phase of the North 28th Street Reconstruction project, the City worked with the Superior School District to provide traffic calming measures in front of Superior Senior High and

relocate a parking area to eliminate a very dangerous crossing at the same site. In addition, the City continues to work with the School District on the Safe Routes to School program, which aims to provide walking and biking opportunities to schools via better infrastructure and education.

The City of Superior also works with the School District of Superior in the development of Tax Increment Finance (TIF) districts. The School District is a member of the Board of Review, which approves the development of TIFs throughout the City.

Technical Colleges



Figure 7.1: Wisconsin Technical College Districts

There are 16 technical college districts in Wisconsin. Technical college districts are special purpose units of government which have authority to levy taxes. The City of Superior is within the Wisconsin Indianhead Technical College (WITC) District, which includes all, or portions of, 10 counties in northwestern Wisconsin. WITC facilities include four campus

locations, two branch locations, a learning center and administrative office. The WITC-Superior campus serves the residents of the City of Superior and surrounding area.

WITC provides numerous opportunities for residents to receive training in vocational occupations, which leads to a better and more talented labor pool. For example, WITC’s welding training has placed numerous persons into the specialty welding field, a thriving industry in Superior.

Metropolitan Planning Organization

The Metropolitan Interstate Council (MIC) is the designated Metropolitan Planning Organization (MPO) for the Duluth-Superior metropolitan planning area. The MIC provides guidance and leadership on transportation and land use planning issues within the urban area and adjoining governmental units. A key goal of the MIC is to focus the areas limited transportation funding on projects that yield the greatest benefit and integrate with the existing transportation system. To this end, the MIC conducts studies, develops plans, models the transportation system and programs projects for federal funding in the metropolitan area.

The MIC was created in 1975 under a joint agreement between the Arrowhead Regional Development Commission (ARDC) in Duluth, Minnesota and the Northwest Regional Planning Commission (NWRPC) in Spooner, Wisconsin.

The MIC, is required by federal law to (1) produce a 20-year Long Range Transportation Plan (LRTP) to address projects, programs and policies for a twenty-year timeframe; (2) develop a Transportation Improvement Program (TIP) for highway, transit, and non-motorized improvements (bike, pedestrian, historic etc.) which receive federal funding for a four-year timeframe; and (3) adopt a comprehensive Unified Planning Work Program that determines the MPO’s transportation

planning activities and budget for a two-year period.

The MIC is has two advisory committees which meet regularly to provide technical and stakeholder input into the planning processes. The Transportation Advisory Committee (TAC) advises the MIC on transportation-related issues within the metropolitan area and the Harbor Technical Advisory Committee (HTAC) is an advisory body to the MIC on issues related to the Duluth-Superior Harbor.

The MIC has a strong working relationship with Douglas County and the local municipalities within the MPO boundary. Plans and studies developed by the MIC have been integrated into planning efforts of both the county and the City of Superior.

RELATIONSHIP TO STATE AGENCIES

Wisconsin Department of Natural Resources

Figure 7.2: WDNR Regions



The Wisconsin Department of Natural Resources (WDNR) is the state agency charged with protecting Wisconsin’s air, land, water, wildlife, fish and forests. The

WDNR is responsible for implementing the laws of the state and, where applicable, the laws of the Federal government that protect and enhance Wisconsin’s natural resources. The seven-member Wisconsin Natural Resources Board (NRB) establishes WDNR policy and exercises authority and responsibility in accordance with governing statutory provisions. The Wisconsin Conservation Congress (WCC), an independent organization of citizen-elected

delegates, serves in an advisory capacity to the Natural Resources Board. The WDNR is comprised of six divisions which include: Air and Waste, Land, Forestry, Water, Customer and Employee Services, and Enforcement and Science.

To best serve the needs of citizens, the state is divided in five WDNR regional areas. City of Superior is located in the Northern Region, which serves 18 counties in the northern third of Wisconsin. The Northern Region headquarter offices are located in Rhinelander and in Spooner. Local WDNR Service Centers are found in communities throughout the state, including 10 locations within the Northern Region. A WDNR service center is located on Tower Avenue in Superior.

Other WDNR facilities in Douglas County include a fish hatchery and field station at Brule and a ranger station at Gordon. WDNR operates 57 ranger stations statewide which support forest fire prevention and suppression efforts. These facilities are staffed with trained wildland firefighters and are equipped with wildland fire apparatus, equipment, and other supplies.

In addition to regulatory and enforcement responsibilities, WDNR staff provide technical assistance and support to citizens, businesses and governmental entities in the City of Superior. WDNR also provides financial assistance through grants to local governments and interested organizations to develop and support projects that protect public health, natural resources, the environment and outdoor recreational opportunities.

WDNR is responsible for the management and oversight of state parks and forests in Wisconsin. In Douglas County, WDNR managed lands include Pattison State Park, Amnicon Falls state Park and the Brule River State Forest.

Wisconsin Department of Transportation

Figure 7.3: WisDOT Regions



The Wisconsin Department of Transportation (WisDOT) is the state agency responsible for planning, building and maintaining Wisconsin's network of state highways and

interstate highway system. WisDOT is comprised of three executive offices and five divisions organized according to transportation function. WisDOT's main office is located in Madison, but the department maintains regional offices throughout the state. The Northwest Region offices are located in Eau Claire and Superior.

WisDOT's planned future transportation improvement projects within the City of Superior are found in the **Transportation Chapter**. Although there are no major expansion plans for highways, the City and local communities should continue to collaborate with WisDOT to address transportation issues including a long-term vision for the USH 2 and the USH 53 corridors. There has been a strong regional interest in seeing an expansion of USH 2 from a two-lane non-divided highway, to a four lane highway between Superior and Hurley. Such an expansion could have a significant impact on economic development, infrastructure, and land use within the corridor and adjoining communities.

The Department of Transportation is also an objecting agency for subdivision plat review under the provisions of Chapter 236 of the Wisconsin State Statutes and TRANS 233 of the Wisconsin Administrative Code. WisDOT reviews subdivision plats for their impact upon the existing or planned state trunk highway

system and their conformance to statute 82.50 (Town Road Standards). The department either certifies that it has no objection or lists its objections for each plat submitted for review, including non-abutting plats.

Wisconsin Department of Commerce

The Wisconsin Department of Commerce (WDOC) is the state's lead agency on economic development. The Department of Commerce, along with seven other state agencies which administer economic development programs, provides financial assistance and direct services to individuals, local governments, nonprofits and other organizations. Financial assistance is provided in the form of grants and loans, targeted tax credits, bonding authorizations and loan guarantees. The Wisconsin Community Development Block Grant (CDBG) program, administered by the Wisconsin Department of Commerce, Division of Housing and Community Development (DHCD), provides grants to general purpose units of local government for housing programs which principally benefit low and moderate income (LMI) households. Four municipalities in Douglas County (C. Superior, T. Gordon, V. Poplar and V. Superior) have CDBG funds that may be used for housing rehabilitation. These funds come from repaid CDBG housing rehabs or home purchase loans.

Under Wisconsin Administrative Code Comm. 10, WDOC is the primary unit responsible for the administration and regulation of storage tanks. WDOC also regulates the State's building construction safety codes as well as several environmental regulatory programs. WDOC also has 'objecting authority' in the subdivision review process, in cases where the proposed subdivision is not served by public sewer.

Wisconsin Department of Administration

The primary function of the Wisconsin Department of Administration (DOA) is to deliver a wide range of support services to other state agencies. DOA also offers direct

services to Wisconsin residents and communities, including assistance with housing and energy efficiency improvements. The Division of Intergovernmental Relations (DIR) provides support services to counties and local municipalities including land use planning, land information and records modernization, municipal boundary review, plat review, demography and coastal management programs. In 2007, Douglas County and 16 partnering local jurisdictions were awarded a Comprehensive Planning grant from WDOA. Douglas County, the City of Superior and several local jurisdictions have also received funding for various projects through the Wisconsin Coastal Management Program (WCMP). All local governmental units within Douglas County are eligible for WCMP grant funding.

Since 2004, the City of Superior have been working with WCMP staff, various state agencies, tribal units and interest groups to establish a National Estuarine Research Reserve (NERR) site on the south shore of Lake Superior. In 2008, Wisconsin Governor Jim Doyle announced the nomination of the St. Louis River in The City of Superior as a NERR site. An Environmental Impact Statement (EIS) and Management Plan must be completed before a formal decision on the NERR proposal is made by the National Oceanic and Atmospheric Administration (NOAA).

The DOA is also responsible for administering the state platting regulations. The DOA reviews all plats submitted in the state in accordance with Section 236.13 Wisconsin State Statutes.

Wisconsin Department of Agriculture, Trade and Consumer Protection

The Department of Agriculture, Trade, and Consumer Protection (DATCP) regulates agriculture, trade and commercial activity in Wisconsin. DATCP also has responsibility for ensuring the safety of food and dairy products produced and sold in Wisconsin. DATCP also regulates certain professionals involved in the

production of food and dairy products and oversees contracts with local health departments that regulate retail food establishments, excluding restaurants¹. DATCP's Agricultural and Resource Management Division (ARM) regulates pesticides and other agrichemicals to protect public health and the environment, establishes standards for certain local regulations, including livestock facility siting ordinances and manages farmland preservation programs. DATCP is based in Madison, but has 23 offices across the state, including an office in Superior.

Wisconsin Department of Revenue

The Wisconsin Department of Revenue (DOR) is the state agency responsible for property assessment and administration of the state's tax laws. The city interacts with the DOR through the submittal of annual reports regarding assessment, taxation, and shared revenue. The DOR is also responsible for administration of Wisconsin's Tax Increment Law.

Wisconsin Department of Emergency Management

Figure 7.4: Wisconsin Emergency Management Regions



Wisconsin Emergency Management (WEM) specializes in hazard mitigation, warning and communications, emergency police services, disaster response and recovery,

hazardous materials and Emergency Planning and Community Right-to-Know Act (EPCRA),

radiological emergency preparedness, and exercise and training for the State of Wisconsin. WEM's central offices are located in Madison with six regional offices located across Wisconsin.

In disaster situations, local/county governments are the first line of response. They use their own resources to protect people and property and to implement recovery measures. When the capabilities of local/county governments, including available mutual aid, have been exhausted the county emergency management director notifies WEM. WEM then coordinates obtaining the appropriate resources and assistance from state agencies, the Federal government, the private sector or the Emergency Management Assistance Compact (EMAC).

WEM also administers a number of grants to local communities and is responsible for preparing and administering several statewide policy plans.

Wisconsin Historical Society

The primary roles of the Wisconsin Historical Society (WHS) are to educate the public on areas relating to Wisconsin history and to administer many programs to preserve places and information of historical interest. WHS maintains the Wisconsin Archaeological and Historic Resources Database (WisAHRD) which is a compilation of the Society's Archaeological Sites Inventory (ASI), Architectural History Inventory (AHI), and the Bibliography of Archaeological Reports (BAR). As part of this planning process, WHS provided assistance to the City of Superior in identifying historic and archaeological resources within their communities. WHS will continue to be a valuable partner to the city during the implementation phase of the planning process.

¹ Restaurants in Wisconsin are regulated by the Department of Health and Family Services (DHFS)

REGIONAL GOVERNMENT

Northwest Regional Planning Commission

Figure 7.5: Wisconsin Regional Planning Commissions



The City of Superior is located within the 10-county region of northwestern Wisconsin served by the Northwest Regional Planning Commission (NWRPC). Created in 1959, NWRPC is

the oldest regional planning commission in Wisconsin and one of the first multi-county planning commissions in the nation. NWRPC is a cooperative venture of Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn Counties and the tribal nations of Bad River, Red Cliff, Lac du Flambeau, Lac Courte Oreilles, and St. Croix.

Regional planning commissions (RPCs) in Wisconsin are formed by executive order of the governor and provide intergovernmental planning and coordination for the physical, social and economic development of a region. NWRPC provides professional services to local units of governments, communities, and businesses in an effort to strengthen the regional economy and assist businesses with the retention of local jobs and the creation of higher skill/higher wage jobs.

Professional services include preparing state and federal grant applications, such as Wisconsin Department of Commerce economic, public facility, and planning grants and Economic Development Administration grants; creating local economic development strategies; construction and management of

economic development facilities, such as enterprise centers; facilitating local business expansions; and Tax Increment District and project plan development.

NWRPC’s partnership with the Northwest Wisconsin Business Development Corporation (NWBDC), the Northwest Wisconsin Regional Economic Development Fund (NWREDF) revolving loan funds and Wisconsin Business Innovation Corporation’s (WBIC) business technical assistance contributes to regional economic development efforts. Additionally, WBIC formed and manages the only community-based venture capital fund in the Northwest Region, the Wisconsin Rural Enterprise Fund, LLC (WREF).

In 1973, the Economic Development Administration of the U.S. Department of Commerce designated the Northwest Regional Planning Commission as an Economic Development District (EDD). As a result, a Comprehensive Economic Development Strategy (CEDS) is prepared to guide the economic growth of the District.

In 2003, Northwest Regional Planning Commission prepared a major update to the **Comprehensive Economic Development Strategy (CEDS)**. The CEDS provides an analysis of local conditions; identifies the problems, needs, and opportunities of the district; defines the vision, goals, and objectives of the district; and designates and coordinates strategies and/or activities to accomplish and implement its goals. Furthermore, the CEDS includes two lists of projects provided by local units of government, local economic development organizations, and tribal nations. One list contains projects completed in 2002 for the region and the second list consists of prioritized community and economic development projects for the years 2003-2010. A revised CEDS will be completed prior to October 31, 2010. This revision will encompass the planning years 2011-2015.

FEDERAL GOVERNMENT

The City of Superior has a cooperative relationship with agencies of the Federal government. In Douglas County several federal agencies have wide-ranging jurisdictional and regulatory authority. The county and local municipalities have access to a number of federal programs and grant-funding sources. Some of the key federal responsibilities applicable to the City of Superior include:

- The U.S. Army Corps of Engineers (USACE) regulates many activities that occur in jurisdictional navigable waterways (including Lake Superior). These include construction of docks, installation of piers and rip rap, dredging and filling. ACOE also regulates wetlands activities in navigable waters of the U.S.
- The United States Department of Homeland Security (DHS) enforces laws against illegal entry, smuggling and other criminal activities. DHS is also responsible for port security at the Port of Duluth-Superior. The United States Coast Guard (USCG), a federal agency under DHS,

regulates the movements and anchorage of vessels on Lake Superior.

- The United States Fish and Wildlife Service (USFWS) enforces federal wildlife laws, administers the Endangered Species Act, manages migratory bird populations, restores nationally significant fisheries, conserves and restores wildlife habitat and regulates use of and activities within wildlife refuges.
- The United States Environmental Protection Agency (US EPA) is charged with administering all or parts of laws that influence environmental protection such as the Clean Air Act (CAA), Clean Water Act (CWA) and the National Environmental Policy Act (NEPA).
- The City of Superior is eligible to apply for numerous federal programs and grant funding opportunities. In fiscal year 2006, the county received over \$70 million (Consolidated Federal Funds Report, 2006) in federal grant funds (Block, Formula, Project, and Cooperative Agreements) through 50 different programs.

NON-GOVERNMENTAL ORGANIZATIONS

Resource and Conservation Development Areas

Figure 7.6: Wisconsin Resource Conservation and Development Areas

Wisconsin Resource Conservation and Development Areas



The Wisconsin Resource Conservation and Development program (RC&D) involves the pooling of technical and financial resources within a large area (Development

Areas). RC & Ds provide technical and educational assistance to citizens in conserving and developing the resources of the area it serves. The RC&D works cooperatively with various federal, state, local agencies and organizations to conserve natural resources and improve the quality of life. Currently 375 RC&D Councils serve 2,666 counties in 50 states. In Wisconsin, there are seven RC&D Councils which serve 72 counties. The Pri-Ru-Ta RC&D, based in Medford, serves the 10 counties of northwestern Wisconsin. Pri-Ru-Ta grazing specialists are currently working with livestock producers in Douglas County to adopt management-intensive grazing practices. The RC&D is also developing various soil data products for municipalities, businesses, individuals and education.

International Trade, Business and Economic Development Council for Northwest Wisconsin



Wisconsin's five regional

International Trade, Business and Economic Development Councils (ITBECs) were created as partnership efforts between counties, business

leaders, tribal representatives, and others, organized to target tourism from other countries and create new export markets for Wisconsin products. Each ITBEC works to enhance economic activity in its respective region; by promoting regional tourism, regional business development, and international trade. Douglas County is located in the Northwest Wisconsin ITBEC which represents 11 counties in northwestern part of the state. The Northwest Wisconsin ITBEC has developed several tourism-related informational publications and produced collaborative ad programs for multi-use trails across the region including a "Discover Wisconsin" segment highlighting recreational trails. The Council also works to connect individuals interested in relocating to northwestern Wisconsin with potential employers.

Lake Superior Binational Program



The Lake Superior Binational Program (LSBP) is a cooperative venture between the federal governments of Canada and the United States, the province of Ontario and the

states of Michigan, Minnesota and Wisconsin, native communities, industry, academia, environmental groups and citizens dedicated to the protection and restoration of the Lake Superior Basin. The LSBP developed, and implements, the Lake Superior Lakewide Management Plan (LaMP) which provides an assessment of the state of the Lake Superior ecosystem, including its ecological impairments, emerging issues and their causes, and gaps in knowledge which require further research and monitoring.

The Binational Program is comprised of four major components, the Task Force, Work Group, Lake Superior Binational Forum and the public. The LSBP **Task Force**, which comprised governmental representatives and decision-makers, serves as the steering committee for the LSBP. The **Superior Work Group (SWG)**

includes the technical experts from the various agencies which manage resources in the Lake Superior Basin. This group implements and monitors policies put in place by the Task Force. The **Lake Superior Binational Forum (LSBF)** is a multi-sector stakeholder group representing a cross-section of the general public. The Forum provides recommendations to governments and educates basin residents about ways to protect and restore the basin’s natural resources. The **general public** comprises the fourth component of the LSBP. Efforts on behalf of citizens of the basin to monitor local resources and take individual action to improve water quality and basin health are an essential part of achieving LSBP objectives.

Great Lakes Commission



Great Lakes
Commission
des Grands Lacs

The Great
Lakes
Commission

(GLC) is a binational agency that works to promote the orderly, integrated and comprehensive development, use and conservation of the water and related natural

resources of the Great Lakes basin and St. Lawrence River. Commission members include the eight Great Lakes states with the Canadian provinces of Ontario and Quebec as associate members. The GLC was established by joint legislative action of the Great Lakes states in 1955 through the Great Lakes Basin Compact. The GLC hosts the Great Lakes Information Network (GLIN), an on-line resource for information and data about the Great Lakes region.

International Joint Commission

The International Joint Commission (IJC) is a binational organization established under the Boundary Waters Treaty of 1909. The IJC has the authority to approve or disapprove applications for the use, obstruction or diversion of boundary waters; investigate and make recommendations to resolve problems and to approve dams and other structures in the Great Lakes.



INVENTORY OF EXISTING PLANS AND AGREEMENTS

Existing Plans

Existing adopted land use plans include a comprehensive land use plan for the City of Superior (October 1998) and the Superior Port Land Use Plan (MIC, June 2003).

Table 7.1: Inventory of Existing Plans Affecting the City of Superior

State of Wisconsin	Author	Year
Wisconsin Bicycle Transportation Plan 2020	WisDOT	1998
Wisconsin State Highway Plan 2020	WisDOT	2000
Wisconsin State Airport System Plan 2020	WisDOT	2000
State Recreational Trails Network Plan	WisDOT	2001
Midwest Regional Rail System	WisDOT	2000
Wisconsin Pedestrian Plan	WisDOT	2001
Translink 21	WisDOT	1994
Statewide Comprehensive Outdoor Recreation Plan 2000-2005	WDNR	2000
State of Wisconsin Hazard Mitigation Plan	WEM	2001
Wisconsin Historic Preservation Plan; 2006–2015	WHS	2005
County & Local		
Douglas County Forest Comprehensive Land Use Plan 2006-2020	County	2008
Douglas County Hazard Mitigation Plan	County	2004
City of Superior Hazard Mitigation Plan	City	2004 ²
Douglas County Outdoor Recreation Plan	County	2003
Lake Superior Lakewide Management Plan	LSBP	2004
Douglas County Land and Water Resource Management Plan	County	2005
St. Louis River Area of Concern Remedial Action Plan	WDNR, MPCA	1992
Metropolitan Interstate Council (MPO communities only)		
Access and Mobility for People and Freight 2030	MIC	2005
Duluth-Superior Tourism and Transportation Plan	MIC	1999
TSM Assessment of MIC Roadways in Wisconsin	MIC	2007
Duluth-Superior Metropolitan Pedestrian Plan	MIC	1999
2008-2011 Superior Metropolitan Area TIP	MIC	2007
Superior Safe Routes to School Plan	MIC	2005
Duluth-Superior Long Range Transportation Plan	MIC	2010

² Updated in 2010

Plans of Adjoining Jurisdictions

Several adjoining local units of government have also adopted comprehensive or land use plans.

Table 7.2: Inventory of Existing Plans of Adjoining Jurisdictions

Counties	Year	Type
Douglas County, Wisconsin	2010	Comprehensive
Pine County, Minnesota	1993	Land Use
Carlton County, Minnesota	2001	Comprehensive
St. Louis County, Minnesota ³	2000	Comprehensive
Towns	Year	Type
Town of Parkland, Douglas County	2010	Comprehensive
Town of Superior, Douglas County	2010	Comprehensive
Cities	Year	Type
City of Duluth, St. Louis County	2006	Comprehensive
Villages	Year	Type
Village of Oliver, Douglas County	2008	Comprehensive
Village of Superior, Douglas County	2010	Comprehensive

Plan Consistency

The plans of adjoining and overlapping jurisdictions were reviewed as part of this planning process. Of greatest concern are boundary areas where there is the potential for incompatible abutting land uses. No known or potential conflicts have been identified. As plans are updated or amended, the City of Superior and adjoining governmental units must continue to coordinate and share information to reduce the potential for future conflict.

³ Applicable sub-plans include St. Louis County Water Plan and St. Louis Cloquet Whiteface Corridor Management Plan

EXISTING AGREEMENTS

Existing and Potential Conflicts

During the planning process the city took several steps to reduce the potential for intergovernmental conflict. Each jurisdiction participating in the Douglas County multi-jurisdictional planning process was engaged in parallel planning activities to ensure that all entities were coordinating at critical junctures in the process.

One area of potential intergovernmental conflict is *annexation* which involves the transfer of territory from one jurisdiction to another. Disputes between incorporated jurisdictions and unincorporated towns can arise when town lands are proposed to be annexed, or transferred into the incorporated community. Town involvement in the annexation process is usually limited, unless the annexation is contested in court. Annexation can be perceived by an affected town as a "hostile" taking of town lands and a loss of the unit's tax base. Perhaps the most effective way to reduce intergovernmental conflict is to foster open communication between adjacent governmental units. A more formalized approach to minimizing the potential for conflict involves engagement in joint planning activities or the implementation of intergovernmental agreements between adjoining jurisdictions.

The City of Superior will utilize annexation when it is in the public's interest to do so. In 2000, the City worked cooperatively with Douglas County and the Town of Parkland to annex over 100 acres in the Town for the construction of a state prison. Currently, the City and Douglas County are working to develop the annexed property into an industrial park.

Another form of potential conflict is land use conflicts. These issues may arise when land use in one area conflicts with use in an adjoining

area. Land use conflicts can result from the sights, sounds, smells, or other activities associated with a given use. This type of conflict is most common in cases where residential land use interfaces with agricultural use. In most of these circumstances the conflict is usually between a few adjoining landowners; as both agricultural and residential uses are generally considered "desirable" land uses by the community as a whole. Land use conflicts can also be safety and health issues. For example, siting a development which generates heavy commercial truck traffic, or a chemical plant, in a predominantly residential area can create safety concerns.

Another form of land use conflict arises when a land use conflicts with the desires of the broader community. For example, a proposed pipeline or large-scale landfill may be widely opposed by the community as a whole. These conflicts can sometimes be difficult to avoid completely due to existing regulations and because they may involve many independent jurisdictions, or even an entire county. Reducing the potential for land use conflict is best accomplished by establishing clear growth and development policies and by providing for a thorough review of development proposals. Plan policies should establish the framework for evaluating future development proposals and establish the criteria or performance standards required.

Local plan commissions and the City of Superior Plan Commission exercise great care to ensure that future land use patterns are spatially organized in a manner which minimizes the potential for conflict. All governmental units, including the city must continue to be aware of changes in planning and development requirements of governmental units within the county. It is important that any plan updates, policy amendments, map revisions, or changes to development requirements or procedures, be relayed to all other governmental units in the county.

Process for Resolving Conflicts

Should intergovernmental conflict arise in the future, it will be important to have a systematic process in place to resolve these disputes in a manner that is efficient, respectful and mutually beneficial. The conflict resolution process outlined below is intended to provide a low-cost, flexible approach to resolving planning disputes between governmental entities. If implemented, this process should not supersede local processes established for conflict resolution and is not intended to be used by parties dissatisfied with the appropriate application of local rules and regulations within their jurisdiction.

Option 1: Open Discussion

Communication and open discussion between parties involved in a dispute will be the first action taken to resolve conflicts by reaching consensus. Oftentimes, open dialog and debate between affected parties will be sufficient to resolve intergovernmental conflicts. Affected communities could hold joint meetings to discuss the issue and to present each community's perspective and concerns.

Option 2: Negotiation Techniques

If parties cannot reach consensus through discussion and debate it may be necessary to utilize facilitation or mediation techniques involving the use of a neutral third-party as a facilitator or mediator.

- **Facilitation** – A conflict resolution method which involves use of a neutral third party to act as a facilitator in discussions between disputants. The facilitator's role is normally limited to providing a forum for the parties to interact directly, including the enforcement of very basic rules of communication during discussions and negotiations.

- **Mediation** – A form of a conflict resolution in which the parties bring their dispute to a neutral third party, who helps them agree on a settlement.

Option 3: Litigation

If discussion and negotiation techniques fail to achieve a resolution to the dispute, the process will move to litigation. This process involves the use of the court system to resolve disputes. While many cases are settled in pre-trial proceedings, this alternative can be very time-consuming and expensive for all parties involved.

IMPLEMENTATION TOOLS

Cooperative Planning

Sharing Plans with Other Jurisdictions

Under Wisconsin’s Comprehensive Planning Law, communities are required to submit their plans to adjoining jurisdictions, Wisconsin Land Council, local Regional Planning Commission and local libraries. Counties are also required to provide copies of the county plan to each jurisdiction in the county. Municipalities should also consider sharing their plans with other jurisdictions affecting their community. For example communities with state parks or state forestlands should consider sending copies of their plans to the local management offices.

Meeting with Adjoining Jurisdictions

Meeting with adjoining jurisdictions allows for sharing of information and fosters the development of positive intergovernmental relationships. Communities which have opened a dialog are much more likely to recognize and understand each other’s concerns and issues. Communication between municipalities may also help reduce, or even eliminate future intergovernmental conflict.

COOPERATING WITH SERVICES

Trading Services

Municipalities can agree to cooperatively exchange services, equipment or labor. Some towns in Douglas County already exchange services such as snowplowing and road maintenance on an informal basis.

Renting Equipment from Neighboring Communities

Communities could potentially save money by renting equipment to, or from, neighboring communities and other governmental units. Renting equipment can make sense for both communities - the community renting gets the use of the equipment without having to buy it, and the community renting out earns income from the equipment rather than having it sit idle.

Contracting

Municipalities could contract with another community or jurisdiction to provide a service. For example, a town could contract with an adjacent city or village for fire or police protection services. Some communities in Douglas County currently do contract with other municipalities for emergency services.

Sharing of Municipal Staff

Local governmental units could agree to share staff, including municipal employees and independently contracted professionals. Pooling resources to hire contracted staff, such as assessors, may result in lower costs for each municipality. Some staff sharing is currently occurring between governmental units in Douglas County.

Consolidation of Services

Governmental units could agree to the consolidation of services or functions directly related to delivery of governmental services. Consolidating services is frequently done to provide fire protection service. The City of Superior could also consider the consolidation of services with adjacent counties through intergovernmental agreements. County-to-county consolidation could involve services such as road maintenance, social services, emergency services or other areas that overlap boundaries. The consolidation of services allows for an economy of scale which may make a particular service affordable when it might otherwise have been unaffordable or inefficient.

Joint Use of Facilities

Communities could share the use of municipal facilities including municipal buildings, garages and other maintenance facilities, libraries, parks and recycling facilities. The facilities could be jointly owned or one municipality could rent from the other. The City of Superior is currently sharing use of municipal facilities with Douglas County. Local examples of facility sharing include a joint recycling facility operated by the Village and Town of Solon Springs and a joint waste transfer station operated by the Towns of Gordon and Wascott.

Creating a Special Purpose District

Special purpose districts (SPDs) are political subdivisions created to provide a particular service or solve a specific issue. Like municipalities, special purpose districts are separate and legally independent entities, and have their own governing bodies, boundaries, ordinances, and revenue generating authority. Examples of special purpose districts include sanitary districts, lake districts, and drainage districts. SPDs may be most effective in addressing multi-jurisdictional issues which may

be addressed most effectively by a body whose regional focus is broader than that of individual units of government. Examples of the kinds of services SPD's could provide sewer and water, transportation, utilities, stormwater management, lake protection, solid waste, recycling and energy. In Douglas County, existing special purpose districts include,

- Maple School District
- Solon Springs School District
- Superior School District
- Wisconsin Indianhead Technical College District
- Lake Minnesuing Sanitary District
- Brule Sanitary District #1
- Gordon Sanitary District #1
- Lake Minnesuing Sanitary District
- Amnicon-Dowling Lake Management and Rehab Dist
- Parkland Sanitary District #1
- Upper St. Croix Lake Sanitary District
- Manitou Falls Sanitary District

Joint Purchase of Supplies and Equipment

Municipalities could agree with other jurisdictions to jointly purchase equipment and supplies. This may be of particular benefit to the towns whose major annual expenditures are for road maintenance. One disadvantage to joint purchasing is that equipment is shared and may not be available when needed.

Cooperating with Regulations

Different jurisdictions create and administer laws and regulations. Counties and local units of government have ordinances while the state has administrative rules. Regulations may vary from community to community and the requirements within one community may directly impact neighboring communities. Because rules and regulations play an important role in successful implementation of the comprehensive plan, it is essential that communities cooperate to ensure consistency. Examples of rules and ordinances which require

intergovernmental cooperation include:

- General zoning ordinances
- Land division ordinances
- Building permits
- Municipal violations such as speeding, parking, and stray animals
- Lake management ordinances
- Official maps
- Certified survey maps
- Impact fees
- Non-metallic mining ordinances
- Shoreland, wetland, and floodplain ordinances
- Airport zoning ordinances
- Agricultural preservation ordinances
- Erosion control and construction site ordinances
- Sanitary sewer/private septic system ordinances
- Drainage district rules
- Stormwater management ordinances

Zoning

The City of Superior is responsible for the administration and enforcement of the general zoning ordinance within the municipal boundary. In Wisconsin, villages and cities also have extraterritorial zoning authority⁴ which allows them to develop zoning for extraterritorial areas. In Douglas County, the extraterritorial area for the villages extends 1 ½ miles from the village's corporate limits. The City of Superior's extraterritorial area extends for 3 miles beyond the city's corporate limits. In recent history, the City has not utilized these powers, which shows a cooperative spirit with its surrounding jurisdictions.

It is important that communities which exercise general zoning authority coordinate zoning activities with those of neighboring jurisdictions to ensure compatibility of uses, especially along municipal boundaries. Mechanisms to ensure consistency include providing notices and

review of proposed zoning actions and holding joint meetings as previously discussed in this chapter. By exchanging zoning and development proposals and offering an opportunity for neighboring jurisdictions to review and to provide comments, potential incompatibilities can be avoided.

Subdivision Ordinances

The City of Superior is responsible for administration and enforcement of subdivision ordinances within the municipal boundary. Like general zoning, many different jurisdictions may be involved in the land division process. However, unlike general zoning, the rules and regulations of several jurisdictions may apply to the same parcel of land. For example, a proposed project in a rural area could be subject to a countywide land division ordinance and the local town land division ordinance. If the proposal was located within the extraterritorial area of a city or village, those jurisdictions could also exercise their statutory extraterritorial plat review authority. In this case, the most restrictive requirements would apply to the proposed land division.

The city could also enter into intergovernmental agreements with neighboring jurisdictions with extraterritorial plat review authority. Such agreements could call for the waiver of review authority on behalf of the city in exchange for something else.

⁴ 62.23(7a), Wis. Statutes

Table 7.3: Jurisdictions Having Authority to Approve Subdivision Plats

Review Authority	City Council or Village Board	Town Board	County Planning or Zoning Agency	Wisconsin Department of Administration	Wisconsin Department of Transportation	Wisconsin Department of Commerce
Plat Location						
City or Village	X		X	X	X**	X***
Town		X	X	X	X**	X***
Town within an Extraterritorial Plat Approval Jurisdiction	X	X	X	X	X**	X***

Source: *A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan*, Wisconsin Department of Administration

**-if plat abuts a State Trunk Highway, Interstate Highway or connecting highway.

***- if plat is served with private septic systems. Currently, the WI Dept. of Commerce delegates review authority to the County.

OFFICIAL MAPPING

Official maps map are adopted by ordinance or resolution and depict existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways and public transit facilities. An official map reserves lands for future public uses. Cities, villages and towns which have adopted village powers have the authority to develop an official map. Official maps ensure that future land use decisions will remain compliant with the comprehensive plan. County official mapping powers are limited to highway-width maps showing the location and width of existing or planned roads.

Official mapping is one of the tools available to implement the comprehensive plan. Because official maps of several jurisdictions may apply to the same area, is important that communities and the county coordinate on future map development. The City of Superior currently does not meet the criteria of an official map as defined above. It will be a goal to develop an official map for the City.

Cooperating with Boundaries

Annexation

Cities and villages have the power to annex lands within their extraterritorial boundaries. The power to extend municipal boundaries into adjacent unincorporated land allows a community to control development on its periphery, therefore, minimizing land use conflicts. As an alternative to annexation, an unincorporated area may incorporate as a city or village, provided the unincorporated area meets certain statutory criteria.

As discussed previously in this chapter, annexation is often a catalyst for intergovernmental disputes. Because cities and villages cannot initiate annexation proceedings, they can be a planning challenge. Cities and villages should work cooperatively with adjoining towns to identify potential growth areas within the extraterritorial area. These communities could also work collaboratively to identify mutually-agreeable annexation standards that must be met before an annexation is approved. Annexation standards

should be formalized through an intergovernmental agreement between jurisdictions.

Detachment

Detachment is the process by which territory is detached from one jurisdiction and transferred to another. Detachment may involve the transfer of lands between cities and villages or between cities/villages and unincorporated towns. While rarely used, detachment can be used to resolve boundary disputes, reconfiguration of irregular municipal boundaries to improve service distribution or as a tool to implement a land exchange between communities. The land exchange option could apply to situations where a city or village is allowed to expand into a town through annexation in exchange for other city or village

lands being transferred to the town through detachment.

Consolidation

Consolidation is the process by which a town, village, or city joins together with another town, village, or city to form one jurisdiction. Consolidation requires that communities be contiguous and each community must pass an ordinance describing the terms of the consolidation. The electorate from each community must also vote to approve the consolidation. If a town is consolidating with a city or village, approval by the circuit court and by Municipal Boundary Review (MBR) office is also required.

Table 7.4: Distinguishing between Intergovernmental Agreement Types

	General Agreements	Stipulations and Orders	Revenue Sharing Agreements	Cooperative Boundary Agreements
Used for	Services	Boundaries	Revenue sharing	Boundaries, services, revenue sharing
Binding with boundaries?	No	Yes, as long as any party is willing to seek enforcement of the agreement.	Yes, period fixed by participants (10 year minimum)	Yes, period fixed by participants (10 years or longer with MBR approval)
Notice required?	No	Yes	Yes	Yes
Public Hearing Required?	No	No	Yes	Yes
Referendum?	No	Binding referendum possible	Advisory referendum possible	Advisory referendum possible
Who Decides?	Participating municipalities	Municipalities involved in lawsuit, judge, area residents	Participating municipalities	Participating municipalities, MBR
Who Reviews or Comments?	Participating municipalities	Municipalities involved in lawsuit, judge, area residents	Participating municipalities, residents	Participating municipalities, MBR, area jurisdictions, state agencies, RPC, County, Residents

Source: A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan, Wisconsin Department of Administration

INTERGOVERNMENTAL AGREEMENTS

Intergovernmental agreements are the most common type of formal agreements between governmental units. Intergovernmental agreements can be used in many different situations including the sharing of public services such as police or fire services, revenue sharing, establishing boundaries, and land use within boundary areas.

There are four types of intergovernmental agreements; general agreements, stipulations and orders, revenue sharing agreements and cooperative boundary agreements.

General agreements⁵ involve a contract between governmental units to establish boundaries or other shared services. Boundaries are set and the parties either commit to maintain them or to allow growth to some ultimate boundary. General agreements may also contain provisions for revenue sharing.

Stipulations and Orders⁶ allow adjacent governmental units to resolve boundary disputes. Under the statutes, litigants are provided an opportunity to settle their lawsuit by entering into a written Stipulation and Order that is subject to approval by a judge. Residents can petition to have a binding referendum to vote to approve or reject the stipulation order.

Revenue Sharing Agreements⁷ allow adjacent municipalities to share taxes and fees.

Cooperative Boundary Agreements⁸ are the most comprehensive formal boundary agreements. These agreements are typically used to resolve boundary, service and land use issues between adjoining units of government. There is a detailed and multi-layered process for implementation, which includes the preparation of a cooperative plan that clearly describes the public services, facilities, and infrastructure that will be provided, the layout of neighborhoods, the boundary changes agreed to, conditions, and the duration of the agreement (at least 10 years). Cooperative Boundary Agreements also require a public hearing and approval by the Wisconsin Department of Administration (Municipal Boundary Review).

⁵ 66.0301 Wisconsin Statutes

⁶ 66.0225 Wisconsin Statutes

⁷ 66.0305 Wisconsin Statutes

⁸ 66.0307 Wisconsin Statutes

INTRODUCTION

According to Chapter 66.1001(2)(h) Wisconsin Statutes, a Land Use Element of a comprehensive plan contains a compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, and industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in [par. \(a\)](#), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in [par. \(d\)](#), will be provided in the future, consistent with the timetable described in [par. \(d\)](#), and the general location of future land uses by net density or other classifications.

LAND USE CONTROLS

The purpose of this section of the Comprehensive Plan is to:

- Analyze land use official controls as a tool to implement the Comprehensive Plan (Zoning Ordinance, Subdivision Regulations, and Historic Preservation Ordinance) with a list of suggested changes;

- Outline the Zoning Ordinance and identify the categories of Land Use by district needed to implement the plan;
- Outline the Subdivision Regulations and identify changes;
- Suggest land use means of preserving existing housing and buildings; and
- Suggest incentives to increase the supply of middle and higher income housing,

Land Use

Analysis of Official Controls:

The State of Wisconsin has provided the City of Superior with the authority to plan and control land use and public improvements by a variety of means. These means are termed official controls. They consist of the following:

- Referrals to the Plan Commission: The City Council, School Board, County Board, and the State are required to refer public improvements in the City to the Plan Commission for its consideration and recommendation before the particular public body takes final action on any of the following matters:
- Location and architectural design of any public building;
- Location of any statue or other memorial;
- Location, acceptance, extension, alteration, vacation, abandonment, change of use, sale, acquisition or lease of any land for street, alley, other public way, park, playground, airport, parking lot, memorial or public grounds or privately owned utility;
- All plats in the City or territory within the City platting jurisdiction, which is a three-mile radius beyond the City limits;
- Location, character, extent, acquisition, leasing or sale of lands for public housing or semi-public housing, slum clearance, congestion relief, or youth camps; and
- Any Official Map.

In its review and report capacity, the Plan Commission should determine if the referred item conforms to the City's Comprehensive Plan. If the item does conform to the City's Comprehensive Plan, the Plan Commission should report directly to the referring jurisdiction that is the School Board, City Council, County Board or State, that the proposal does conform to the Comprehensive Plan. If the proposal does not conform to the City's Comprehensive Plan, the Plan Commission should report that fact and suggest changes to the proposal so it conforms to the Comprehensive Plan.

- **Official Map:** This is a map which shows existing and planned streets, highways, street and highway closures, historic districts, parkways, parks and playgrounds, waterways, transit facilities and railroads. Once the Official Map is adopted, building permits in the location of streets, waterways, highways, parkways and transit facilities cannot be issued. This provision of the State Statutes protects the public from having to purchase land after a building has been constructed rather than before a building is constructed on a proposed right-of-way. The Official Map should be prepared to conform to the City's Comprehensive Plan.
- **Zoning:** The State enabling statute allows the City to segregate land use into districts or zones and to establish minimum bulk, height, and density standards for each zone. The statute calls for uniform regulations and provides for Planned Development with its own standards. Zoning is a tool to implement the Comprehensive Plan. The Zoning Ordinance must conform to the Comprehensive Plan and the Plan should be used to interpret the Zoning Ordinance.
- **Subdivision Regulations:** Land in the City and within three miles of the City cannot be divided into lots without dividing the property by either platting, if five or more lots or by Certified Survey Map if four lots or less. The City's subdivision regulations and the state enabling legislation provide that the City approve both preliminary and final plat of lots. The subdivision regulations allow the City to control the size, design and placement of street easements, park areas, storm sewers and the like. In addition, there are both state and federal requirements for the City to manage water quality by controlling subdivision and the development of property. Like zoning, the Subdivision Regulations are a tool to implement the Comprehensive Plan. The Regulations should conform to the Plan.
- **Historic Preservation Ordinance:** This ordinance requires that any building which is to be demolished be reviewed by the City's Historic Preservation Committee and that the Committee responds to the property owner as to the historic nature of the building. Although the Committee cannot prevent a historic building from being demolished or altered, it can try to persuade the property owner to save the building. The Historic Preservation Committee should review proposals by using the Historic Preservation Section of the Comprehensive Plan.
- **Capital Improvement Program:** This is both an official control and a financial planning tool. The Capital Improvement Program is a three-year schedule of City improvements. The program is formulated by the various departments and coordinated by the Finance Director. As an official control, it is referred to the Plan Commission as required by State Statutes. The Plan Commission should review the Capital Improvement Program relative to the Comprehensive Plan and make a recommendation to the Council before the Council adopts the Capital Improvement Program. Because of its capacity as "keeper of the Comprehensive Plan," the Plan Commission can also make suggestions to

the City staff for capital improvements, which will implement the Comprehensive Plan.

- **City Budget:** Although not an official control, the City budget and budget process can be used to implement the Comprehensive Plan and to keep it updated. As part of the budget process the Comprehensive Plan should be updated with:
 - A report from the departments on the part of the plan implemented during the previous year,
 - Suggested changes to the plan,
 - How the budget request will be used to implement the plan and
 - How the budget request conforms to the Comprehensive Plan

Adding the plan to the budget process will keep the plan updated, make it a useful policy tool, and insure that the community vision is a driving force in City operations and improvements

Existing processing and activities associated with some official controls

There are different procedures to amend zoning, create a plat, obtain a Special Use Permit, or request a variance. These different procedures are as follows:

- **Zoning Amendments:** An application for rezoning is sent to the City Council by the City planning staff. The City Council refers the application to the City Plan Commission. The Commission makes a recommendation to the City Council, which sets a date for a public hearing. The City planning staff notifies property owners within 200 feet of the proposed rezoning and publishes a notification in the official newspaper. The City Council holds a public hearing on the application for a rezoning at a subsequent meeting. After the public hearing the Council may adopt the Zoning Ordinance

amendment by a simple majority vote; unless:

- 1) 20% of the property owners in the proposed amendment area or adjacent to the proposed amendment area protest the rezoning in which case a 3/4 vote of the City Council is required or
- 2) In an airport affected area, if a protest by the airport operator is received the rezoning requires a vote of the Council. The entire process may take from 8to 10 weeks or more.

- **Special Use Permits:** An application for Special Use Permit is taken by the City planning staff and referred to the Plan Commission by the City Council for a public meeting. The City planning staff places a notice of the public meeting in the newspaper and notifies property owners within 200 feet of the proposed special use. The Plan Commission then holds the public meeting and makes a recommendation to the City Council, which without public hearing and by Resolution may approve the Special Use Permit. Unless otherwise indicated in the Zoning Ordinance, the listed special uses are allowed in any district. The process takes 4 to 6 weeks or more.

- **Appeals and Variances:** The Public Works Department Building Division staff takes the application. The Building Department then gives Public Notice and requests a recommendation from the Planning Department. Although not required by statute, parties of interest are notified. The Board hears the request for a variance or appeal and within sixty days notifies the applicant of its decision. The process takes from 3to 4 weeks.

- **Subdivisions:** Prior to filing the preliminary plat, the applicant consults with the Planning Department staff. The preliminary

plat is filed with the City Clerk who is required to notify certain state agencies having jurisdiction over the land to be platted. Within forty days, the Plan Commission acts on the preliminary plat. Approval by the Commission can result in perfunctory approval of the final plat as long as the final plat is in conformance with the preliminary plat and any conditions of approval of the preliminary plat have been satisfied. The final plat is referred to the Plan Commission for recommendation to the City Council. Unless otherwise extended, the Council must act on the final plat within sixty days of the submittal of a complete application.

Superior Official controls suggested changes

Plan Commission referrals:

1)The Plan Commission should inform all City departments, Housing Authority, Redevelopment Authority, Business Improvement District, Douglas County, adjacent Towns and the School District of their responsibility to refer the following to the Plan Commission and the Plan Commission's statutory responsibility to review the following types of public improvements:

- Location and architectural design of any public building
- Location of any statue or other memorial
- Location, acceptance, extension, alteration, vacation, abandonment, change of use, sale, acquisition of land or lease of any land for street, alley, or other public way, park, playground, airport, area for parking vehicles, or other memorial or public grounds

- Location, extension, abandonment or authorization for any public or privately owned utility
- All plats of land within the City or over territory which the City is given platting jurisdiction
- Location, character and extent or acquisition, leasing or sale of lands for public housing of semi public housing, slum clearance, relief congestion, or vacation camps for children

- Official Map(s)

2) The commission should adopt rules for reviewing referrals including but not limited to the following:

- Information required to accompany each referral including information of how the proposal conforms to the City's adopted Comprehensive Plan.
- Once received, the Commission should send the referral to City departments asking them to review the referral as to conformity to the Comprehensive Plan.
- The Commission's report should be made to the City Council or other public body within thirty days.

Official Map

An official map should be prepared showing streets, highways, public building locations, proposed and existing school sites and proposed and existing parks. This map should conform to the Comprehensive Plan and should be transmitted to Metropolitan Interstate Committee, County, surrounding communities, and state agencies as the official map of the City.

Zoning Ordinance

The following are suggested changes in the existing Zoning Ordinance:

- Computerization of the Code to make it more user-friendly

- Purpose should be amended to identify how the ordinance relates to the enabling legislation and to the Comprehensive Plan

- The definition section should be amended to at least include:

- Airport
- Agriculture
- Accessory use or structure
- Alley
- Architectural design
- Building line
- Comprehensive Plan
- Community Water and Sewer systems
- Extraction
- Floor Area
- Junk Yard
- Lot area
- Lot depth
- Lot line
- Mobile Home Park
- Mobile Home
- Planned Development
- Recreation
- Variance
- Zoning amendment
- Zoning District

- The Zoning Districts should be amended to include the following zoning districts or to provide performance standards for that type, density and intensity of development and land use within those areas so designated in the Comprehensive Plan:

- Suburban
- R1 single family detached
- R2 Two to three family attached
- R3 Low density multi family
- R4 High density multi family
- CI Neighborhood Commercial

- C2 Highway Commercial
- C3 Regional Shopping Center
- C4 Central Business District
- C5 Tourist Commercial
- MI Light Manufacturing
- M2 Business Park
- M3 Heavy Manufacturing
- WI Water Front Harbor
- W2 Water Front River

- Overlay Zoning Districts should include:

- PD Planned Development
- SLP Shore Land Protection
- FP Flood Plain
- Historic preservation
- Landfill

General Comments:

Outdoor advertising signs and most other signs should only be allowed in commercial and industrial districts and should be limited to specific performance standards which relate to height, design, size, lighting, landscaping and location. The City should continue to eliminate outdoor advertising billboards. Height and area requirements need to be strengthened and lot sizes should be adjusted. The lot, parking and bulk requirements should reflect the strategies of the Comprehensive Plan, should relate to the various densities to be achieved in each plan area and the staged growth to be achieved. Off street parking should be simplified and adjusted to meet current parking demands. Off street parking should not be required by individual businesses in the Central Business District (CBD). Parking should be required of aggregate business in the CBD. Strong consideration should be given to additional public ramp parking in the CBD and incentives to encourage businesses to build parking under new multi-story buildings. Transition between commercial and residential districts should be strengthened by the use of performance standards including appropriate buffer areas and landscaping. Transitional uses should be used between commercial, industrial and residential property. The Special Use section of the ordinance should

be eliminated and replaced with a performance section for all uses. If there is a desire to maintain a special use section, then special uses should only be allowed on rare occasions. Likewise, special uses should not be allowed in all Zoning Districts. Where special uses are allowed they should be approved by Ordinance rather than by Resolution. The special use process should be the same as a Zoning District change process.

District Regulations General Comments:

The Zoning Ordinance is an accumulative Ordinance, which allows uses in one district to be in the next highest district. For example residential uses are allowed in commercial and industrial districts. This approach does not protect business and industrial areas from encroachment by residential use. Residential uses can be sometimes viewed as detrimental to business and industrial areas as business and industrial areas are to residential areas. The use section should be individually restrictive by district. Mixed use should only be allowed in planned unit developments, overlay districts, neighborhood commercial areas and in the Central Business District. In the CBD, mixed use must be such that it is supportive of the primary use, which is retail. Planned unit developments should be overlays and should reflect the primary use of the principle zoning district. One of the identified issues in the Comprehensive Plan was the lack of clear, stable land use districts. An encroachment into neighborhoods has been common in the past and was voiced as a primary issue with many of the planning process participants. For this reason, mixed uses should be used with caution. Accessory uses and special uses, if any, should be added to this section. A use table should be used rather than pages of listings. This will facilitate administration, be more understandable and facilitate usability. Performance standards for all uses should be in a performance standard section; this would improve the readability.

A New Zoning Ordinance would have the following changes to implement the Comprehensive Plan:

Zoning to reduce public costs by staged growth:

- Staged growth is one of the elements of the Comprehensive Plan. The Comprehensive Plan strategizes that:

- Growth will be staged based on the availability of infrastructure;

- Those areas with available sewer capacity will be developed before new sewer is extended to new areas; and

- Growth in Superior is prioritized into six staged growth areas.

- Staged Growth is defined as a means to influence the rate, amount, type and quality of growth. In the case of Superior, it is not the intent to limit the quantity of growth but to direct that growth into staged areas for more cost-effective delivery of public facilities and public services. This is accomplished in implementation by:

- Assigning density and intensity of land uses within each staged growth area to maximize the use of existing infrastructure.

- Requiring new subdivisions to pay the entire cost of public utilities including the pro rata collector system.

- Providing for the concept of "premature subdivision" where sewer and water are not now available and not allowing the subdivision of land until sewer becomes available.

- Requiring IS to 20 acre lots in areas that do not have sewer capacity. Minimum lot sizes should include wetlands. A "ghost plat" should be

prepared with each building permit in staged growth area 6. This growth area is one where sewer and water are not available at this time but could be available within the next twenty years. The "ghost plat" will ensure that the property can be subdivided when sewer and water are available.

- Limit growth by the number of building permits in areas, which have sewer but which do not have sewer capacity. So in areas where the sewer capacity is at its maximum, limit the number of building permits until the areas that have sewer capacity are filled, while at the same time plan infrastructure improvements to increase future capacity in these areas, which have maximized their sewer use, based on existing sewer systems.
- To control public costs, land uses and density should vary between growth areas as follows:
 - Growth Area 6 should have large lot holding zones where large lot single-family, timber agriculture, park and landfill uses are allowed. These areas are not expected to develop within the planning period. But single-family homes should be arranged on the lots so that when it does develop it will be cost effective to extend sanitary sewer and water. This same concept should apply to the City's extraterritorial area.
 - Growth Areas 4 and 5. These areas have sanitary sewer but do not have wet sanitary sewer capacity only dry capacity. In these areas, density should be low and building permits restricted until areas with capacity are fully developed.
 - Growth Areas 3. Growth should be allowed in this area and the wet

capacity issues should be resolved by infrastructure improvements.

- Growth Areas 1 and 2. Growth should occur in these areas with only controlling the use of land and density of use. Zoning is only one tool to implement the Comprehensive Plan. Equally important is the Capital Improvement Program, which details the location of new sewer and roads and the improvements to existing sewers and roads. The City departments should be charged with the responsibility to ensure that the Capital Improvements Program conforms to the Comprehensive Plan in that the location and size of infrastructure has more to do with growth management and planning than zoning. As indicated earlier, capital improvements need to be reviewed by the Plan Commission.

Zoning to protect environmentally sensitive areas:

The Comprehensive Plan provides for the protection of wetlands, steep slopes, floodplains, lake and harbor shore lands, certain natural areas, Wisconsin Point and the Municipal Forest. Of course, the most obvious way to protect these areas is to purchase them. This is the case with the planned expansion of the Municipal Forest and the preservation of Wisconsin Point. However, there is not enough public money to purchase the acres of environmentally sensitive land and it is not always in the public interest to purchase these lands in any case. Generally, in office and housing areas, environmental sensitive areas can actually add to the value of the office or home. The problem arises from the economic desire to intensify the use of the land. So, if property owners could make the most of their land economically and still protect the environmental sensitive areas the actual value would increase. We can accomplish this by

density zoning and conservation design for subdivisions.

The Zoning Ordinance should be amended to protect these areas by the following methods:

- The State encourages flood plain, wetland and shoreline zoning. The Department of Natural Resources has prepared a model flood plain and shoreline wetland Zoning Ordinance which with some modification will work well to protect most environmentally sensitive areas.
- Although there are not many steep slopes in the community, limited protection of the few steep slopes is one of the Comprehensive Plan strategies. Slope protection using zoning and subdivision regulations relates to maintaining vegetation cover on most slopes for aesthetic reasons, stabilizing slopes from erosion and protecting the higher bluff type areas to maintain value. A technique generally used to protect slopes is to require slopes greater than 12 % in a 100 foot section to be avoided during development and all disturbed slopes to be stabilized with erosion control methods.
- Another means of environmental protection is density or intensity zoning. This process involves a method of not only requiring a specified land area but also a density bonus for environmental protection. The procedure is known as land use intensity and the use of performance standards in zoning. Rather than relying strictly on fixed standards, performance zoning allows flexibility depending on the site and how the use on the site is designed. The performance standards deal with land use intensity, site variables, design variables, and public facilities.

Zoning as a means to enhance neighborhoods:

Superior is a city of neighborhoods. The Comprehensive Plan recognizes this and suggests several strategies to enhance neighborhoods. Zoning is one tool the City can use to enhance neighborhoods. Clearly, the adopted plan provides that there should be a clear separation of non-compatible land uses. Likewise, where there are different land uses that abut each other, both transitional land uses and buffer areas should be employed to be certain that conflicting uses do not negatively affect each other. The other important part of neighborhood zoning is maintaining character. Character zoning can be used to help enhance the existing character.

The Zoning Ordinance should be amended to enhance neighborhoods as follows:

- The existing Zoning Ordinance does not provide for substantial buffers between land uses. This should be changed to provide that any use, which adjoins conflicting use, requires buffering.
- Each of the Superior neighborhoods has unique characteristics that are at risk. The Zoning Ordinance does not recognize Superior's unique neighborhoods. The new Ordinance should respond to the uniqueness of the individual neighborhoods. For example, the East End and the South End commercial areas are at risk because of the inability to expand. The North End, the City's most vulnerable neighborhood, contains incompatible mixes of land use. The area around the Municipal Forest is vulnerable because of the residential development standards.
- The special uses section of the Zoning Ordinance which allows special uses in certain districts without specified conditions by Resolution rather than by Ordinance, not only leaves the City vulnerable to court challenges, but takes away special protections that zoning provides to the neighborhoods.

- Because neighborhood protection is so critical to the prosperity of the community, certain rezonings should involve greater public participation and input when the special use varies significantly with the allowed uses in the respective and adjacent Zoning Districts.

Special Area Zoning to protect business and encourage economic development:

• **Industrial Areas**

The industrial zoning is not only absolute but actually encourages conflict and economic disintegration of possible healthy industrial development. A good example is Connor's Point where investments are encouraged but the investments are not protected from deterioration. Another example is the transportation industry, which has different requirements than other industrial areas but which are not protected by zoning.

In addition to the Ordinance discouraging investments in the industrial areas, the Ordinance does not recognize the different types of industrial potential existing in Superior and the need to segregate these areas for modern business development. Superior should be divided into four different types of industrial zones and the industrial expansion, renovation and enlargement should be specific to these different zones. These areas are:

- Port activities should encourage the rebuilding of a bulk handling port, and the protection of this land from just north of the Bong Bridge to the sewer treatment plant. Likewise the taconite handling area should be protected from non-compatible encroachments. An area near the airport should be zoned to encourage a high-tech transportation research park. Zoning should encourage the development of research facilities and provide incentives for the facilities.

- Open industrial land uses should be encouraged by zoning in South Superior and in the area on Hill Ave. south of 28th Street.

- Refining activity should be encourage and promoted in East Superior.

- A general development business park should be encouraged in the Interstate Business Park and Connor's Point Industrial Park.

• **Specialized Commercial Areas**

The Comprehensive Plan indicates that there should be four different commercial areas in Superior. Zoning should be different for each of these areas to promote the function and improve the image. These areas are:

Central Business District

The current Central Business District zone is not restrictive enough in terms of the allowed uses, but is too restrictive or inappropriate in terms of the performance standards. For example, the parking requirements in the Central Business District are more oriented to suburban development. There is a lack of pedestrian amenity requirements and there are not incentives to create synergy or to intensify land uses. Likewise, the Zoning Ordinance does not encourage the preservation or expansion of the historic theme of the district.

Auto-Oriented Ogden Ave

There is a concentration of auto-oriented uses on Ogden Avenue. The Comprehensive Plan identifies the economic reason for maintaining and enhancing this synergistic area. The Zoning Ordinance ignores the uniqueness and encourages an abandonment of this area to more open areas on south Tower Avenue as "the auto center." The Ordinance should be amended to enhance this area as the auto center of the Twin Ports.

Harbor Commercial Area

The area from the public land to the Nemadji River should be designated as a tourist commercial area and should be developed with hotels, restaurants, specialty shops, and marinas. Present zoning promotes this area as strip commercial not unlike strip highway commercial in most sprawling suburbs. If this continues to occur the opportunity of a unique tourist attraction will be lost to the gas station, the car wash and the common fast food strip development. The new Zoning Ordinance needs to promote and require high theme type of development standards in this critical area. Development should only occur if it meets high design standards and promotes the use theme in this area. The Zoning Ordinance is one tool to encourage private innovation and high quality. Likewise the intrusion of industrial uses in this area reduces the probability of capturing this unique resource. The Ordinance should encourage industrial expansion in the industrial area rather than in this area.

Neighborhood Commercial Areas

One of the unique characteristics about Superior is the survival of the neighborhood commercial areas. But as discussed above, these neighborhood commercial areas do not have room to grow. Without the land to grow as neighborhood centers, the areas will eventually deteriorate and cause blight in the neighborhoods, resulting in negative effect on the entire character of Superior. The Zoning Ordinance should recognize these neighborhood commercial areas, protect, and expand the possibilities for neighborhood business to interface strategically with residences and to grow in the neighborhood center.

Housing and Zoning

Most of Superior's residential neighborhoods are exclusive use areas with property value and neighborhood protection paramount in the Zoning Ordinance. However, because Superior is an older community, mixed uses exist in several neighborhoods and are promoted inappropriately in other neighborhoods. Where

mixed residential uses exist, their character can be strengthened through zoning and the use of other tools. Where the mixed use doesn't exist today, exclusive use should be promoted to protect neighborhood investment and the character of the neighborhood. The R3 zoning district is the most notorious zone for inappropriate mixed uses. Also, the liberal use of the Special Use Permit creates inappropriate mixed use. The Ordinance needs to be tightened up and require specific standards to enhance the mixed-use nature and the strengths from the old areas, and to create more exclusive areas by restricting mixed uses in certain areas of the community. The older lots in the older part of the City should be recognized as buildable and bulk standards should be developed to allow attractive development.

Historic Preservation

There are a large number of historically eligible buildings in Superior. The Comprehensive Plan identifies these buildings and suggests that one means of preserving them and enriching the character of the community by their preservation is to create overlay-zoning districts on these sites. Most of the buildings are in residential zoning districts. The development standards in such an historic overlay district would include such items as restoration of the building to its historic character, easements on the facades to the State Historical Society so that once rezoned to the overlay district the historic character and neighborhood character are not negatively affected. The uses if other than residential are limited to residentially compatible uses and the character of the neighborhood is enhanced by the use rather than diminished.

Subdivision Regulations

The existing regulations provide for the process of subdivision approval and design standards for various public improvements. In addition, Wisconsin Statute 236 provides detail on final platting and staking.

General comments on changes needed in the Subdivision Regulations include:

- The information required needs to be expanded to include the requirements of Federal and State law. This relates to water quality management (storm runoff), wetland protection and erosion control.
- A preliminary utility plan showing how the subdivision would be serviced with sewer, water and storm sewer should be required in new subdivisions.
- Except in very limited areas, public sewer and water should be required to subdivide land or construct a building.
- Street design with vertical and horizontal curves, street widths and cross sections should be required.
- The conflicts between the Subdivision Regulations and the Zoning Ordinance should be eliminated.
- In a separate document there should be a clear delineation of staff, Commission and Council duties and responsibilities.
- A division of land by Certified Survey Map rather than by plat (4 lots or less) should be done administratively by the Planning Department with consultation with Public Works. Land should be divided only once by Certified Survey Map.
- All variances and appeals should be to the Zoning Board of Appeals.
- The Council should approve the preliminary plat upon recommendation of the Plan Commission. If the final plat conforms to the preliminary plat, City staff should approve it without referral to either the Council or the Plan Commission.

- The street design section should be redone to reflect the concept of functional classification system that was adopted as part of the Comprehensive Plan.
- The street design section should be specific for curb radii at intersections.
- Street lighting standards should be added.
- Detailed landscaping standards should be added. These standards should include tree replacement, street trees, trees in buffer areas, and a specific number of onsite new trees.
- A separate roadway design manual should be developed by the Public Works Department and referenced in the Subdivision Regulations.
- Lot standards should be more definitive.
- The "ghost platting" provision should be strengthened and should apply to Certified Survey Maps, and building permits in certain areas as well as plats.

Application Processing

A rather long period is required by Wisconsin Statutes to process land development applications. Several means can be employed to increase the efficiency, reduce error, reduce public confusion and limit the time it takes to process applications. We suggest that the following method be used to process all applications:

- Checklists should be developed for the required information for each application. This information should be available to the public. The City staff should also use these checklists to review each application. All application deadlines, public hearing and meeting requirements should be listed for the entire year in a schedule of meetings so

that the application process is clearly available to the public.

- The Zoning Ordinance and Subdivision Regulations should be simplified, computerized, and put on the City's Internet site to make them easily available to the public.
- Training sessions should be held with builders, real estate professionals and economic development professionals to make them aware of the City's Zoning Ordinance and Subdivision Regulations.

The Planning Department should:

- Take all applications
- Check to see that all required information has been submitted
- Chair the Design Review Committee
- Make all required public notices
- Refer applications to the following as appropriate:
 - Public Works (Engineer, Parks and Recreation, Airport Official, Building Inspector), Health Department, Public Safety, BID, SDCDA, Waterfront Redevelopment Commission, Historic Preservation Commission
 - DNR, WDOT, Coast Guard, Town Board and County Board if outside the city but within the three mile extra territorial jurisdiction, adjoining city if the application land adjoins the community
- Write the report and recommendation from the Design Review Committee
- Prepare Resolutions for adoption. No action of the Plan Commission, Board of Adjustment or City Council should occur without a Resolution or an Ordinance. Each Resolution should make findings as

required by Wisconsin Statutes, Case Law, or the City Ordinance. Make the presentation to the Plan Commission, Board of Adjustment and City Council.

- Write the follow-up letter regarding Council, Board of Adjustment or staff action to the Applicant and to the Design Review Committee.
- Ensure that all required filings occur at Douglas County.
- A Design Review Committee of City staff should meet at a specific time each month to review all applications and to make a joint recommendation, which should be in writing to the Plan Commission, Board of Appeals or City Council.
- Each applicant for rezoning, Special Use Permit, or subdivision plat should meet with residents of the adjacent neighborhood where applicable. This is to receive neighborhood input before the application is reviewed by the Design Review Committee.

Zoning Districts

Lands within the City of Superior are currently zoned according to the ten categories described in **Table 8.1** Each Zoning District has unique dimensional requirements and standards, including minimum lot sizes, minimum lot width, setback requirements, floor area requirements and building height limitations.

Table 8.1: City of Superior Zoning Districts

Zoning District	Intended Uses/Description
"S" Suburban District	District provides for a mix of low-intensity residential, agricultural and commercial uses.
"R-1-A" One-Family District	District provides primarily for single and two-family residential uses
"R-1-B" One-Family District	District provides primarily for single and two-family residential uses
"R-2" Two-Family District	District provides primarily for single and two-family residential uses and townhomes
"R-3" Apartment Residential District	District provides for development of multi-unit dwellings, including apartments .
"R-4" Apartment Residential District	District provides for the same permitted uses as R-3 and includes hotels
"PPD" Planned Development District	To encourage and provide a means for effectuating desirable development, redevelopment, rehabilitation and conservation in the city by allowing for greater flexibility, better utilization of topographical and natural site characteristics, more economical and stable development with variations in siting, land use, and types of dwellings and commercial buildings, thereby promoting the public health, safety and welfare.
"C-1" Commercial District	Provides for uses permitted in the R-4, and includes light retail and service businesses
"C-2" Highway Commercial District	Provides for a variety of commercial and service enterprises which are intended primarily to serve the needs of the general traveling public
"C-3" Shopping Center District	Provided for modern retail shopping, office and service facilities of integrated design in appropriate locations
"C-4" Central Business Commercial District	Provides for a compact and contiguous geographical area where the land is used for a mix of commercial wholesale, retail trade, service and light industries.
"M-1" Manufacturing District-Light	Provides for light industrial uses.
"M-2" Manufacturing District-Heavy	Provides for heavy, more intensive, industrial uses than M-1
"W-1" Waterfront District	Provides for waterfront-associated commercial, industrial, recreational and institutional land uses.

EXISTING LAND USE

Land Use Pattern

This section describes the existing land use pattern within the City of Superior in terms of twelve broad area land use classifications.

Airport- These activities encompass all aspects of air travel and transportation that occur at ground facilities, such as airports, hangars, and similar facilities.

Commercial - Includes all retail services, large shopping centers or multi-tenant shopping centers, marinas, hotels/motels, health care facilities (nursing homes, medical clinics, or medical laboratories) except hospitals, and recreational services that are predominantly privately owned and operated for profit (theaters, bowling alleys, etc.), except golf courses. All buildings and parking lots are also included.

Government- Existing and future municipal government lands and facilities including buildings and open space.

Industrial/Manufacturing – Light and heavy manufacturing and processing, wholesaling, warehousing, and distribution and similar activities.

Institutional – Use of land for public, semi-public or private facilities including health or places of assembly like churches and museums.

Landfill – Moccasin Mike Landfill located in the southeast portion of the City.

Maritime Industrial - Light and heavy manufacturing and processing, wholesaling, warehousing, and distribution and similar activities related to the port of Superior.

Multi-Family Residential- Includes all multiple dwelling units such as duplexes, town homes, townhouses, and apartment complexes.

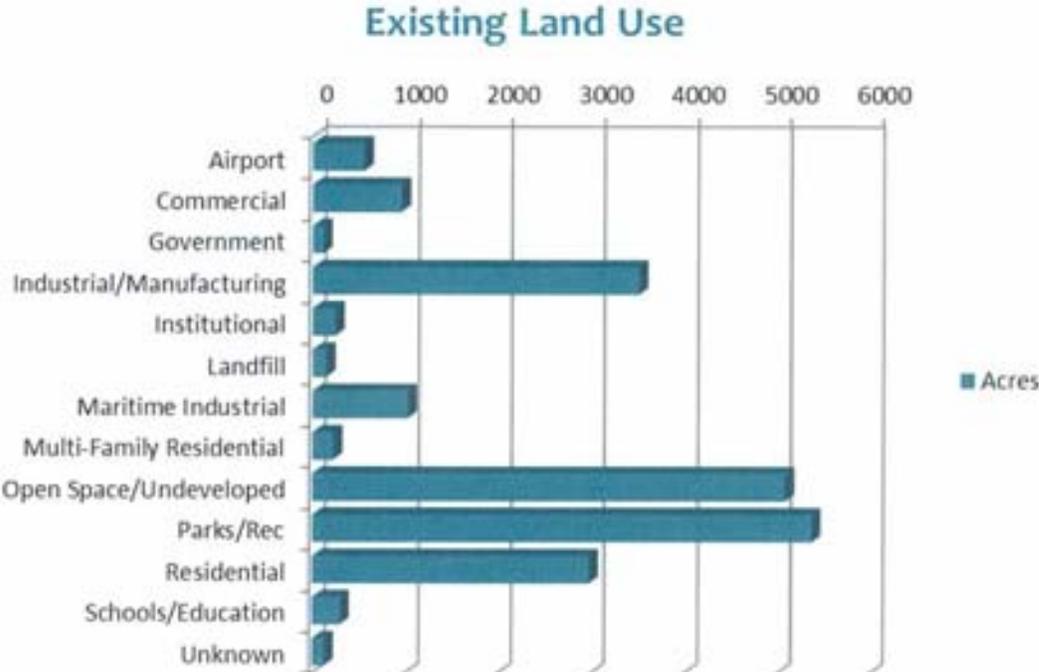
Open Space/Undeveloped – Areas vacant typically owned by a government entity.

Parks and Recreation – Include areas owned by the City of Superior used for recreation. Use land for outdoor sport and recreation facilities including picnic areas, and playgrounds.

Residential – Includes primarily single family home utilized for human habitation.

Schools/Education – Properties occupied by the University of Wisconsin-Superior, Wisconsin Indianhead Technical College, and the School District of Superior.

Figure 8.1: Existing Land Use



LAND SUPPLY

Providing an adequate supply of developable land is critical to accommodate projected growth, promote and sustain economic development and to build strong and prosperous communities. Wisconsin's comprehensive planning legislation (§66.1001) requires that a comprehensive plan contain projections, in 5-year increments, of future residential, agricultural, commercial and industrial land uses. Communities must also allocate sufficient land to accommodate projected future growth. Undeveloped lands and redevelopment lands are subject to a wide array of potential "limiting factors" which may preclude certain land use practices. These factors may limit development options or completely exclude the subject lands from future development. It is important that development constraints be considered throughout the planning process and in the future as development proposals are brought before the Planning Commission. Below is a summary of development factors that have been identified in the planning area.

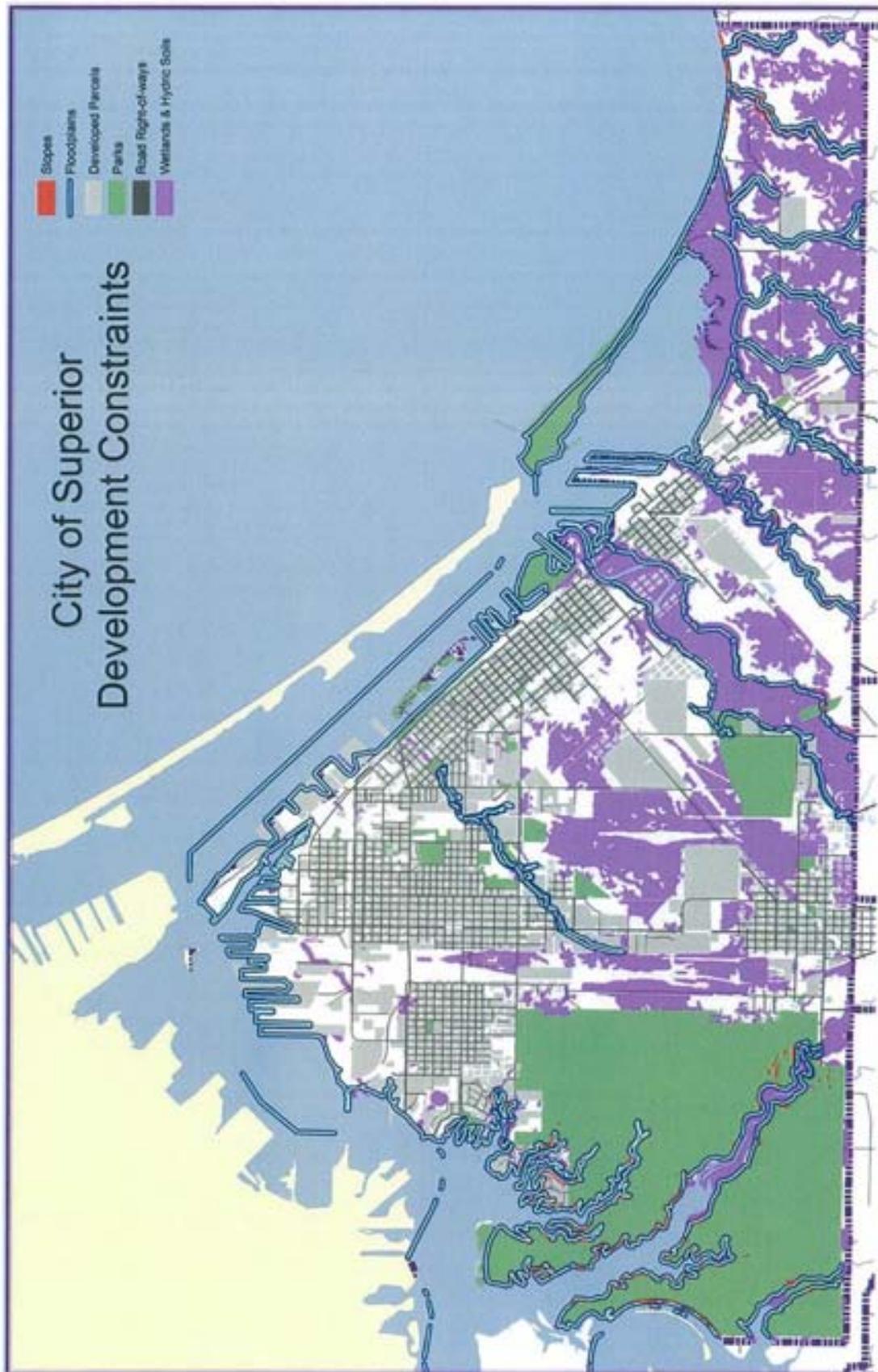
Environmental Factors

Environmental factors must be closely analyzed when considering future use and development. Factors such as natural drainage patterns, steepness of slopes, soil conditions, hydrography and wetlands or the presence of floodplains may severely restrict or prohibit development. The maps contained in the **Natural, Agricultural & Cultural Resources Element** should serve as a general guide to aid the city in broad-area land use planning. While detailed, these maps do not provide sufficient data to make individual site suitability

determinations with regard to environmental factors. Site reconnaissance data and mapping coupled with assessments made by qualified professionals should be used to determine individual suitability.

The rationale for consideration of environmental concerns is two-fold. First, these factors may pose serious risks to health and safety (i.e. home to close to floodplain or failing coastal bluff). By incorporating a "designing with nature" approach to development policies and by avoiding sensitive natural features, risks to health and safety can be minimized. Second, sensitive environmental resources such as wetlands, floodplains and undeveloped forestlands are an important component of the ecological landscape. Ensuring the continued vitality of these resources preserves the natural benefits these resources provide, including clean air and water, flood control, contaminant attenuation and the preservation of groundwater quality and quantity. Protecting sensitive natural features also promotes plant and animal diversity, preserves critical habitat and yields may social and aesthetic benefits to people.

The figure on page X shows various environmental factors which may inhibit growth and reveals an estimate of remaining land in the City of Superior with development potential. The graphic depicts the variables that inhibit or prevent new development from taking place. These areas include public parks, lands already developed, wetlands, existing roads and rights-of-way, steep slopes (greater than 20%) and open water. Floodplains must also be considered constraints to future land development; however, this data is not currently available in a GIS-ready digital format.



City of Superior
Development Constraints

Table 8.2: Development Constraints, City of Superior

Municipality	Constrained (Acres)	Unconstrained (Acres)
City of Superior	14,128	9,362

Source: NWRPC

Two or more barriers to development impact some areas of the City of Superior (i.e. steep slopes within public parks). The principal restricting variable to development is the predominance of wetlands throughout the city.

As is evidenced by the data in **Table 8.2**, over 60 percent of the land base within the city’s municipal boundary may be unavailable for development given present land use and existing environmental barriers. For the purposes of this statistical and spatial analysis, the assumption is made that the identified developable lands are

available, when in fact; many of these properties are not available. The land holders of the areas identified may in fact have no desire to have these lands developed in anyway and are holding them for their use as wildlife habitat, forestry or timber harvest, recreational use, or aesthetic beauty. This further reduces the true percentage of developable land in the county. The remaining “unconstrained” land area of 9,362 acres is more than adequate to accommodate projected future growth.

Existing Development

One of the foundational principals of Wisconsin's comprehensive planning law is the promotion of development "efficiency." This directly translates into siting new development in such a manner as to minimize development costs. Generally, the most cost effective method is to site new growth directly adjacent to existing growth in order to minimize road construction and servicing costs, utility extension costs and to promote an overall more compact and orderly development pattern. Other benefits of compact design include improved walkability, reduced demand for publicly funded greenspace, protection of water quality and wildlife habitat and agricultural, cultural or scenic resources.

Public Utility Access

Public utilities include municipal water systems, wastewater treatment systems, stormwater management systems, and utilities such as natural gas, electrical, telephone, and cable service. In order to promote an efficient and cost-effective growth pattern, new development should be sited in areas where access to public utilities is available. Developed

areas within the City of Superior are generally served by public utilities.

Undeveloped Land**Land prices**

Land prices are dictated by the real estate market, and the laws of supply and demand. Increasing the amount of available development land can press land costs downward, while decreasing the supply of development land can raise prices. Government regulation can impact the overall supply of developable land and, consequently influence land prices.

The market price of land depends upon many factors, which can vary significantly from one location to another. It is often difficult to generalize the market price of property within a large area, such as a county, due to the 'location specific' factors that dictate the price and by the fact that a limited number of properties are on the market at any given time. In September of 2010 undeveloped lots in the City of Superior were listed at an average of \$53,950. The average size of lots on the market was 0.6 acres.

Land Use Conflicts



One of the challenges in land use planning is providing for a harmonious mix of diverse land uses, while avoiding land use conflict. Conflicts between uses arise when use in one area interfere with the uses in another. In some cases, these conflicts may be minor annoyances, but in other situations, land use conflicts can pose threats to health and safety. Examples of common land use conflicts include situations where residential land use directly

abuts areas of agricultural use, or when an industrial area is constructed near residential development. It is often desirable to reduce land use conflicts through the use of "buffer zones", or zones of transition between disharmonious land uses. The buffer concept is widely recognized as an effective tool to reduce the potential for conflict, and is fairly easily implemented through the modification of the local zoning code. The use of this tool is particularly well suited for reducing potential conflict between residential and industrial development. In this situation, a buffer would provide for a mix of light industry and commercial as a transition to residential.

Another type of conflict arises when there is shared planning authority within overlapping jurisdictional boundaries. In the city's case, the potential for this type of conflict is greatest where city and village or town planning areas overlap. Conflicts may arise over issues such as annexation of town lands, development in the agricultural/residential interface, development density or the extension of municipal services. Conflicts may also arise as incorporated communities review and deny proposed subdivisions within extraterritorial plat review areas (Wis. Stat. § 236.10(1)(b)2), which may restrict residential development in the town.

Contaminated Sites

The Wisconsin Department of Natural Resources Bureau of Remediation and Redevelopment Tracking System (BRTS) provides information about contaminated properties and other activities related to the investigation and cleanup of contaminated soil or groundwater in Wisconsin. Table 8.3 reveals a comprehensive inventory of contaminated properties and activities in the City of Superior. Additional data about these sites can be obtained through the online BRTS system database at <http://www.dnr.state.wi.us/org/aw/rr/brrts/index.htm>.

Table 8.3: Contaminated Properties and Other Activities Related to the Investigation and Cleanup of Contaminated Soil or Groundwater in the City of Superior (BRTS Database)

Municipality	Abandoned Container	Environmental Repair	General Property Information	Leaking Underground Storage Tank	No Action Required	Removed	Spill	Liability Exemption	Grand Total
Superior ¹	3	87	3	87	29	12	382	4	607

Data Source: WDNR Bureau for Remediation and Redevelopment Tracking System. BRTS data was extracted on 09/21/10. Data records were sorted manually to remove errant information (i.e. site located in another county).

Contaminated and Cleaned Up Sites

The Wisconsin Department of Natural Resources Remediation & Redevelopment (RR) Program is an environmental cleanup program, designed to assist in the investigation, cleanup and redevelopment of contaminated properties in Wisconsin. Contaminated sites include leaking underground storage tanks (LUST) sites, which have contaminated soil and/or groundwater with petroleum and Environmental Repair (ERP) sites, which are sites other than LUSTs that have contaminated soil and/or groundwater. Open sites are contaminated sites in need of cleanup or where cleanup is still underway. Closed sites are those that have completed all cleanup requirements and have received a case closure letter from DNR or spills that require no further cleanup. RR Program data is a subset of the more comprehensive BRTS system database. As of September 2010, there were 33 open sites, and 530² closed sites in the Superior area³.

¹Includes sites located within the City, Town and Village of Superior

²Includes 5 conditionally closed sites

³Includes sites located within the City, Town and Village of Superior

LAND DEMAND

Land demand projections attempt to identify future land needs based on current or anticipated trends. These estimates are based on several assumptions which are discussed under each of the relevant sections. Factors which could cause deviation from projected land demand include, but are not limited to;

- Increase or decrease in average lot sizes
- Unforeseen changes in demographic variables such as population changes or changes in the average household size
- Economic variables, including land prices
- Development policies and regulations
- Physical determinants (land supply)
- Changing social or cultural values
- Transportation system improvements
- Utility access

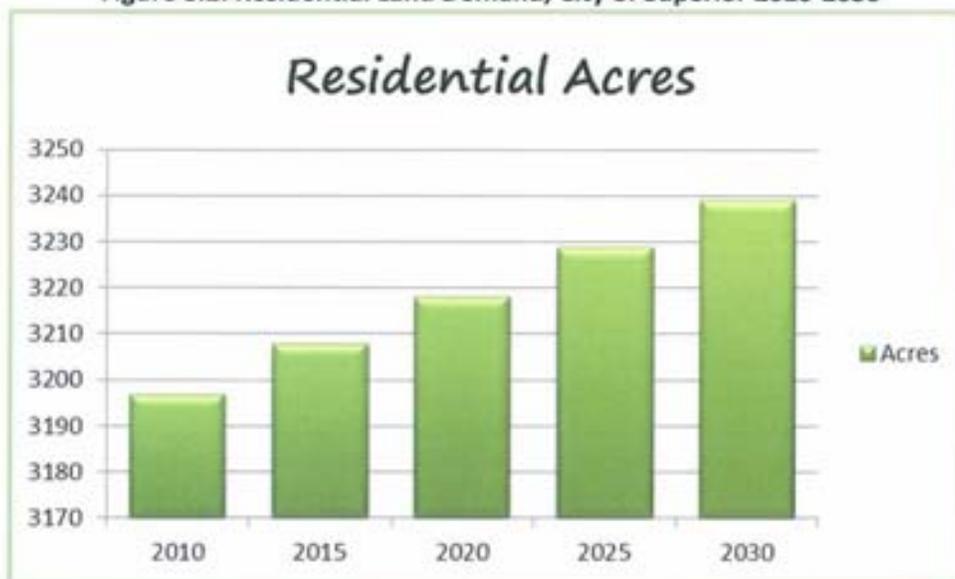
Wisconsin's comprehensive planning statutes require that the plan contain projections based on the plan's background information for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based.

Figures 8.2 through 8.4 depict the forecast land demand for residential, commercial, industrial and manufacturing land uses through 2030.

Residential Land Demand

The residential land demand forecast is based on projected population. This method assumes a proportional relationship between population and land acreage required for housing development. It must be understood that that these figures are merely estimates which are subject to numerous variables that may change over time.

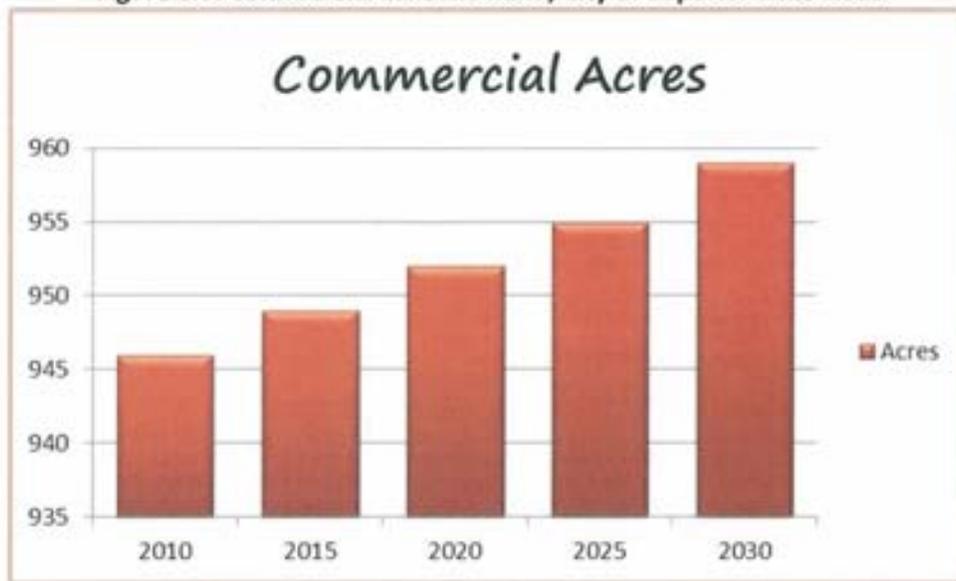
Figure 8.2: Residential Land Demand, City of Superior 2010-2030



Commercial Land Demand

Commercial development provides access to goods and services, along with employment opportunities for community residents. Although this plan is not a comprehensive retail market analysis, it is important to provide adequate commercial land to meet future market needs. The model used to estimate future commercial land demand assumes a population service relationship and relates commercial growth to population forecasts. This model assumes that the absolute amount of commercial land per person will remain the same and that future commercial growth will occur in response to growth in population.

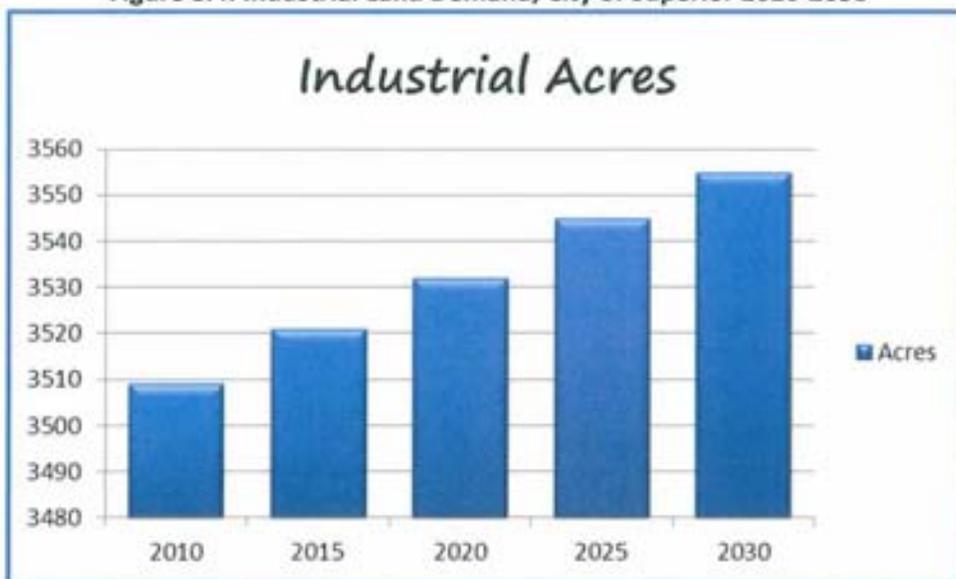
Figure 8.3: Commercial Land Demand, City of Superior 2010-2030



Industrial Land Demand

Industrial land use is less closely linked to population than commercial land use, thus are very difficult to accurately forecast. Nonetheless, the relationship between population and industrial service areas can be used to estimate future industrial land demand.

Figure 8.4: Industrial Land Demand, City of Superior 2010-2030



Agricultural Land Demand

The 2008 Land Use Inventory indicated that there were no agricultural lands within the City of Superior. No agricultural use within the city is projected through the year 2030.

FUTURE LAND USE

The future land use component is the focal point of the City of Superior 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. The land use element seeks to accommodate future growth by providing ample lands for residential, commercial, industry, agriculture, and open space. Additionally, the element seeks to guide future growth away from areas of the community where natural constraints such as wetlands, steep slopes, and floodplains exist. It is also a primary function of this element 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.

Future Land Use Maps

The Future Land Use map is intended to provide a generalized visual depiction of the desired future land use and development pattern in the City of Superior. The future land use map is not a zoning map, nor is it an official map, but rather it is a decision-making tool for use by the county and local units of government.

Future Land Use Categories

The Comprehensive Plan divides the city into future land use categories or areas that identify recommended future land use. Implementation of future land use will be primarily accomplished through zoning and subdivision regulation. The standardized future land use categories for the City of Superior are as follows:

Airport- These activities encompass all aspects of air travel and transportation that occur at ground facilities, such as airports, hangars, and similar facilities.

Commercial - Includes all retail services, large shopping centers or multi-tenant shopping centers, marinas, hotels/motels, health care facilities (nursing homes, medical clinics, or medical laboratories) except hospitals, and recreational services that are predominantly privately owned and operated for profit (theaters, bowling alleys, etc.), except golf courses. All buildings and parking lots are also included.

Industrial/Manufacturing – Light and heavy manufacturing and processing, wholesaling, warehousing, and distribution and similar activities.

Institutional – Use of land for public, semi-public or private facilities including health or places of assembly like churches and museums.

Landfill – Moccasin Mike Landfill located in the southeast portion of the City.

Maritime Industrial - Light and heavy manufacturing and processing, wholesaling, warehousing, and distribution and similar activities related to the port of Superior.

Multi-Family Residential- Includes all multiple dwelling units such as duplexes, town homes, townhouses, and apartment complexes.

Open Space/Undeveloped – Areas vacant typically owned by a government entity.

Public/Semi-Public – Use of land by public or semi-public facilities for health or assembly; for cemeteries and related facilities; and for all government facilities used for administration or safety, except areas of outdoor recreation.

Residential – Includes primarily single family home utilized for human habitation.

Schools/Education – Properties occupied by the University of Wisconsin-Superior, Wisconsin Indianhead Technical College, and the School District of Superior.

IMPLEMENTATION

INTRODUCTION

The Implementation Chapter establishes a framework for accomplishing the goals and objectives of the Comprehensive Plan. The foundation for plan implementation is the **action plan**, which includes a compilation of programs and specific actions to be completed in a stated sequence. The action plan also includes proposed changes to any applicable zoning ordinances, official maps or subdivision ordinances and describes how each of the various planning elements will be integrated and made consistent with one another. The Implementation Chapter also includes a mechanism to measure progress toward achieving the plan’s goals and objectives and identifies a process for periodically updating the comprehensive plan.

Actions that must be Consistent with the Comprehensive Plan

Wisconsin’s Comprehensive Planning Law (66.1001 Wisconsin Statutes) identifies a series of actions and procedures that must be consistent with the governmental unit’s comprehensive plan. Beginning on January 1, 2010, implementation of zoning, subdivision regulation, and official map ordinances must be consistent with the *City of Superior Comprehensive Plan*. Since state statutes do not clearly provide a definition for ‘consistent’, this plan assumes consistency to imply actions must be ‘compatible’ with the comprehensive plan and do not directly contradict the plan’s goals, objectives.

It is important to understand that the comprehensive plan itself is not a regulation, but rather a guide for directing and managing growth and development. Comprehensive plans do not create regulatory requirements independent from other regulations used to implement the comprehensive plan.

Plan Adoption and Amendment Requirements

Chapter 66.1001(4) of the Wisconsin Statutes establishes the procedures for adoption or amendment of the comprehensive plan. The governmental entity must comply with the following five steps before its comprehensive plan becomes effective.

Public Participation Plan (66.1003)(4)(a)

The adoption of a written public participation plan designed to foster public participation in the development or amendment of a comprehensive plan.

Resolution Recommending Adoption (66.1003)(4)(b)

The body of a local governmental unit (planning committee) that is authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission.

Draft Plan Review (66.1003)(4)(b)

Prior to formal adoption of the comprehensive plan, one copy of the draft plan must be submitted to the following entities for review and comment.

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended.
3. The Wisconsin Land Council
4. The Wisconsin Department of Administration

- 5. The regional planning commission in which the local governmental unit is located.
- 6. The public library that serves the area in which the local governmental unit is located.

Public Hearing (66.1003)(4)(d)

Before an ordinance can be enacted adopting the comprehensive plan, the governmental entity must hold at least one public hearing at which the proposed ordinance is discussed. A Class 1 notice of the hearing must be published at least 30 days prior to the hearing. Written notice must also be provided to;

- 1. An operator who has obtained, or applied for a nonmetallic mining permit under 295.12(3)(d), Wisconsin Statutes
- 2. A person who has registered a marketable nonmetallic mineral deposit under s. 295.20, Wisconsin Statutes
- 3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing.
- 4. Property owners that have filed a request for written notice under Section 66.1001(6), Wisconsin Statutes.

Adoption of the Plan by Ordinance (66.1003)(4)(c)

In order for the comprehensive plan to take effect, the governmental unit must enact an ordinance that adopts or amends the plan. The ordinance must be passed by a majority vote of the County Board.

Public Plan Review and Adoption of the City of Superior Comprehensive Plan

Sound planning provides opportunities for the general public to participate in and to review and comment on proposed plan content. Per the adopted public participation plan, two public open house events were held to allow for public review of draft plan materials. The first, held on xxxxxxxxxxx provided an opportunity for the public to review draft goals and objectives and the preliminary background materials. A second open house held on xxxxxxxxxxx presented the full draft comprehensive plan for public review. Similar opportunities for public review and comment should be a part of any future plan revisions or amendments.

On xxxxxxxxxxx the City of Superior Planning Commission passed a resolution recommending approval of the Comprehensive Plan by the City Council. A formal public hearing on the City of Superior Comprehensive Plan was held on xxxxxxxxxxx. The city provided public notice in accordance with the provisions of Chapter 66.1003(4)(d) and 66.1003(4)(e), Wisconsin Statutes. Copies of the draft plan were submitted by the city to the required parties under Chapter 66.1003(4)(b), Wisconsin Statutes. On xxxxxxxxxxx, the City of Superior Comprehensive Plan was adopted by unanimous vote (26 – yes, 2 – absent) by the Superior City Council.

Future Amendments or Plan Updates

The City of Superior Comprehensive Plan is designed to serve the city for about 20 years (2010-2030). It is possible that unforeseen changes or deviation from planning assumptions will occur over the planning period. Plan statistical data, projections, narrative and maps may also become outdated if not periodically updated.

This comprehensive plan should be considered a "living document", responsive to changing conditions, opportunities and challenges.

Updates to long-range plans such as this one are inevitable as changes in development patterns, economic conditions, social values or other factors may require that the plan be revised in order to remain consistent with the current situation. The plan also contains background narrative and statistical data which needs to be periodically revised to remain current. The plan’s projections may also need to be revised in response to changing demographics, social values or economic variables.

There are two types of plan revisions, *periodic plan updates* and *corrections*. Periodic plan updates occur on regular intervals and are meant to adjust the plan content based on changing conditions. This type of revision may involve alteration of plan goals, objectives or policies or the incorporation of new or adjusted information into the comprehensive plan. Plan corrections involve the revision of plan text, statistics, projections or mapping to reconcile issues with incorrect or faulty data.

Rationale for Plan Revisions or Updates

Changing conditions and/or values will require periodic revision of the comprehensive plan. Wisconsin’s comprehensive planning law **requires** that the plan be reviewed and updated at least once every ten years. However, it is recommended that the plan be reviewed on an annual basis to ensure accuracy and relevance and to evaluate progress toward attainment of plan goals and objectives. A more formal plan update is recommended at least once every 5 years to examine and adjust statistical data, projections, plan narrative, goals, objectives, mapping, actions and implementation mechanisms. The update of statistical data should coincide with the release of US Decennial Census information.

Table 9.1: Recommended Plan Revision Schedule

Annual	General plan review, add new data as available, plan progress monitoring
2012-2013	Formal amendment, add Census 2010 data, revise projections, amend narrative, goals, objectives, actions, implementation mechanisms or mapping as needed. Plan progress monitoring.
2017-2018	Formal amendment, revise projections, amend narrative, goals, objectives, actions, implementation mechanisms or mapping as needed. Plan progress monitoring.
2022-2023	Formal amendment, add Census 2020 data, revise projections, amend narrative, goals, objectives, actions, implementation mechanisms or mapping as needed. Plan progress monitoring.
2027-2028	Formal amendment, revise projections, amend narrative, goals, objectives, actions, implementation mechanisms or mapping as needed. Plan progress monitoring.

INTERPRETING THE COMPREHENSIVE PLAN**Role of the Planning Commission**

Planning commissions generally serve two key functions, plan development and plan implementation. Commissions are authorized to prepare a comprehensive plan and recommend its adoption to the governing body (town board, village board, city council, county board), which adopts the plan as an ordinance by majority vote. Key potential commission responsibilities include sponsoring the planning process for their community, oversight of the public participation plan and fostering public participation during the planning process. Once a plan has been adopted by the community, the planning commission serves to advise elected officials on comprehensive planning and land use issues within their community and may make decisions as delegated by the local governing body. Planning commissions typically review development and land use proposals that come before the commission and provide recommendations to the local governing body. Commissions may also be involved in other activities such as plan review, monitoring, research or amendment activities as directed by the local governing body.

How to Use the Plan

The City of Superior Comprehensive Plan is intended to help guide the city's decision-making process for the next 20 years. This plan is not an inflexible or static set of rules; rather,

it is fluid, dynamic and responsive to the changing needs of the city. The plan's objectives and recommendations are intended to allow flexibility in light of new information or opportunities. The plan is not an attempt to predict the future, rather it is an attempt to record the fundamental community values and philosophies that citizens of City of Superior share and to use them as benchmarks in future decisions concerning growth and development in the city.

The plan is intended to be used by the City of Superior Planning Commission, City Council and citizens in reviewing all future land use and development proposals. In the examination of future planning-related issues, careful consideration should be taken to ensure that the proposed activity is consistent with the vision, wishes and desires expressed in the plan. The plan's goals, objectives and policies are intended to provide a general framework and direction making land use, and other planning-related decisions.

Implementation Activities**Actions, procedures that must be consistent with comprehensive plans**

Wisconsin's Comprehensive Planning Law states that Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan:

1. Official mapping established or amended under s. 62.23 (6)
2. Local subdivision regulation under s. 236.45 or 236.46
3. County zoning ordinances enacted or amended under s. 59.69
4. City or village zoning ordinances enacted or amended under s. 62.23 (7)
5. Town zoning ordinances enacted or amended under s. 60.61 or 60.62
6. Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

The City of Superior currently engages in comprehensive zoning, official mapping and subdivision regulation. Beginning on January 1, 2010 these programs and actions must be consistent with this comprehensive plan. Local governmental units engaging in the aforementioned programs and actions (1-6) are also subject to the consistency requirement.

Plan Implementation Zoning Amendments

The zoning ordinance will be the one of the principal tools used to implement the comprehensive plan. As such, the comprehensive zoning ordinance should reflect

the plan's goals, objectives and policies. The ordinance should also reflect the goals, objectives and policies of the towns, as expressed in their comprehensive planning documents. Following adoption of this plan, the city should make appropriate adjustments to the zoning ordinance so that it is consistent with the provisions of this plan.

Consistency between Plan Elements

The goals, objectives, and policies contained within the preceding eight elements of this Comprehensive Plan, along with the accompanying inventory and analysis, have been thoroughly reviewed and approved by the City of Superior. Throughout the plan development process, great care was exercised in the examination of countywide and local planning issues and concerns.

Consistency between Adjoining Municipalities

Local comprehensive plans exist for the adjoining Town's of Parkland and Superior and village's of Superior and Oliver. Great care was taken to ensure that the goals, objectives and policies of local municipalities did not conflict with those of their neighboring jurisdictions. Consistency was also emphasized in the future land use mapping process. During the planning process, local communities sharing common boundaries met jointly to review maps, identify potential conflicts and discuss cross-jurisdictional consistency.

Future revision of any comprehensive plan goal, objective, policy or future land use map shall receive the same level of consideration, deliberation and analysis as the original Plan; special attention shall be given so that the new adopted language does not create conflicts within or between chapters.

Land Use Planning Tools

There are a number of planning tools available to implement the City of Superior Comprehensive Plan. Below is a summary of some of the key planning tools which may be used to further progress toward plan goals and objectives.

Regulatory Tools

Although zoning and subdivision ordinances are the two most commonly utilized land use planning tools, there are several innovative tools which can be used by the city to implement the plan and to guide the land use decision-making process.

ZONING

General Zoning

In Wisconsin, general zoning power is granted to counties, towns, cities, and villages. Zoning separates conflicting land uses and ensures that development is directed in certain areas that can accommodate that particular land use. Several different types of specialized zoning exist (methods, regulations, policies & practices). City of Superior currently administers citywide comprehensive zoning and floodplain zoning.

- **Floodplain Zoning-** Floodplain zoning ordinances are required by Wisconsin law and pertain to cities, villages, and towns. The Wisconsin DNR specifies minimum standards for development in floodplains, but local ordinances may be more restrictive than these rules.
- **Shoreland Zoning-** Wisconsin law requires that counties adopt zoning regulations in shoreline areas that are within 1,000 feet of a navigable lake, pond, or flowage or 300 feet of a navigable stream or the landward

side of the floodplain, whichever distance is greater. Minimum standards for shoreland zoning ordinances are specified in rules developed by the Wisconsin DNR, while local standards may be more restrictive.

- **Exclusive Agricultural Zoning-** Municipalities may adopt exclusive agricultural zoning for farmland under the Farmland Preservation Program. Exclusive agricultural zoning essentially prohibits non-farm uses within identified agricultural preservation areas. To participate in the program, the county must have an agricultural preservation plan that meets the standards of Chapter 91, Wisconsin Statutes, and has been certified by the state Land and Water Conservation Board (LWCB). The ordinance must comply with the county farmland preservation plan. Eligible landowners receive a state income tax credit.
- **Performance Zoning-** Performance zoning uses performance standards to regulate development. Performance standards are zoning controls that regulate the effects or impacts of a proposed development, instead of separating uses into various zones. Performance standards often relate to a site's development capability. For example, in agricultural areas, performance zoning could be used to limit development on prime agricultural soils and allow development on lower quality soils. Performance zoning provides landowners and developers with flexibility to determine how best to meet required standards.
- **Bonus and Incentive Zoning-** Bonus or incentive zoning allows local governments to grant a bonus, usually in the form of density or the size of the development, in exchange for amenities such as parks or walking paths for example.

- **Overlay Zoning-** Overlay zones are designed to protect important resources and sensitive areas. Overlay zones are special zoning districts, which are placed over existing base zone(s). The overlay identifies special provisions in addition to those in the underlying base zone. The overlay district can share common boundaries with the base zone or cut across base zone boundaries. Regulations or incentives are attached to the overlay district to protect a specific resource or guide development within a special area.
- **Mixed Use Zoning-** Mixed use zoning is an effective way to enhance existing urban and suburban areas and encourage infill development. Mixed use zoning recognizes the existing mixture and encourages its continuance and may offer an alternative to struggling with nonconforming use complexities.
- **Inclusionary Zoning-** Inclusionary zoning provides incentives to developers to provide affordable housing as part of a proposed development project. For example, in exchange for higher density, a developer would have to build a specified number of low and moderate income dwelling units.

Extraterritorial Zoning and Plat Review (cities & villages)

Incorporated cities and villages in Wisconsin have statutory authority to exercise extraterritorial zoning and plat review powers for unincorporated areas within certain distances of their municipal boundaries. Extraterritorial jurisdiction extends for 3 miles beyond the corporate limits of the City of Superior. Where the boundaries of multiple extraterritorial jurisdictions overlap, the jurisdictional boundaries are divided on a line equidistant from the corporate limits of each municipality affected. Municipalities wishing to exercise extraterritorial zoning authority must

have a zoning ordinance for lands within their corporate limits and must also adopt an extraterritorial zoning ordinance. Affected towns must also approve the zoning ordinance.

While extraterritorial zoning requires town approval of a zoning ordinance, extraterritorial plat review applies automatically if the city adopts a subdivision ordinance or an official map. Extraterritorial plat review authority essential allows a city or village to apply its subdivision ordinance in the unincorporated area. Exercising plat review authority allows incorporated communities to influence the development pattern along their borders and to reduce the potential for conflicting land uses.

Official Mapping

State statutes permit cities, villages and towns to prepare official mapping (Ch. 62.23(6), 61.35, 60.10(2)c). An official map is a formal public record which delineates current and planned future roadways, utilities, waterways, historic districts, railroad rights-of-way, public transit facilities, drainageways, playgrounds and parks. The purpose of an official map is to protect a community’s investment in public facilities by identifying and reserving land for public purposes. An official map ensures that no improvements will be made to land designated for future public use that might add to future costs.

In communities with official mapping, no public sewer or other municipal street utility or infrastructure improvement can be constructed in any street until the street is placed on the official map. Furthermore, no building permits may be issued within features delineated on the map unless a street access to the proposed structure has been indicated on the official map.

Sign Regulations

Local government in Wisconsin can regulate billboards and off-premise outdoor advertising.

Counties and communities with zoning authority may wish to consider the use of *billboard prohibition ordinances* as part of local zoning codes. These ordinances essentially equate to a complete prohibition of the construction of new off-premise outdoor advertising signs and billboards. Local regulations could also be modified to include provisions preventing a new billboard from being constructed unless an existing billboard comes down.

Communities may also develop and adopt *sign ordinances*, which restrict the type, size, and location of signs within a community. These ordinances may also restrict the types of materials that can be used to construct signs. Towns which do not have their own zoning or those who wish to have more restrictive standards than the county may adopt *local billboard control ordinances*. These regulations may not be as effective as billboard prohibition or sign ordinances due to the fact that town authority to regulate billboards is primarily limited to highway safety concerns.

Model ordinances are available to assist local units of government in the development of billboard and sign ordinances. Models for each of the aforementioned techniques are available online from ScenicWisconsin.org at <http://www.scenicwisconsin.org/modelord.htm>

Erosion and Stormwater Control Ordinances

Counties and local units of government in Wisconsin can adopt erosion and stormwater control ordinances to control the impact of development on runoff, groundwater recharge, and overall water quality. Model ordinances exist that can be used to develop a customized ordinance for a municipality. The Wisconsin Department of Natural Resources Bureau of Watershed Management has developed model construction site erosion control and post-construction stormwater management zoning ordinances for use by local units of government. Copies of the model ordinances are available

on-line at
<http://dnr.wi.gov/runoff/rules/nr152.htm>.

Historic Preservation Ordinances

Historic preservation ordinances can aid local units of government in protecting and enhancing key historic and cultural resources in their communities. In 1994 the Wisconsin Legislature amended state statutes to require cities and villages that contain property listed on the state or federal register of historic places to enact a historic preservation ordinance. Through the enactment of historic preservation ordinances, municipalities can create a *historic preservation commission* that is empowered to designate and protect the designated properties by regulating new construction, alterations or demolitions that impact these properties.

Communities with adopted historic preservation ordinances are eligible to participate in Wisconsin's Certified Local Government Program (CLG) which provides grants to fund planning and educational activities.

The Wisconsin Historical Society, Division of Historic Preservation, developed model ordinances to assist communities in creating their own local ordinances.

Building Codes

As of January 1, 2005 all communities (cities, villages, and towns) in Wisconsin are required to administer the Uniform Dwelling Code (UDC) for the construction of new dwellings. 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.

Design Review Regulations

Design review regulations are one of the planning options available to local units of government to address community character and design. Design review regulations seek to minimize adverse aesthetic impacts of new development on the character of the surrounding area by regulating the exterior appearance of structures, lighting, and signage. Design review standards must be based on clear, well-defined design criteria which are applied through rules and regulations and processes for applying review to specific development applications. The review process usually involves an administrative committee (plan commission, historic preservation commission, design review commission), which is responsible for reviewing building plans and proposals.

Sanitary System Regulations

In areas of the city not served by municipal sewer, a soil evaluation conducted by a state licensed Certified Soil Tester is required before a private sanitary system (except holding tanks) may be installed. The evaluation identifies all the elements necessary for the future design and installation of the system such as type, size, depth and location on the property. Sanitary system plans must be approved by Douglas County before a land use permit will be issued for construction of a new dwelling.

Subdivision Regulations

State subdivision regulations (Chapter 236 Wis. Stats.) provide the minimum standards and procedures for dividing and recording parcels of land in Wisconsin. State statutes define subdivisions as "the division of land into 5 or more lots of 1 ½ acres each or less in area; or when 5 or more parcels or building sites of 1 ½ acres each or less in area are created by successive divisions within a period of five years." Subdivision ordinances typically regulate how and under what conditions a parcel of land can be divided into smaller parcels. Subdivision ordinances can also regulate aspects of

development such as dimensional standards, lot size and setback requirements. Subdivision ordinances often contain development standards which are not addressed in the zoning ordinance such as design standards for drainage, roads, sidewalks, utilities and lighting. The Ordinance may also include site design criteria to promote visual quality, traditional neighborhoods, rural character or other community goals expressed in its comprehensive plan.

Subdivision Design

A prominent rural residential development model used in much of Wisconsin is the conventional subdivision. Often referred to as the "cookie-cutter" method, this model involves the splitting of large tracts of open space into the maximum number of residential lots permitted in the zoning ordinance. The lots created using the conventional model are oftentimes large, with significant lot clearing to make room for a home and large yards. Conventional subdivision design places little emphasis on retention of rural character, protection of historic resources, farmland preservation or natural resource values. Furthermore, conventional subdivision regulations impose rigid lot restrictions that do not preserve distinctive scenic natural features and characteristics of the landscape. In the rural environment, conventional subdivisions can contribute to diminishing rural character by creating a homogeneous, monotonous development pattern.

An alternative to the conventional model is the conservation design concept. The purpose of a conservation design is to provide opportunity for development while maintaining open space characteristics, encouraging interaction among residents through site design, and protection of habitat, scenic characteristics and environmental features.

A typical conservation design subdivision contains the same number of lots that would be

permitted under a conventional design. The lots are typically smaller than conventional lots and are designed for single-family homes reminiscent of traditional neighborhoods found in small towns throughout America.

The compact design of a conservation subdivision allows for the creation of permanent open space (typically 50 percent or more of the buildable area). This undeveloped land typically serves as communal open space land and provides recreational, aesthetic, and social benefits to subdivision residents.

Lighting Controls

Light radiating into the atmosphere can create a “glow effect” around cities and built-up areas which may be seen from several miles away. In the wake of expanding development and unregulated lighting, many communities are seeking ways of reducing the amount of excess light escaping into the atmosphere. Several communities in Wisconsin have adopted ordinances to regulate the use of exterior lighting. Ordinances typically focus on strategies to minimize “light trespass”, where light travels across property boundaries or into areas which are not intended to be lit and radiant light which escapes into the atmosphere. Local lighting codes can also be programmed into local building codes, site plan review and subdivision regulations.

NON-REGULATORY APPROACHES

Conservation Easements

When a landowner sells the rights to develop their property, a legal document known as a conservation easement is drafted and recorded with the Register of Deeds. The easement restricts the use of the land to agricultural use, open space, or other desired use in perpetuity. A conservation easement permanently limits residential, commercial, or industrial development to protect the natural attributes or agricultural values of a property. The

conservation easement remains on the deed even if the land is sold or passed through inheritance thereby ensuring the development will not occur on the property.

A conservation easement does not guarantee public access to the property. The land remains in the hands of the property owner, as only the right to develop it has been purchased. All remaining rights of property ownership remain with the landowner including the right to transfer ownership, swap, deed, or sell the land.

Purchase of Development Rights (PDR)

The purchase of development rights is a voluntary protection technique that compensates the landowner for limiting future development on their land. PDR programs are primarily used for retention of agricultural lands, but the concept can be applied to all types of land use scenarios. Under a PDR program an entity such as a town, county or a land trust purchases the development rights to a designated piece of property. A conservation easement is then recorded with the Register of Deeds. The land remains in private ownership, and the landowner retains all the other rights and responsibilities associated with the property.

Transfer of Development Rights

A transfer of development rights (TDR) program is a voluntary conservation approach that allows the right to develop property to be transferred from one parcel (or zoning district) to another. Under a TDR program, the development rights to parcel of land are transferred from a “sending area” to another parcel referred to as the “receiving area”. Sending areas are typically those areas where development is discouraged or limited, and receiving areas are areas where growth and development are encouraged. Under some TDR programs local government awards development rights to each parcel of developable land in the community or in

selected districts on the basis of the land's acreage or value. Landowners can then sell the development rights on the open market. A benefit of TDR programs is that they require no major financial contribution by local government.

Acquisition

This type of plan implementation tool involves the direct purchase of land for the purposes of preservation and protection. This tool should be considered in cases where other protective mechanisms fail to meet objectives and/or in cases of high-priority lands. Acquisition efforts should be coordinated with other local, state, and national acquisition initiatives (lake associations, environmental groups, USFS, WDNR, etc.)

Best Management Practices

Best management practices (BMP's) describe voluntary procedures and practices that landowners can take to help protect and preserve natural resources. BMP's resources include the Wisconsin Department of Natural Resources publications titled "[Best Management Practices for Water Quality Field Manual¹](#)" and "[Wisconsin's Forestry Best Management Practices for Water Quality²](#)".

¹www.dnr.state.wi.us/forestry/Usesof/bmp/bmpfieldmanual.htm

²www.dnr.state.wi.us/forestry/publications/pdf/FR-349.pdf

FISCAL TOOLS

Capital Improvements Program

Capital improvement programs (CIP's) are a budgeting tool used by communities to plan for the timing and location of capital improvements (such as municipal sewer and water service, parks or schools). CIP's ensure that proper budgets are allocated for future developments or improvements to community infrastructure.

Impact Fees

Impact fees are financial contributions imposed on new developments to help pay for capital improvements needed to serve the development. Local governments can impose impact fees to finance highways, other transportation facilities, storm water facilities, solid waste and recycling facilities, fire and police facilities etc.

Initially, Wisconsin law permitted counties, cities, villages and towns to assess impact fees on developers for purposes of offsetting costs of capital improvements required to serve the new development. In 2006, the law was revised, removing county authority to assess impact fees. However, municipalities can continue to impose impact fees within their municipal boundaries. Impact fees may only be established following a municipal ordinance and passed following a public hearing specifically designed to hear comments on the reasonableness and allocation of the impact fees

Tax Incremental Finance

Tax increment financing (TIF) is a financial tool used by municipalities to promote expansion of the economic base and job creation. Under Wisconsin's Tax Increment Finance law, cities and villages front the cost for improvements (i.e. sewer, curb and gutter, roads) within a defined Tax Increment District (TID), and the

cost of those improvements is then repaid through the increased property taxes generated by new development within the TID.

Establishing a TIF district requires a partnership between a municipality and overlying taxing jurisdictions (i.e. county, technical college, school district). These jurisdictions must agree to forego any revenues based on the increase in property valuation until all of the TIF improvement costs are paid.

Under Wisconsin's Town Tax Incremental Tax Finance Law (Ch. 66.85 Wis. Stats.), towns can create TIF districts for agricultural, forestry, manufacturing or tourism improvements.

Potential benefits of using TIF programs include the rehabilitation of blighted areas, increased economic expansion and job creation and the formation of an economic development partnership between the municipality and overlying taxing jurisdictions. TIF is not a panacea, and its application does not come without an element of risk. If development/redevelopment does not occur as planned, the TIF may be unable to generate sufficient revenue to meet its obligations within its maximum life. In this case, the municipality is responsible for all unpaid costs associated with the TIF.

Special Assessments

Special assessments are financial tools available to local units of government to defray the costs of infrastructure improvements which benefit private property owners. Only properties which receive the benefit of the improvements bear the costs and the general property tax for the community is unaffected. The ability to use special assessments is statutorily (Ch. 66.60(1)(a) Wis. Stats granted to any city, village or town.

Intergovernmental Cooperation Tools
(Refer to Intergovernmental Cooperation Element)

GOALS, OBJECTIVES AND POLICIES

For definitional purposes, a goal is a broad statement of a desired end state toward which objectives and policies are directed. The objectives provide the measurable and attainable ends toward which specific actions are directed.

The goals and objectives provide a general framework for attaining the city’s long-range vision. These statements established the benchmarks on which the plan was created and provide a means of assessing and evaluating plan progress in the future. The plan’s policy statements are intended to serve as specific guidelines, or recommendations, for public planning decisions.

Action Plan

An action is a specific task that must be completed in order to achieve the plan’s goals and objectives. The action plan is intended to provide a clear set of specific actions to be undertaken in a preferred sequence in order to implement the comprehensive plan. For purposes of compliance with Wisconsin’s comprehensive planning law (Ch. 66.1001), the “actions” are used synonymously with “programs” identified in the legislation.

The following tables provide a detailed work plan and timeline for actions that the City of Superior should complete as part of overall plan implementation. Column headings used in the following tables are defined as follows:

Action Statement – Language defining the action

Lead(s) - The agency, department or organization responsible for taking the lead on the specified action

Timeframe – Identifies the order, or sequence of actions

ISSUES & OPPORTUNITIES

Overall Goal: "Provide for orderly planned development that promotes a safe, healthy, and pleasant living environment and makes efficient use of land, public services, and public financial resources"

Objective IO-1(a): Guide land use in recognition of resource limitations and city goals and objectives.

Policy IO-1(a)(1): The city will develop and maintain a land use plan, which will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of this plan as well as other applicable plans and ordinances.

Policy IO-1(a)(2): Encourage land use choices rather than structural measures as a means of limiting disruption of the environment and reducing the cost of future maintenance and enforcement.

Objective IO-1(b): Provide the city with a unified vision of planned growth.

Objective IO-1(c): Conserve the city's distinctive rural, north woods atmosphere.

Policy IO-1(c)(1):Landscape and land use buffers will be used to lessen the impacts of conflicting land uses in close proximity.

Policy IO-1(c)(2):Maximize the quality of life by providing open space, trails, parks and recreational opportunities and facilities managed in such a fashion as to afford the maximum benefit to the community.

Policy IO-1(c)(3):Help identify, evaluate, and preserve historic, archaeological, and cultural resources.

Policy IO-1(c)(4):Help coordinate archaeological inventories and management plans with Native American groups and other interested parties.

Objective IO-1(d): Guide development within defined service limits in an orderly fashion.

Policy IO-1(d)(1):The location of new development will be restricted to areas known to be safe or suitable for development due to natural hazards, contamination, access, or incompatibility problems.

Policy IO-1(d)(2):Encourage the centralization of commerce, entertainment, and employment.

Policy IO-1(d)(3):Promote growth patterns that result in compact, distinct, and separate communities rather than continuous linear strips of development.

Policy IO-1(d)(4):Encourage cluster development to assure conservation of land, efficient provision of public services, and accessibility.

Policy IO-1(d)(5):Help identify the full range of public facilities considered optimum for development

such as water and sewer utilities, police and fire protection, health services, schools, parks, libraries, and solid and hazardous waste collection, and disposal services.

Policy IO-1(d)(6):Help direct the location of private facilities and services such as pipelines, electric transmission lines, and wireless communication towers based upon a demonstration of public need.

Objective IO-1(e): Provide a continuing level of planning effort, review, and amendatory process to ensure long-term compatibility of the plan with city needs.

Objective IO-1(f): Assist in enhancing the city's "quality of life".

Policy IO-1(f)(1):Help provide efficient and cost effective law enforcement services to the public.

Policy IO-1(f)(2):Help coordinate the provision of emergency medical and fire suppression services in the county.

Policy IO-1(f)(3):Encourage cultural improvements such as expanded health, education, and recreation outlets.

Policy IO-1(f)(5):Help reduce or eliminate light, noise, and air pollution.

Objective IO-1(g): Provide uniform and effective enforcement of city zoning and building code regulations.

HOUSING

Goal H-1: The City of Superior will have a range of safe and affordable housing for all residents.

Objective H-1(a): Focus on the preservation of existing housing stock.

Policy H-1(a)(1): Continue the City’s Homeownership programs to provide opportunity for first time homebuyers and for lower income homebuyers.

Policy H-1(a)(2): Publicize information about available funding opportunities.

Objective H-2(b) Plan new traditional neighborhoods and to enhance existing viable neighborhoods.

Policy H-1(b)(1): Develop traditional neighborhood design standards.

- Traffic calming (see Transportation Section of The Comprehensive Plan).
- Improve traditional design standards including 50 foot lot frontage.
- Enhance the public center of the neighborhood (i.e. a park, school, or shopping area.)
- Provide decorative street lighting.
- Set up community policing.

Policy H-1(b)(2): Enhancing neighborhoods centers by focusing on a park, government building, shopping area or school.

Objective H-1(c): Encourage housing in areas that would not negatively impact the City’s natural resources.

Policy H-1(c)(1): Direct high density housing activities toward areas that have existing infrastructure and municipal services.

Objective H-1(c)(2): Increase awareness within the private and public sectors of available housing funds.

Objective H-1(c): Encourage the private and public sectors to address housing for all income levels, age groups and individuals with special needs.

Policy H-1(d)(1): Promote the development of additional low-income housing.

Policy H-1(d)(2): Support the construction of nursing and retirement homes.

Policy H-1(d)(3): Address handicap accessibility issues.

Policy H-1(d)(4): Work with the Superior Housing Authority to increase public housing options, and educate the public about these options.

TRANSPORTATION

Goal T-1: To construct and maintain all roadways within the City to provide safe and efficient access throughout.

Objective T-1(a): Standardize design for all arterial and collector streets.

Objective T-1(b): Upgrade existing roadways based on a pavement management system, measured and projected traffic volumes, safety considerations, and functional classification needs.

Policy T-1(b)(1): Implement as an asset management and maintenance approach using a GIS base software system.

Policy T-1(b)(2): Continue to use a pavement management system, such as, the PASER process and ROADWARE databases to inventory, inspect, and analyze roadway segments for the most cost-effective approach to preventive maintenance, repair, rehabilitation, and reconstruction.

Objective T-1(c): Establish access controls on arterial roadways to enhance traffic flow and safety through adoption of standards for cross street access and driveway access.

Policy T-1(c)(1): Incorporate access management controls within the Subdivision Ordinance, such as, adopting Highway Capacity Manual and Wisconsin Department of Transportation, Facilities Development Manual, criteria and processes

Objective T-1(d) **Require that proposed street systems in new developments be integrated with existing street systems, and accommodate future roadway extensions for adjacent developable property**

Policy T-1(d)(1): Extend public streets throughout new developments.

Policy T-1(d)(2): Provide an efficient vehicular and pedestrian accesses to existing and future adjacent neighborhoods.

Objective T-1(e): **Design local street systems to discourage through traffic, accommodate access to private property, and maintain compatibility with other transportation modes including transit, bicycle, and pedestrian.**

Policy T-1(e)(1): Incorporate design alternatives for traditional neighborhoods which include, continuous sidewalks, street furnishings, curb bump-outs and neckdowns, and alternative road surface textures to reinforce the value of pedestrian safety and access.

Objective T-1(f): To provide vegetation in the street corridors to maximize tree canopy effect while minimizing root damage to adjacent streets, sidewalks, and underground and overhead utilities.

Objective T-1(g): To promote coordination between residential neighborhoods and transportation resources, including pedestrian, bike, transit and roadway connections.

Policy T-1(g)(1): Coordinate with Douglas County , the Metropolitan Interstate Council and the Wisconsin Department of Transportation to regionally plan for those connections with the adjacent communities.

Goal T-2: Railroads: Support a railroad system that is safe and reliable.

Objective T-2(a): Reduce rail conflicts by resolving trackage issues on rail corridors through the City.

Policy T-2(a)(1): Encourage shared access and trackage to strengthen the local rail industry and promote economic development identified as a benefit to local businesses and the rail industry by creating a more competitive freight pricing policy.

Objective T-2(b): To adopt the Wisconsin Department of Transportation exposure model as a tool for evaluation and termination of railroad crossing controls, ranging from at grade separation to warning signage.

Objective T-2(c): To require railroad roadway grade separation where feasible.

Goal T-3: Airport: Continue to enhance the Bong Airport.

Objective T-3(a): Expand the Richard I. Bong Memorial Airport and related transportation facilities.

Policy T-3(a)(1): Continue the expansion of the hanger facilities based on the requests of private businesses and developments of the new runway.

Objective T-3(b): To develop and enforce land use restrictions to maintain safety standards around the airport.

Policy T-3(b)(1): Continue to utilize the Airport Zoning regulations contained within the City of Superior Zoning Code.

Policy T-3(b)(2): Provide an efficient public transportation system that can effectively move people into the county to promote a strong economy within the county.

Policy T-3(b)(3): Assess the needs/impacts of commercial trucking

Goal T-4: Continue to work with the Duluth Transit Authority to provide a mass transit system that is accessible by all persons in the City.

Objective T-4(a): To upgrade the existing system with transit amenities

Objective T-4(b): *Improve coordination of the Downtown Transfer Center at Tower and 14th Street with the entire transit system.*

Policy T-4(b)(1): Ensure pedestrian safety needs are met during the reconstruction of Tower Avenue in 2013.

Objective T-4(c): Retain a fixed route transit system during peak hours, while converting to a Dial-A-Ride service during off-peak times on portions of the system serving the Downtown Transfer Center.

Policy T-4(c)(1): Initiate a demand responsive operation within the next two to five years using a dial-a-ride service during off-peak time.

Policy T-4(c)(2): Focus efforts on marketing to increase the ridership before extensive implementation of other changes.

Objective T-4(d): Evaluate new developments based upon the potential for ride sharing, bus accessibility, carpool preferential parking, and mixed use development.

Policy T-4(d)(1): Create transit-friendly development, include the transit needs within the reconstruction of future transit roadways, establish mixed-use developments near transit facilities, and include the option of bicycling, pedestrian bimodal movement, and other transportation choices within the development of future planning policies

Goal T-5: Develop policies that integrate pedestrian, bicycle and other multi-modal forms of transportation in all planning processes.

Objective T-5(a): Accommodate bicycle needs in the development of Picture public improvements and developments.

Policy T-4(d)(1): Implement these measures where applicable:

- Install bike route signs on designated routes.
- Provide pavement markings for bikes within the areas identified by the plan.
- Provide basic improvements such as road maintenance, sweeping, filling potholes,

installing bicycle-safe drainage grates, and utility covers.

- Provide a bicycle parking facilities. A need for safe and convenient bicycle parking facilities is greatly needed metro-wide.
- Zoning ordinances should address bicycle provisions, such as, parking facilities and shower/locker room facilities within larger buildings.
- Provide connections along existing gaps between current trains and/or bike routes.
- Pave back shoulders and driveway/roadway entrances to mitigate gravel and debris that collect within the bicycling area of the roadway and to improve overall safety.
- Improve the sight lines and lighting along roadways identified as bicycle routes.
- Provide appropriate space for bicyclists along bridges.
- Provide an integration of intermodal opportunities. An example of this would be the placement of bike racks on City owned buses. Existing park and ride lots or bus stops could be used as a bicycle parking facilities.
- Provide additional information on bicycling through the distribution of maps containing the how's and where's of commuting by bicycle.
- Encourage increased bicycle education and safety programs.

Objective T-5(b): To provide appropriate and safe traffic controls for designated bicycle routes, including signing, utility covers and pavement markings.

Objective T-5(c): Construct safe bicycle/railroad crossings on established bike routes

Objective T-5(d): Construct all new roadways with the assumption that they will be used by bicyclists and pedestrians and to incorporate appropriate design considerations for safety, intersection design, roadway surface, and roadway width to accommodate a compatible use with vehicles.

Policy T-5(d)(1): Formulate roadway design standards that encourage safe bicycle and pedestrian use.

Policy T-5(d)(2): Include striped bicycle paths between the curbs and/or signed routes along the street. Striped lanes are preferred when there is no on-street parking to interfere as well as sufficient room in the street exists.

Policy T-5(d)(3): Inclusion of striped lanes and/or signs helps to alert drivers to the greater number of bicyclists being encouraged to use these routes.

Objective T-5(e): Provide or improve walking, biking, and street connections between different neighborhoods and between neighborhoods and the street connections between different neighborhoods and between neighborhoods and the waterfront.

Objective T-5(f): To improve and expand the local and regional trail systems.

Goal T-6: Continue to recognize the Port of Superior as an important facet of Superior's economy and transportation system.

Objective T-6(a): Prioritize improvements and facilitate funding for landside roadway access to port facilities via Dock Street, Winter Street, Susquehanna and Main Street.

Policy T-6(a)(1): Develop a capital improvement program and budget with a prioritization for improving access to the port facilities.

Objective T-6(b): Protect the necessary corridors for the effective movement of goods in and out of the port area through controlled access and maintaining compatible land uses.

Policy T-6(b)(1): Maintain compatible land use and access corridors which enhance the economic vitality of the port area.

Objective T-6(c): Develop and maintain tools for the conservation of appropriate harbor front lands for the commercial harbor related uses.

Policy T-6(c)(1): Integrate the Metropolitan Interstate Council's Port Land Use Plan into the City's Land Plan and Zoning Code.

Policy T-6(c)(2): Revitalize the existing port facilities to accommodate modern shipping through the Wisconsin Department of Transportation's Harbor Assistance grant program.

UTILITIES AND COMMUNITY FACILITIES

Goal UCF-1: A range of community services that meet the needs of the residents.

Objective UCF-1(a): Direct more intensive development to areas with existing utilities, community facilities and public services.

Policy UCF- 1(a)(1): Determine the best areas for future growth and plan utility extensions and new facilities accordingly to guide development to those areas.

Objective UCF-1(b): Consider the impacts that the development of community facilities and utility systems has on land use, transportation and natural and cultural resources.

Policy UCF- 1(b)(1): Develop new community facilities in a way that conserves natural resources, protects historical and cultural features, provides easy accessibility and is compatible with surrounding land uses.

Objective UCF-1(c): Encourage the installation of public utility systems where appropriate for new and existing development.

Policy UCF- 1(c)(1): Plan areas for future utility extensions, taking into account projected growth corridors for different types of development--particularly commercial and industrial.

Policy UCF- 1(c)(2): Minimize impacts in environmentally sensitive areas.

Objective UCF-1(f): Encourage the improvement of wireless facilities in the City to limit the number of new communication towers constructed.

Policy UCF- 1(f)(1): Locate wireless communication towers in areas which provide the highest level of service while protecting visual resources.

Policy UCF- 1(f)(2): Encourage wireless service providers to mitigate the visual impacts of wireless communications towers.

Objective UCF-1(g): Encourage co-location of wireless facilities in the City to limit the number of new communication towers constructed.

Objective UCF-1(h): Ensure that law enforcement agencies in the City have the proper facilities and equipment to operate effectively.

Objective UCF-1(i): Ensure that a full range of fire, rescue and emergency medical services are available to efficiently serve the people of City of Superior.

Policy UCF- 1(i)(1): Plan emergency facilities, equipment and personnel as needed to continue efficient and reliable service for all areas of the City.

Objective UCF-1(j): Assess the future needs of the City of Superior’s government facilities.

Policy UCF- 1(j)(1): Prioritize County facility improvement projects and address possible future expansion needs, costs and locations for new facilities.

Goal UCF-2: Support high quality educational opportunities for all City of Superior residents.

Objective UCF-2(a): Continue to support the Superior School District, the University of Wisconsin - Superior, and Wisconsin Indianhead Technical College for the betterment of the citizens of Superior.

Policy UCF- 2(a)(1): Work with all the educational institutions to provide policy and infrastructure planning for students and faculty.

Policy UCF- 2(a)(2): It is the policy of the City to encourage the innovation and growth of the higher education campuses.

Policy UCF- 2(a)(2): Advance City involvement in educational activities and opportunities.

Objective UCF-2(b): Support efforts to improve services provided by library in the City.

Goal UCF-3: Protect public health through proper waste disposal.

Objective UCF-3(a): Continue to support recycling and Clean-up Day programs in the City of Superior.

Objective UCF-3(b): Ensure proper hazardous waste disposal.

Policy UCF- 3(b)(1): Educate the public on hazardous waste materials and how to dispose of them.

Objective UCF-3(c): Continue to develop further space in the City’s Landfill to ensure safe disposal of solid waste.

Goal UCF-4: A high quality city-wide system of park and recreational lands and public facilities that help preserve significant natural, cultural or historical resources and meet the needs and demands of the citizens of the City of Superior and its visitors.

Objective UCF-4(a): Establish and maintain high quality parks and recreational services to Superior residents.

Policy UCF- 4(a)(1): Ensure the amount of park and open space is reflective of City population needs.

Policy UCF- 4(a)(2): Replace old, deteriorated or unsafe equipment.

Policy UCF- 4(a)(3): Maintain current equipment for maximum longevity and safety.

Objective UCF-4(b): Offer park and recreational services in an efficient, effective, and economical manner.

Policy UCF- 4(b)(1): Cooperatively work with surrounding municipalities, schools, Douglas County and the State of Wisconsin.

Policy UCF- 4(b)(2): Recognize potential in working with other public and private organizations in donating aid to park system development.

Policy UCF- 4(b)(3): Conduct periodic reviews of programs and services and their benefit to the community

Objective UCF-4(c): Promote water recreation uses such as fishing and boating throughout the community.

Policy UCF- 4(c)(1): Enhance and maintain access to the St. Louis River and Lake Superior.

Policy UCF- 4(c)(2): Promote and maintain boat launches.

Objective UCF-4(d): To evaluate and analyze park, open space, and recreational services based on changing needs of the community.

Policy UCF- 4(d)(1): Encourage citizen involvement with the development of the plan.

Policy UCF- 4(d)(2): Provide periodic reviews of the plan

Policy UCF- 4(d)(3): Survey the community to determine changing needs

Objective UCF-4(e): Investigate and utilize all available resources to further enhance the quality of Superior Parks and Recreation System.

Policy UCF- 4(e)(1): Pursue state and federal funding programs that can aid in the development of the park property.

Policy UCF- 4(e)(2): Investigate private funding sources.

Objective UCF-4(f): Promote bicycle and pedestrian facilities throughout the City.

Policy UCF- 4(f)(1): Promote the use of bicycle and pedestrian facilities into planning of all Public Works projects.

Objective UCF-4(g): Encourage the preservation of environmentally sensitive and historically significant areas.

Policy UCF- 4(g)(1): Identify and incorporate historical areas or structures in the development of City parks

AGRICULTURAL RESOURCES

The City of Superior currently does not have an agricultural base within its boundaries. It is not anticipated that the land within the City will be used for any type of agricultural resource in the future.

With that said, City of Superior does support the policies below that support local agricultural efforts.

Goal AR-1: A diverse agricultural community.

Objective AR-1(a): Encourage local entrepreneurs and craftspeople to use local resources and local products.

Policy AR-1(b)(1): Support efforts to advertise local resources and products.

Policy AR-1(b)(2): Support value added products. "Value added," acknowledged to mean products that have a degree of development and marketing beyond the raw, locally produced product. (Example: forest products certified as achieving sustainable guidelines, dairy products produced and advertised as rBGH free)

Objective AR-1(c): Develop markets for locally produced products.

Policy AR-1(c)(1): Promote and encourage the establishment of farmers' markets and other related businesses.

CULTURAL RESOURCES

Cultural Resources Goals and Objectives

Goal CR-1: An Historically and Culturally Rich City

Objective CR-1(a): Preserve historical and cultural sites, resources and events.

Policy CR-1(a)(1): Consider the possible impacts of new development on historical sites to reduce the risk of disturbing or harming irreplaceable City assets.

Goal CR-2: Cultural Diversity

Objective CR-2(a): Celebrate the history and culture of the area.

Policy CR-2(a)(1): Promote events and festivals that have a cultural or historical focus.

Policy CR-2(a)(2): Preserve the SS Meteor, Fairlawn Mansion and the Old Police and Fire Museum.

Objective CR-2(b): Encourage cooperation and support performing groups, artists and craftspeople.

Goals 3: Acknowledge Cultural Resources

Objective CR-3(a): Involve local governmental and non-governmental units

Policy CR-3(a)(1): Work with tribal and local governments and private citizens to identify and preserve cultural resources.

Objective CR-3(e): Encourage development of heritage tourism

Policy CR-3(e)(1): Encourage signage to promote and identify historical and cultural sites.

Policy CR-3(e)(2): Support the use of historical and cultural sites for tourism, without harming the integrity of them.

NATURAL RESOURCES

The City of Superior works to preserve the natural aspect of county lands, thinking always of balancing uses and protecting the environment. The City is a leader in protecting Lake Superior, a body of fresh water that is of paramount national and global importance by 2030.

Natural Resources Goals and Objectives

GoalNR-1: High priority natural resource areas are protected.

Objective NR-1(a): Identify high priority natural resource areas.

Policy NR-1(a)(1): Collaborate with state and federal agencies and other organizations to identify sensitive areas.

Policy NR-1(a)(2): Protect environmental /wildlife corridors

Objective NR 1(b): Encourage growth away from identified natural resource areas where possible.

Policy NR-1(b)(1): Use density, distance and buffer zone etc, as applicable to protect natural resource areas.

Objective NR-1(c): Continue to support the use of best-management practices

Policy NR-1(c)(1): Promote sustainable development and conservation of natural resources

ACTION: Develop conservation design protocol for Douglas County

Objective NR-1(d): Evaluate current condition of water resources on a watershed scale.

Policy NR-1(d)(1): Promote Intergovernmental cooperation.

ACTION: Development and implementation of evaluation and protection plan for water resources (including non-point source pollution³ and construction site erosion)

Lead(s): Land Conservation Committee, Zoning Committee

Timeframe: March 2010

Objective NR-1(e): Develop land use strategies

Policy NR-1(e)(1): Inhibit erosion.

³ Pollution that is so general or covers such a wide area that no single, localized source of the pollution can be identified

ACTION: Utilize a storm water management plan for new development.

ACTION: Identify and protect at-risk drainage corridors.

Policy NR-1(e)(2): Value wetland, shoreline and floodplain areas.

ACTION: Continue to use the Superior Area Management Plan (SAMP) as a tool for future development.

ACTION: Work with Douglas County to find areas appropriate for mitigation for the SAMP process.

ACTION: Continue to implement the SAMP process through the year 2030.

Objective NR-1(f): Support training of City Staff in natural resource issues.

Policy NR-2(f)(1): Communicate with other agencies and jurisdictions to share information and educational materials.

Objective NR-1(g): Educate and involve the public in natural resource stewardship.

GoalNR-2: Enhance the City's urban forest resource.

Objective NR-2(a): Continue policies that will expand the urban forest.

Policy NR-2(a)(1): Increase the number of boulevard trees

Policy NR-2(a)(2): Develop and maintain support for the urban forest through public awareness and education throughout the community.

Policy NR-2(a)(3): Monitor and maintain the tree asset to the highest possible standard.

Policy NR-2(a)(4): Manage and administer the urban forestry program

Policy NR-2(a)(5): Provide funding to conduct a successful urban forestry program.

Goal NR-3: Safe, environmentally sensitive public access to natural resources

Objective NR-3(a): Support maintenance of safe, environmentally sensitive access points to public lands and waters and support improvements where needed.

Policy NR-3(a)(1): Make access points to public lands handicap accessible.

Policy NR-3(a)(2): Control erosion at public access points to waterways.

Objective NR-3(b): Support practicable access to public lands and waters.

Policy NR-3(b)(1): Research funding opportunities for creating and improving public accesses.

Objective NR-3(c): Provide opportunities for input concerning public access on existing and newly acquired public lands.

Policy NR-3(c)(1): Hold public meetings and inform the public through multiple media sources.

Goal NR- 4:Protect Scenic and Recreational Resources

Objective NR-4(a): Identify scenic views in the county.

Policy NR-4(a)(1): Update the City of Superior's Waterfront Development Plan

Objective NR-4(b): Protect visual resources

Policy NR-4(b)(1): Discourage development that will obstruct or decrease the value of the City of Superior's visual resources.

Objective NR-4(c): Evaluate current regulations on proper placement and illumination of outdoor advertising.

Policy NR-4(c)(1): Update the City of Superior's Advertising and Sign ordinance.

Objective NR-4(d): Minimize light, sound and air pollution.

Policy NR-4(d)(1): Continue to enforce the City's landscape and buffering ordinance.

Policy NR-4(d)(2): Develop a policy that limits the amount of housing locating along the City's State and Federal Highways allowing space for commercial and retail development.

Goal NR-5: Excellent communication and cooperation between units of government and the community

Objective NR-5(a): Network with state, federal and tribal governments to share information and tools and make decisions on natural resources.

Policy NR-5(a)(1): Work collaboratively with multiple agencies, jurisdictions, and levels of government to provide the best management possible for Douglas County's natural resources.

Objective NR-5(b): Enable and encourage responsible stewardship by providing tools and sharing information with lake and river associations, school districts, sanitary districts, youth groups, etc.

Policy NR-5(b)(1): Provide informational brochures, signage, and/or web sources to increase public knowledge regarding environmental stewardship.

Objective NR-5(c): Coordinate, cooperate and share technical and educational resources between county departments and local governments.

Policy NR-5(c)(1): Educate and assist town governments in protecting natural resources.

ECONOMIC DEVELOPMENT

Goal ED-1: *Approach economic development in a competitive advantage manner.*

Objective ED-1(a): Provide the environment for optimal growth, as well as, the infrastructure to allow potential innovation to occur.

Policy ED-1(a)(1): Improve the quality and the availability of the educated specialized labor force, physical and technological infrastructure, and supplemental capital.

Policy ED-1(a)(2): Advocate the innovation and upgrading of businesses through rules, regulations, and incentives designed to encourage local investment and bolster competitiveness.

Policy ED-1(a)(3): Provide specialized infrastructure for businesses to upgrade and innovate.

Policy ED-1(a)(4): Incorporate economic development considerations in the creation and improvement of infrastructure.

Policy ED-1(a)(5): Enhance telecommunications as a critical component of physical planning.

Policy ED-1(a)(6): Collaborate with business organizations, the School District, and post secondary educational and training institutions.

Policy ED-1(a)(7): Develop and redevelop the commercial port with emphasis on its commercial/industrial aspects.

Policy ED-1(a)(8): Use the water both as a tourist attraction, and for domestic and international trade.

Objective ED-1(b): A well-educated, highly skilled workforce with high standards, integrity and ethics

Policy ED-1(b)(1): Support businesses and organizations that will draw educated and skilled people to the City of Superior.

Policy ED-1(b)(2): Encourage collaboration and cooperation between educational institutions to meet needs of workforce.

Objective ED-1(c): Maximize incentive programs

Policy ED-1(c)(1): Continue to utilize Tax Increment Financing as as the main source of attracting commercial and manufacturing entities to the City.

Policy ED-1(c)(2): Continue to use the Terminal Tax Development fund as a funding source for new and or expanding businesses.

Objective ED-1(d): Coordination with secondary and post-secondary educational services

Policy ED-1(d)(1): Communicate with local colleges and universities to find ways to attract and retain graduates in the City of Superior.

Policy ED-1(d)(2): Offer internships to local college students to help build interest and experience in the City and local government.

Policy ED-1(d)(3): Expand youth leadership program with current guidelines in place.

Goal ED-2: Improve Infrastructure to further economic development

Objective ED-2(a): Enhance transportation and general infrastructure.

Policy ED-2(a)(1): Improve uninterrupted access to business and industrial parks for trucks including oversized trucks.

Policy ED-2(a)(2): Modernize the Port facilities focusing on increasing the bulk docking and handling facilities, warehousing, large ship access and direct land access to the port.

Policy ED-2(a)(3): Provide right of way and land for private installation of redundant fiber optics and satellite communications systems.

Policy ED-2(a)(4): Retain harbor frontage in the industrial area for port activities.

Policy ED-2(a)(5): Facilitate land use policies for petroleum refining and handling expansion.

Objective ED-2(b): Invest in the Superior Business Improvement District

Policy ED-2(b)(1): Stimulate additional office development in the center of the district.

Policy ED-2(b)(2): Stimulate entertainment uses in the north part of the district.

Policy ED-2(b)(3): Create unique design guidelines that recapture the historic nature of the district.

Policy ED-2(b)(4): Improve the district's infrastructure. This would include the streetscape, transportation access and parking which is within easy walking distance to the area's businesses.

Policy ED-2(b)(5): Connect the downtown to the waterfront. This can be accomplished via a trails system, streetscape improvements (ie. streetlights, street trees, trash receptacles, signage).

Objective ED-2(c): New businesses focused toward existing and planned business/industrial parks

Policy ED-2(c)(1): Advertise business and industrial park opportunities.

Policy ED-2(c)(2): Ensure that updated, high-capacity infrastructure is available in industrial parks.

Policy ED-2(c)(3): Ensure technology services available to support businesses of the future.

Objective ED-2(d): Affordable offerings of utilities, transportation, public services and communications

Objective ED-2(e): Streamline permitting process

Policy ED-4(c)(1): Provide user-friendly website to inform public and provide access to permit forms.

Objective ED-2(f): Ensure policy and regulation consistency.

Goal ED-3: A strong regional economy that is secure and stable

Objective ED-3(a): Retains and expands current businesses

Policy ED-3(a)(1): Provide information on grants available for area businesses to assist in economic development.

Objective ED-3(b): Attracts new businesses

Policy ED-3(b)(1): Promote the City of Superior as a desirable place to live and operate a business.

Policy ED-3(b)(2): Encourage a variety of business types that help serve area residents, contribute to the character of the county, and increase employment opportunities for residents.

Policy ED-3(b)(3): Designate land for future commercial and industrial development.

Policy ED-3(b)(4): Pursue state and federal grant programs for business development.

Objective ED-3(c): Development is compatible with environment and resource capabilities

Policy ED-3(c)(1): Encourage commercial and industrial development that preserves environmental quality and open space.

Objective ED-3(d): Promote development of an economy that is diverse and broad-based

Policy ED-3(d)(1): Encourage unique, specialty businesses that are compatible with the area's economy.

Policy ED-3(d)(2): Support a well managed and sustainable forest industry.

Objective ED-3(e): Promote local and home-based companies.

Goal ED-4: Communication and collaboration within communities and county

Objective ED-4(a): Effective use of Internet technology and news media

Policy ED-5(b)(1): Maintain an updated, user-friendly County website.

Policy ED-5(b)(2): Effective use of Geographic Information System (GIS)

Objective ED-4(b): Improve government services and delivery of services.

Policy ED-4(b)(1): Advance information delivery and accessibility in the County.

Policy ED-4(b)(2): Citizens are informed of available services and where to find them.

Policy ED-4(b)(3): Ensure that adequate staffing is available to deliver government services in a timely manner.

Objective ED-4(c): Support business organizations and community involvement

Policy ED-4(c)(1): Support the establishment, improvement, and continuation of a the Chamber, Development Association and Business Improvement District.

Policy ED-4(c)(2): Continue exchanging dialogue through the City sponsored Mayor's Development Team, which includes members from the Chamber, Development Association, Superior Business Improvement District, Douglas County, and the City of Superior.

Objective ED-4(e): Comprehensive plans are consistent throughout region

Policy ED-5(e)(1): Work with surrounding jurisdictions to ensure compatibility in border regions.

Goal ED-6: Encourage redevelopment

Objective ED-6(a): Redevelopment of brownfields and blighted areas

Policy ED-6(a)(1): Provide incentives for developers to rehabilitate brownfields and blighted areas, making them more desirable.

Policy ED-6(a)(2): Continue to make use of State and Federal grant opportunities for cleanup of developable properties.

INTERGOVERNMENTAL COOPERATION

Goal IC-1: Government is available to serve all citizens.

Objective IC-1(a): Contact is effective and timely.

Policy IC-1(a)(1): Each citizen has access to government services.

Policy IC-1(a)(2): Each local unit of government has an Internet presence with a link to any unit with jurisdiction within the local unit.

Objective IC-1(b): Citizen participation is encouraged and is utilized in decision-making processes.

Policy IC-1(b)(1): Plan implementation will involve citizens.

Policy IC-1(b)(2): The Common Council of the City of Superior will effectively communicate with constituents.

Policy IC-1(b)(3): Provide forum for citizen comments.

Objective IC-1(c): Comprehensive planning is implemented and enforced consistently across jurisdictions.

Policy IC-1(c)(1): Each plan meets state statute for comprehensive planning elements.

Goal IC-2: Communication between local units of government is routine and productive.

Objective IC-2(a): Joint planning should occur when considering cross-jurisdictional developments

Policy IC-2(a)(1): Coordination between entities is common and routine.

Objective IC-2(b): Conflicting viewpoints are managed through a written conflict resolution process.

Policy IC-2(b)(1): A conflict resolution process is in place.

ACTION: Work with local units to establish a written conflict resolution policy.

Objective IC-2(c): Local units of government have final control of policy development within their jurisdiction.

Goal IC-3: Intergovernmental agreements foster shared services.

Objective IC-3(a): Local units of government work together to develop ways to plan and administer services across boundaries.

Policy IC-3(a)(1): Local units communicate with nearby entities.

Objective IC-3(b): Cost benefits and efficiencies are considered when discussing shared services.

Policy IC-3(b)(1): Emergency response facilities and equipment are located throughout City to offer best response times.

Policy IC-3(b)(2): Public facilities are located to best serve the local residents.

Policy IC-3(b)(3): Local units routinely coordinate road work.

ACTION: Encourage sharing of equipment, materials and/or personnel between local governmental units

ACTION: Timing of road work is coordinated to reduce unnecessary delays along traffic routes.

Policy IC-3(b)(4): Share services, equipment, personnel or other resources where possible

Objective IC-3(c): Partnerships are strengthened to promote better local services.

Policy IC-3(c)(1): Agreements are fostered to improve services between adjoining units.

ACTION: Existing agreements between the City and other entities are routinely reviewed.

LAND USE

Goal LU-1: Balanced integrity of private property rights with the interests of the community.

Objective LU-1(a): Consistency in requirements

Policy LU-1(a)(1): Review existing policy at multi-jurisdictional level.

Objective LU-1(b): Compatible and complimentary uses in close proximity to one another as reflected in community goals.

Goal LU-2: Planned growth

Objective LU-2(a): Collaboration between units of government, businesses developers, citizens and organizations embracing cultural and socio-economic diversity.

Policy LU-2(a)(1): Support mixing of compatible and complimentary uses in close proximity to one another as reflected in community goals.

ACTION: Encourage in-fill development on lands that are vacant, blighted, or underutilized. "In fill" is to be acknowledged as development in the existing area of infrastructure.

Lead(s): Local municipalities, planning commissions, Superior -Douglas County Development Associations

Timeframe: March 2010

Objective LU-2(b): Flexibilities in requirements are explored.

Policy LU-2(b)(1): Research intergovernmental land use policies and requirements used in other jurisdictions.

Policy LU-2(b)(2): Update, develop and enforce land use controls through zoning ordinance and subdivision regulations that promote compatible land use patterns throughout the county.

Policy LU-2(b)(3): Evaluate current ordinances to assure consistency with City of Superior Comprehensive Plan

Goal LU-3: Transportation maintains natural resources

Objective LU-3(a): Efficient modes of transportation.

Policy LU-3(a)(1): Provide a transportation system that compliments the natural resources by avoiding environmentally sensitive areas and utilizing energy efficiently.

Policy LU-3(a)(2): Minimize development in areas that are likely to be required to meet transportation needs in the future. Develop bus route transportation corridors.

Goal LU-4: Balance economic development and environmental impact.

Objective LU-4(a): Encourage development within areas that have municipal infrastructure

Policy LU-4(a)(1): Identify needs of local business and industry in economic development.

ACTION: Evaluate the size, location, and proposed use for all commercial and industrial developments.

Objective LU-6(b): Avoid development in close proximity to environmentally sensitive areas.

Policy LU-6(b)(1): Avoid development including roadways, driveways, and buildings on steep slopes .

Policy LU-6(b)(2): Encourage developers to preserve open space and sensitive environmental areas.

PLAN IMPLEMENTATION

Goal I-1: Implement the City of Superior Comprehensive Plan Update

Policy I-1(a): Coordinate the implementation of plan elements

Policy I-1(b): Integrate the comprehensive plan into the decision-making process of the city and other local governmental units

Policy I-1(c): Maintain the plan as a “living document” that must be responsive to the changing needs of the city.

Policy I-1(d): Utilize available programs, including those identified within the various elements of the comprehensive plan, as needed to achieve plan objectives.

Policy I-1(e): Achieve and maintain a process for review and action on zoning/land use applications that is coordinated between the city , county and towns.

Policy I-1 (f): Coordinate City, County and Town plan implementation efforts.

Policy I-1(g): Continue to seek public participation and involvement throughout the plan implementation process.

Policy I-1(h): Promote intergovernmental cooperation throughout the plan implementation process.

Policy I-1(i): Utilize the recommended conflict resolution process (or other mutually agreed upon process) to resolve future conflicts related to implementation of the comprehensive plan.

Goal I-2: Ensure that all future development and/or redevelopment within the City of Superior occurs in accordance with the provisions of the Comprehensive Plan.

Policy I-2(a): Rely on the comprehensive plan recommendations in making decisions with respect to future development and redevelopment

Goal I-3: Review, revise, or create the regulatory ordinances necessary to ensure consistency with the comprehensive plan and implementation of the objectives, including zoning ordinances, land division ordinances, and official mapping ordinances.

Policy I-3(a): Identify and correct inconsistencies between county ordinances, regulations and the comprehensive plan

Goal I-4: Reevaluate the comprehensive plan on a regular basis (a minimum of once every ten years) to ensure that it continues to accurately reflect current conditions and City and local community objectives.

Policy I-4(a): Continue to monitor plan progress and ensure that the plan remains relevant

Policy 1-4(b): Adjustments to this plan should be made as required by changing conditions

Policy I-4(c): Conduct annual plan progress review

Policy I-4(d): Ensure continued public participation in the plan review and amendment process

Implementation Strategies

The strategies to implement the policies are organized as follows:

- Land use policies and strategies,
- Housing policies strategies,
- Public facilities policies and strategies
- Historic Preservation policies and strategies
- Urban Design and Community Image policies and strategies
- Economic development policies and strategies
- Transportation policies and strategies

Superior is:

- *A community of neighborhoods.* These neighborhoods provide a unique opportunity to enhance community and individual lives. The Comprehensive Plan promotes neighborhood and the enhancement of the existing neighborhoods.
- *A community in economic transition.* The plan provides a new paradigm that bases economic development on the idea of "competitive advantage". The plan sets forth a course for the community to enhance its competitive advantage.
- *A shopping area.* The plan defines the various types of shopping areas and provides a direction to enhance the various areas. The plan emphasizes a tourist oriented shopping and living area adjacent to the harbor.
- *A community adjacent to one of the world's most natural wonders.* The "power of place" created by Lake Superior offers the community many unique and even rare environments. This plan recognizes the power of the lake and other natural elements. It provides direction to create and enhance the community by capturing the "power of place" of these world class elements.

The following are the policies and Strategies to Implement the Policies adopted by the City Council:

Land Use Policies and Strategies

- *It is the policy of the City of Superior to plan new traditional neighborhoods and to enhance existing viable neighborhoods.*

Strategies for new traditional neighborhoods:

- Develop traditional neighborhood design standards which require:

- a) 50 foot lot frontage.
- b) 6,000 square feet lot area.
- c) Streets with a 66 foot right-of-way.
- d) 25 foot clear front yard without parking except in paved driveways,
- e) 14-foot aggregate side yard setback.
- f) 25-foot rear yard setbacks clear of any structures except a garage,
- g) 3 stories or 40 feet is the maximum building height.
- h) A minimum of 2 off-street parking spaces including a one car garage for single family and appropriate parking spaces for multi-family.
- i) Sidewalks on both sides of collector and arterial streets and one side of local streets.
- j) Boulevard plants behind the sidewalks on private property.

- Enhancing neighborhoods centers;

- A. Neighborhood centers focus on a park, government building, shopping area or school.

The neighborhood centers are:

- a) **Allouez** - in the vicinity of 40th Ave and 2nd Street.
- b) **East End** - 5th Street and 22nd Street,
- c) **South End** - 58th Street and Tower Ave.
- d) **North End** - Winter and Tower Ave.
- e) **Central** - Central Business District.
- f) **Billings Park** - Iowa and 19th Street.

- B. New residential subdivisions relate to the neighborhood centers.
- C. Priority is given to the public spaces and to the appropriate locations of civic buildings within the neighborhood centers.

Residential planning objectives:

A. Living Area 1:

1. Dwelling units per acre of 1 to 2.5
2. Provide 834 new and infill residential acres.
3. Use to interface with environmentally sensitive areas.
4. Provide middle to upper income housing with scattered site affordable housing.

B. Living Area 2:

1. Dwelling Units per acre of 3.0 to 5.0
2. Provide 650 new and in fill residential acres.
3. Maintain character of existing neighborhood.
4. Extend existing neighborhood to new development.

C. Living Area 3:

1. Maintain character of existing neighborhood.
2. Provide 97 new and in fill acres of new residential development.
3. Dwelling unit per acre of 6 to 10.

D. Living Area 4:

1. Provide new townhouses and multi-family housing on waterfront properties, in Billings Park, East End and Allouez.
2. Provide higher density infill and new housing near the central business district
3. Provide 300 new and infill residential acres.
4. Dwelling units per acre of 11 to 12.

Staged Growth Areas:

- A. Schedule public infrastructure improvements based on maximizing the existing infrastructure.
- B. Maintain a low housing density in stage growth area-6 until sewer is available by:
 - Creating a "holding density" of one housing unit for every ten acres.
 - Require concept plans for each development that emphasize efficient use of the land while planning for the extension of sewer at a future date (Ghost platting).

Neighborhood planning objectives for new development:

A. Allouez/Itasca Neighborhood

1. Include middle to upper income multi-family dwellings around St. Croix Street near the Allouez Bay to replace the Trailer Park.
2. Strengthen the small commercial area as neighborhood center.
3. Provide a new park south of the Nemadji River.
4. Limit the industrial areas and protect those areas from residential encroachment.

B. Central Neighborhood

1. Provide high density (LA4) between the Superior Senior High School and the Mariner Mail.
2. Provide high density (LA4) along both sides of Tower Ave on 33rd Street just north of the Hospital.
3. Provide high density (LA4) along the east side of Tower Ave on 39th Street, south of the Hospital

2. Provide high-end low-density (LA 1 and LA2) housing adjacent to the Municipal ForestProvide high-end low-density (LAI) housing, overlooking the St. Louis River in the south part of Billings Park.

North End Neighborhood

1. Stabilize this neighborhood by removing conflicting land uses and trench routes
2. Maintain existing density of LA3 (6-10 units/acre)
3. Concentrate home ownership programs into this neighborhood

Strategies for existing traditional neighborhoods:

- Traffic calming (see Transportation Section of The Comprehensive Plan).
- Improve traditional design standards including 50 foot lot frontage.
- Enhance the public center of the neighborhood (i.e. a park, school, or shopping area.)

- Provide decorative street lighting.
- Set up community policing
- Maintain density levels for the existing neighborhoods

Neighborhood Planning Objectives

e) Central

1. Maintain low and medium housing around the University.
2. Expand the University east toward the railway,

f) Billings Park

1. Maintain low density housing adjacent to the Municipal Forest.
2. Maintain high density housing around the park on New York Ave.
3. Maintain low density housing in the central area of Billings Park,
4. Slightly expand the neighborhood commercial area

It is the policy of the City of Superior to manage the City's unique land and water resources to preserve and enhance those resources, thus enhancing the community as a place to live, work and visit.

Strategies:

- Utilize existing frail corridors for all current recreation trail use with the following considerations:
 - a) If necessary, re-route trails around planned SAMP mitigation sites,
 - b) If additional trails are to be developed within the designated Natural Area, consult with WDNR Natural Area Section for assistance.
 - Allow for permitted existing recreational activities to continue within the Municipal Forest.
 - Allow motorized recreational vehicles on recreational trails only in the winter.
 - Develop and provide for limited, hard surface, handicapped access to some unique environmental areas within the Natural Area.
 - Improve access to Wisconsin Point.
 - Encourage recreational activities such as hiking, and beach activities on Wisconsin Point.
 - Provide a trail on Wisconsin Point.

It is the policy of the City of Superior to protect and preserve the natural environment by avoiding high value wetlands, steep slopes, floodplains, and

other environmentally sensitive areas. The City considers these natural elements as amenities to be preserved whenever possible.

Strategies:

- Restrict all development from areas in the 100-year floodplain area.
- In waterfront locations, encourage only land uses that are incorporated with the waterfront; such as port and harbor facilities, water and sewage treatment plant, marinas, retirement housing, commercial and recreational activities.
- Prohibit development on steep slopes.
- With the exception of isolated low density housing, allow primarily forestry and recreational activities within the forested areas.

It is the policy of the City of Superior to manage the coast of Lake Superior to enhance access to Lake Superior and improve water quality.

Strategies for managing the coast:

- To provide for greater open space, cluster future residential lots around available wetlands and along the waterfront.
- Provide view protection so that the houses are not visible from the water's edge.
- Improve and update the port facility.
- Maintain commercial areas in the harbor.
- Preserve Allouez Bay as a natural preserve area.

Strategies for enhancing access:

- Provide areas which give a greater view of the waterfront.
- Provide lookout areas to provide greater access to the water.
- Provide facilities designed for active enjoyment of the water.

Strategies for improving water quality:

- Educate riparian owners on the need to maintain their waterfront property.
- Enforcement of codes that require a strict level of maintenance of waterfront property and structures including Best Management Practices.
- The city must maintain its share of the waterfront.
- Selectively clear structures that cause waterfront deterioration.
- Acquisition of blighted area so the land can be used for redevelopment of planned uses.

It is the policy of the City of Superior to encourage new residential development for middle and upper income families, whether in existing neighborhoods or new residential developments.

Strategies for existing neighborhoods:

- Limit the supply of available multifamily development.

- Rehabilitate existing blighted homes.
- Provide decorative street lighting.
- Organize community policing.
- Rehabilitate existing parks.
- Diversify low and moderate income housing units to all neighborhoods except the north end.
- Preserve older homes for their historic value and neighborhood character.
- Reduce conflicting land uses by providing landscaped buffers and transitional land uses between the conflicting land uses.
- Provide traffic calming measures (see Transportation section of the Comprehensive Plan).

Strategies for new neighborhoods:

- Encourage high valued-low and medium density (LA2 and LA3) housing around local amenities, such as, the Nemadji Golf Course and the Nemadji River along Scharte Ave and Bardon Ave.
- Provide luxury housing on Barkers Island.
- Provide townhouses and apartments that overlook the St. Louis River.
- Provide high valued-low density housing adjacent to the Municipal Forest.
- Encourage new residential development near the Nemadji Golf Course.

It is the policy of the City to encourage in-fill development in existing neighborhoods.

Strategies:

- Prioritize growth to occur within the Staged Growth Areas.
- Support a transit system focused on the CBD.
 - a) Construction of new transit stops.
 - b) Bus pullouts in new neighborhood centers.
- Provide tax incentives using TIF to developers to redevelop areas in existing neighborhoods in the central city areas.
- Upgrade available infrastructure in re-developable areas to encourage development.
- Remove obstacles created by government.
 - a) Reduce delays in project review.
 - b) Zoning Code revisions.
- Create neighborhood support for land-use infilling.
 - a) Review meetings.
 - b) Special procedures.
 - c) Area targeting.
- Address market weakness or uncertainty.
 - a) Demonstration projects.

- b) Maintenance and rehabilitation. Increase
 - Land Availability.
 - a) Land Swapping.
 - b) Tax forfeit parcels.
 - c) Land banking.
 - d) Use state and federal assistance.

It is the policy of the City of Superior to plan specific areas of the City primarily for residential land uses.

Strategies:

- To maximize the quality of life for residents, plan future residential developments around the waterfront as well as the forested areas.
- Avoid planning residential areas adjacent to industrial/commercial uses.
- Provide parks and trails in residential areas.
- Connect trails system to the commercial areas to enhance easier community access.
- Prevent non-compatible land uses from developing adjacent to residential areas.
- Eliminate the tendency for through-traffic in residential areas.
- To provide a buffer from single family areas, provide transitional uses such as offices or multi-family developments.

It is the policy of the City of Superior to increase density in specified areas of the City.

It is the City policy to coordinate housing, shopping and employment locations, so that residents have convenient access to employment opportunities.

Strategies:

- Provide bike and walking trails that connect residential areas with commercial areas.
- Make public transportation available in residential areas, especially near senior housing.
- Coordinate the projected school enrollment with the number of children who can walk or bicycle to it from their homes.
- Provide a range of housing types that will allow a diversity of residents.
- Allow for expansion of the neighborhood commercial centers.

It is the policy of the City of Superior to develop and revitalize the downtown area.

Strategies:

- Permit higher density housing adjacent to the downtown area.
- Develop a cultural center in the downtown.
- Install traffic calming devices and parking along North Tower.
- Provide streetscape improvements.
- Encourage design guidelines for historic structures.

- Require feasibility studies and reasons for all proposed shopping center requests which are not located downtown.
- Provide additional green space in the downtown area.
 - a) Install plantings that provide texture and shade.
 - b) Provide historic gardens.
 - c) Add tree-lined median or safe zone.
 - d) Provide screening.
 - e) Preserve existing green spaces.
- Use the historic arch as a unifying theme for the district.
- Lighting:
 - a) Choose a consistent historic style.
 - b) Establish 1880s theme as symbol of Superior's history
- Streetscape:
 - a) Maintain a 'great wide way' image.
 - b) Create wide sidewalks.
 - c) Improve parking on Tower Ave. and within the downtown area.
 - d) Develop tree-lined safe zone.
 - e) Provide a historic street car/trolley car tours within the downtown area.
 - f) Street lights at critical intersections.
- Signage:
 - a) Develop uniform design.
 - b) Develop uniform historic theme.
 - c) Create uniform sign code.
 - d) Create image.
 - e) Provide historic building plaques.
 1. Date of birth.
 2. Original owner.
 3. Neighborhood location.
 4. Brief description.
 5. Include original pictures if possible.
 6. Unifying theme on plaque.

It is the policy of the City of Superior to plan specific areas of the City primarily for commercial land uses. These areas are described as follows:

- *Mariner Mall and South Tower Ave. as a regional shopping area.*
- *Downtown as an entertainment center, service oriented center, and community commercial center.*
- *Provide tourist specialty areas at selected locations along the waterfront, particularly in the east end.*
- *Neighborhood centers as convenience shopping areas within the various neighborhoods.*

- *Corridor commerce activities and institutional uses with strong design elements, especially along Tower Avenue and Belknap Street.*

Strategies for Downtown:

- Provide support for the development of high-density life cycle housing near the Central Business District.
- To conform to an historic theme, create design guideline for the facades of all downtown's buildings.
- Top priority should be given to the downtown area when selecting sites for shopping areas.
- Provide additional joint-use parking areas within the downtown area so as all the major downtown sites will not be more than 5 minutes walking time away.
- Focus and improve the public transportation system to serve the downtown area.
- Support the idea of the hierarchy of commercial centers.
- Discourage the development of competing shopping areas, which might damage the growth of the Central Business District.

Strategies for Neighborhood Centers:

- Increase the size of neighborhood centers to one full block thus creating a transition between the center and residential neighborhoods.
- Expand the East End Business District to 2nd Street.
- Create design standards for each center intended to make it the center focus of the individual neighborhoods.
- Encourage the revitalization of the commercial businesses.
- Create public spaces for future neighborhood events and gatherings.
- Focus community activities toward the commercial center.

It is the policy of the City to accommodate development of commercial land use within its boundary.

Strategies:

- Promote commercial uses along Tower Ave extending down to N. 52nd Street.
- Provide for commercial expansion around the Mariner Mall.
- Provide commercial uses on Barkers Island.
- Provide commercial uses on the southwest side of Bong Bridge and on the west Side of the railroad.
- Provide commercial uses related to a tourist theme along Lake Superior and abutting Hog Island.
- Create design guidelines for commercial uses along harbor.
- Provide commercial uses in the Central Business District from Oakes to Cummings Avenue.

It is the policy of the City to accommodate an additional development of new business park and industrial land within its boundaries.

Strategies:

- Prohibit new industrial developments from being placed adjacent to residential areas without specifying development restrictions,
- Provide improved access from residential areas to the Business Park and industrial businesses.
- Protect business parks and surrounding areas by providing 100' setbacks from adjacent residential areas.

It is the policy of the City of Superior to plan specific areas of the City primarily for industrial land uses. These areas and their primary functions are as follows;

- Port, warehousing, assembly, transfer, and heavy manufacturing on the waterfront in the area between the Bong Bridge and the sewage treatment plant.
- Mix manufacturing, assembly, warehousing, and office in the interstate Industrial Park 8
- Transportation-related, manufacturing, assembly, office and related uses in the air business transportation research park adjacent to the airport.
- Distribution and refining within the East end.

Strategies;

- Revitalize the harbor area from the Bong bridge to the sewer treatment plant:
 - Promote innovative loading and shipping methods to revitalize the abandon elevators.
 - Create a product distribution business park near the Bong Bridge.
 - Develop Connors point with related businesses.
- Revitalize the ship yard.
- Provide Industrial uses north of the Nemadji River from the Nemadji Golf Course to E. 11th Street.
 - Provide Industrial uses south of the Nemadji River from City Limits to E. 8th Street.

If is the policy of the City to define its industrial land uses and to protect those land-uses from encroachment by non-compatible land uses.

Strategies:

- Ensure that those industrial areas, which require expensive public service facilities, are restricted to areas where these facilities exist or can be provided at a minimum cost.
- Restrict housing near the planned industrial areas.
- Protect industries from other encroaching land uses.
- Provide 100' setbacks from adjacent residential areas.

It is the City policy to protect the commercial transportation corridors from incompatible land uses.

Strategies:

- Prohibit residential or public uses from the commercial transportation corridors.
- Provide the necessary infrastructure to support high levels of traffic volume.
- Protect industries from other encroaching land uses.
- Provide 100' setbacks from adjacent residential areas.

Housing Policies and Strategies

To include a variety of homing types and housing values to accommodate a city of all income levels and stages in the life cycle.

Strategies:

- Promote traditional neighborhood design to provide a variety of housing types.
- Promote the preservation and rehabilitation of the existing housing supply,
- Amend the zoning and subdivision regulations to facilitate new affordable and life-cycle housing development

To work with the private sector to provide housing for a growing population of older people.

Strategies:

- Allow shared or congregate housing among unrelated individuals over the age of 60.
- Encourage standard apartments to congregate dining and services, assisted living, and nursing home components into a campus-like setting.
- Sponsor a neighborhood demonstration program of shared services to help older people to remain in their homes. This will include:
 - Joint contracting for lawn mowing, snow shoveling, and exterior maintenance services.
 - Possible joint contracting for in-home services, as needed by the older residents.
 - Encourage co-operative relationships between older and younger neighborhood residents, such as trading babysitting for lawn mowing duties.
- Promote other programs that will allow older people to remain in their homes as long as possible, including:
 - Home-delivered meals, groceries, prescriptions and other necessity items.
 - Chore services, interior and exterior.
 - Home health services.
 - Transportation services.

To encourage the development of additional higher-density housing near the downtown, and upper-level housing space above commercial uses.

Strategies:

- Increase the residential densities near the downtown.
- Work with the downtown business owners to coordinate commercial and residential uses that will complement each other.
- Plan for housing for all ages and income levels, including housing affordable to lower-income households, as well as middle and upper-income, luxury housing close to the services and amenities of the downtown area.
- Use federal or state funds, including Community Development, historic preservation, tax credits, revenue bonds, and several Wisconsin Housing and Economic Development Authority or Department of Administration programs to improve the economic feasibility of downtown housing developments.

To encourage the development of seasonal housing to strengthen Superior as a retirement, vacation and recreational destination.

Strategies:

- Locate retirement housing, including high-amenity units, near natural amenities.
- Encourage developers to build or upgrade housing near natural amenities.
- Combine private housing development/improvement with a public information campaign to market the housing and the features of the location,
- Promote mixed-use retirement housing near Barkers Island.

That housing for lower-income people will be located throughout the community, rather than concentrated in a few lower-income areas of the city.

Strategies:

- Develop new housing affordable to lower-income people throughout the City, rather than only near existing concentrations of lower-cost housing.
- Avoid developing additional affordable housing in Census tracts and blocks identified as having concentrations of low-and-moderate income households (North End).
- Assist lower-income residents of concentrated areas to find affordable housing in non-concentrated areas, if desired, using Section 8 certificates or other assistance.
- Redevelop low-income concentrated areas that offer a greater economic mix of housing and residents.
- Locate lower-income housing near transit, employment, and other services.
- Work with established neighborhood groups, churches and other organizations to build support for affordable housing in middle- income neighborhoods.
- Provide residential lots to individuals and developers who will construct middle to upper-income housing in the North End.

To include people with physical disabilities as members of the community.

Strategies:

- Provide public accessible housing funds toward a variety of locations and housing types, including large complexes with specialized services and individual units mixed throughout the community.
- Work with local agencies and rental agents to assist the marketing of these accessible units

To require an energy-efficient housing supply.

Strategies:

- Each year, use federal, state, local and private funds to weatherize as many single-family and multi-family units as possible.
- Work in cooperation with Superior Water Light and Power Company to identify housing units for weatherization. This program would be based on houses that generate high utility bills.
- Consider housing rehabilitation funding to code items that improve the house' energy efficiency, such as new windows and/or insulation techniques

Park and Recreation Policies and Strategies

To strive to ensure that each neighborhood has sufficient park acreage and recreational facilities in locations that provide convenient and safe access.

Strategies to Accomplish the Policies:

- Increase public and private support for the park system.
- Increase voluntary labor in park improvements, landscaping efforts, and recreation programs.
- Increase private and corporate financial donations for park and recreation system improvements.
- Improve public awareness of the contributions of the park and recreation system improvements.
- Involve park system user groups and individuals in the ongoing planning and budgeting for the park and recreation system. Explore cooperative arrangements with interested neighborhood groups.
- Acquire additional parcels of land, which are intended to become part of the City of Superior's park system. Potential park locations are as follows:
 - East-end neighborhood a 10-acre "neighborhood" park located adjacent to the Nemadji River Corridor, on the north side of 39th Ave.
 - Demolish the Loon's Foot landing ore dock and replace it with a public marina.
 - Create a Nemadji River corridor park on city-owned property.
 - South-end and Belkamp Park neighborhood - An 8-10 acre "neighborhood" park located in the municipal forest.
 - Two recreational water accesses to the Nemadji River.
 - Increase the size of Central Park to include a trail corridor onto city-owned property.

- Increase the size of the East End tennis court area on city- owned property.
- Create winter activities park at Nemadj Hill
- Enlarge the Municipal Forest to include some of the city-owned property in South End neighborhood and Belkamp Park neighborhood.
- A "Neighborhood" park designation suggests the following activities/facilities:

Intensive recreational activities, Baseball and Softball diamonds, Tennis courts, Soccer and football fields, Ice- skating rinks. Crafts facilities, Playground equipment, Picnic area, May include ornamental or natural areas for passive recreation.

- Joint Use facilities for community centers including:
 - Billings Civic Center.
 - North end Civil Club
 - South Superior - Civic Club
 - East end, Itasca and Aliouez Winter Garden adjacent to the Bong Memorial.

To provide recreational opportunities by cooperating with other facility providers in sharing agreements whenever possible.

Strategy to Accomplish the Policy:

- Aggressively seek alternative sources of support.

Sources include:

The Superior School District

Local Universities:

University of Wisconsin-Superior

Wisconsin Indian Head Technical College

Douglas County

The State of Wisconsin;

Department of Natural Resources

Department of Transportation

Northwest Regional Planning Commission

The U.S. Army Corp of Engineers

The U.S. Department of the Interior

Parks, Fish and Wildlife Service

Interest groups and clubs:

Snowmobilers

Cross-country skiers

Bicyclists

Superior Women's Club

Chamber of Commerce, Scouts, YMCA

Neighborhood Residents Groups:

"Adopt-a-park"

Billings Park Civic Club

Bong Memorial

Local and Regional corporations and foundations

- Accomplish a regular series of handsome physical improvements.
- Emphasize efforts on a specific physical improvement project.
- Continue to raise the quality of park maintenance.
- Install an attractive sign at each park.
- Use city logo with a maritime theme.
- Create beautifully landscaped "gateway" features.
- Sponsor events.
- Share facilities and programs

To improve park facilities accessibility for handicapped persons.

Strategies to Accomplish the Policy:

- Increase handicapped parking at convenient park access locations.
- Install specialized play equipment.
- Remove dangerous play equipment.
- Provide park accessibility for the following elements:
 - Trail system.
 - Benches.
 - Picnic tables.
 - Drinking fountains.
 - Recreational facilities.
 - Provide accessible observation areas.
 - Consolidate play equipment areas.
 - Specialized waterfront and beach access.
 - Sidewalks with curb cuts and ramps.
 - Improve night lighting.
- Develop specialized adult and youth programs.

To rehabilitate existing parks and facilities.

Strategies to Accomplish the Policy:

- Parks and playfields that require attention are:
 - Billings Park.
 - Nemadji Picnic Area.
 - Barkers Island.
 - Municipal forest Facility.
 - Various playlots.
- Resurface one tennis court per year.

- Modernize ball field lighting.
- Make waterfront fountain improvements.
- Modernize lighting and ice-skating shelters for Pattison and Bryant skating areas.
- Field and lighting improvements at North 58th Street and Le Baert playfield.
- Wade Bowl improvements,
- Survey recommendations from the park's user groups.
- Improve the following characteristics of the park system:
 - Provide consistent park identification signs.
 - Install new play structures.
 - Resurface basketball and tennis courts.
 - Remove dangerous play equipment.
 - Protect park ecology.
 - Install new benches, picnic tables, and litter receptacles.
 - Install new landscaping.
 - Provide waterfront improvements.
 - Pave and stripe parking lots.
- Improvements to be spread equally between all the neighborhoods of the city.
- Community's most urgent park and recreation needs should be addressed first, such as:
 - Remove dangerous equipment, such as climbers, pull-up bars, and spinning tides.
 - Paint swing and slides.
 - Install benches and identification signs.
- Specific park improvements include:
 - Construct a small-craft launch dock and parking area on St. Louis Bay near 28th St.
 - Maintain Hog Island as a natural county owned area.
 - Build observation points and a pedestrian trail system onto Conner's Point.

To manage the Superior Municipal Forest and Wisconsin Point as a unique ecological, recreational, natural open space resource that provides a variety of active and passive recreational and educational activities and preserves an area of geological diversity and natural wildlife habitat, as appropriate for a state designated natural area.

Strategies to accomplish the Policy:

- Continue to improve the recreational and educational activities of the Municipal Forest by augmenting the public's awareness of the park's natural beauty.
- Develop a K-1 2 Environmental Education Center within the Forest. This Center could include rental facilities, an open-air amphitheater, an expanded trail system and a full time ecologist.
- Retain public ownership of the Forest and prevent future commercial residential development.

- Enhance wildlife and reforestation, this would include the protection of existing animal species and biologically unique areas.
- Encourage rustic camping in the Municipal Forest by providing primitive campsites, which could include a fire pit, a trash receptacle, and a designated area to "set-up" camp.
- Additional trail corridors could include the following:
 - Hard surface biking.
 - Nature interpretive trail.
 - Control Access for:
 - Vehicles.
 - Boats - motorized and non-motorized.
 - Parking and trailheads.
- Provide additional visual access points by:
 - Developing scenic overlooks.
 - Providing selective tree/shrub cuttings to open and maintain significant view sheds.
- Special Management Zones:
 - Protect sensitive wetland sites.
 - Designate critical ecosystems as a WDNR Natural Areas.
 - Identify endangered resources.
 - Limit timber management.
 - Preserve the ecosystem

To provide or improve walking, hiking, and street connections between different neighborhoods and between neighborhoods and the waterfront.

Strategies to Accomplish Policy:

- Expand the bicycle and pedestrian trail system.
 - Designate streets as bicycle trails.
 - Paint bike lanes along the streets shoulders.
 - Wide paved shoulders of arterial roads.
 - Off-road paved trails.
- Protect the quality of the existing trails.
- Assist in the extension into the City of Superior of the Tri-County Trail and the Wisconsin-Minnesota State Trail.
- Improve and lengthen the Municipal forest trail system.
- Link the Eastern and Western Waterfront to the urbanized portions of Superior.
- Construct new trails within the following areas.
 - East-End Neighborhood, specifically along creek near 25th Avenue E.
 - Conner's Point trail.
 - Planned Allouez bay front trail.
 - A pair of links across the railroad tracks to connect neighborhoods, parks, and schools.

- A paved trail where a line of the Chicago-Northwestern railroad runs through the East End, Central Park, and Wade Bowl neighborhoods eventually connecting to Conner's Point.
- A trail from Central Park to the Waterfront via 4th and 6th Ave.
- Safer sidewalks.
- Wider sidewalks
- Sidewalks on both sides along the City's urban arterial and collector streets.
- At least a sidewalk along one side of all local streets.
- Publicize the extent of the City's trail system.
- Educate community about the benefits of using alternative modes of transportation
- Separate pedestrian and vehicular traffic.

To Improve the Urban Forest,

Strategies to accomplish the policy:

- Increase street tree stocking levels.
- Provide education to the public and the forestry staff on the importance of street trees.
- Monitor the street and park tree inventory for disease and damage.
- Maintain the street and park tree inventory

Public School Strategies School Location and Site Strategies

It is the policy of the City of Superior to encourage the delineation of service areas, which associates neighborhoods with specific schools, links elementary schools to specified middle schools, and provides a basis for planning the location of new schools-

It is the policy of the City to encourage the innovation and growth of the higher education campuses,

It is the policy of the City of Superior to protect the locations of designated new school sites.

Strategies to accomplish the Policies:

- The City of Superior will adopt an official map designating the following areas as potential locations for new public schools facilities and expansion of existing schools:

(Suggested locations; Size of area)

- Northeast of Lamborn and 28th Street: 20 Acres.
- South of 28th Street and west of Bardon : 40 Acres.
- North of Great Lakes School.

- University/WIHTC:
 - Area east of Weeks Ave., west of Fisher Ave, and north to Belknap.
 - Area east of Boundary Ave along the rail road tracks

The following is chart of generalized criteria determining school sites sizes:

Type	Service Area	Land Area	Students
Elementary	4/5 to 1 mile radius	10 acres plus 1 acre per 100 students	450-500
Middle School	Entire School District	20 acres plus 1 acre per 100 students	500-750
High School	Entire School District	40 acres plus 1 acre per 100 students	2000-2500

Historic Preservation Policies and Strategies

To reclaim, preserve and enhance historically significant sites and structures within the city.

To support and assist with private endeavors to preserve historic sites.

To strengthen the economy through incentives, which stimulate historic preservation and serve as a support to community development and business.

Strategies to accomplish the policies:

- Provide public education program on historic rehabilitation.
- Provide community education in conjunction with historic preservation
- Create the following zoning standards for historic sites;
 - Require building permit review of all identified historic sites. A
 - Adopt Secretary of Interior's (SHR) Standards for Historic Rehabilitation.
 - Parking requirements will be reduced by 30% if the site is on the National Register of Historic Places or in a Historic District.
 - Provide public education of Historic Federal Tax Credits.

It is the City policy to assure that construction and alteration on or near historic structures, sites, and districts are in keeping with the historic character to be preserved.

Strategies to accomplish the policy:

- Use Wisconsin Historic Building Code, which provides a flexible approach, to rehabilitate historic buildings using original materials,

- Use the building permit process to review any proposed alterations to any existing historically significant structures.
- Require all city departments to formally consider what, if any, effects will occur when altering an area within or near a historic site.

Economic Development Strategies

The local government's role is to increase the competitive advantage of local businesses, eventually, increasing the competitive advantage of the City of Superior. This can be accomplished by implementing the following strategies:

- Improve the quality and the availability of the educated specialized labor force, physical and technological infrastructure, and supplemental capital.
- Advocate the innovation and upgrading of businesses through rules, regulations, and incentives designed to encourage local investment and bolster competitiveness.
- Develop the skill, research capabilities, and necessary infrastructure to facilitate the process by which local clusters form and develop. By thinking in terms of clusters rather than businesses encourages companies to work closer with suppliers and customers.
- Government leaders should challenge local companies to raise their sights and to strive for greater opportunity and greater competitiveness.

Superior Competitive Advantages

- *The following policies and strategies are organized around the following four dynamic determinants: (1.) factor conditions (2.) home demand (3.) related and supporting businesses (4.) firm strategy, structure, and rivalry.*

Factor Conditions:

The Policies that relate to factor conditions are:

- *It is the policy of the City to provide specialized infrastructure for businesses to upgrade and innovate.*
- *It is the policy of the City to incorporate economic development considerations in the creation and improvement of infrastructure.*
- *It is the policy of the City to enhance telecommunications as a critical component of physical planning.*
- *It is the policy of the City to collaborate with business organizations, the School District, and post-secondary educational and training institutions.*
- *It is the policy of the City to develop and redevelop the commercial port with emphasis on its commercial/industrial aspects.*

- *It is the policy of the City to use the water both as a tourist attraction, and for domestic and international trade.*

Strategies to implement these policies include:

(1.) Improve the infrastructure in the following areas:

Transportation and General Infrastructure:

- Consolidate the infrastructure in the Interstate Industrial Park.
- Provide a new road; identify trail, and focal points in the Conners Point Business Park.
- Create a new gateway business park specializing in food transfer, warehousing, and processing adjacent to the St. Louis River.
- Create a new low use intensity industrial park in South Superior and on Hill Street South specializing in open yard production, handling, and specialized manufacturing.
- Improve uninterrupted access to business and industrial parks for trucks including oversized trucks.
- Modernize the Port facilities focusing on increasing the bulk docking and handling facilities, warehousing, large ship access and direct land access to the port.
- Provide right of way and land for private installation of redundant fiber optics and satellite communications systems.
- Retain harbor frontage in the industrial area for port activities.
- Create a high tech transportation industry research and air business park in conjunction with the University and WITC.
- Provide room for petroleum refining and handling expansion.

Barker's Island area:

- Create a port facility for cruise ships
- Stimulate the use of the island and old elevator for a tourist oriented hotel, boutique shops, and restaurant marina development.
- Stimulate other marine oriented tourist attractions that respect the unique harbor frontage and open vista quality of the area.
- Develop design standards which reflect the respect of the harbor and its uniqueness to the area.

Business Improvement District:

- Stimulate additional office development in the center of the district.
- Stimulate entertainment uses in the north part of the district.
- Create unique design guidelines that recapture the historic nature of the district.
- Improve the district's infrastructure. This would include the streetscape, transportation access and parking which is within easy walking distance to the area's businesses.
- Connect the downtown to the waterfront. This can be accomplished via a trails system, streetscape improvements (ie. streetlights, street trees, trash receptacles, and signage).

(2.) Maximize the use of the existing infrastructure:

- The street utility system was designed to accommodate a much higher intensity of land use than what exists in the area today. This existing infrastructure reduces the cost of business expansion and development when compared to other locations. The street layout provides an excellent north/south and east/west access. Up to this date, the public and utility company's capital investments in the streets and utilities have not been fully maximized.

Building Costs

- The cost of building in the area is often higher than competitive sites due to the delays associated with logistics, negotiations with community groups, obsolete zoning standards, and other governmental requirements. Although strong standards promote innovation, arbitrary and changing standards discourage innovation and upgrading. Creating high quality performance standards as a means of land use control will remove delays and, more importantly, will remove the uncertainty that the present regulatory system creates for potential investors.

Development Standards

- Although there are basic design criteria within the existing zoning ordinance, there has not been an effort to require standards related to either the public infrastructure or that of private development. The following are suggested standards:

Street lighting Standards

- All lighting of public streets throughout the area will be the responsibility of the City of Superior. The design of this system, including materials, locations, and engineering will be determined by the City of Superior.
- Specific poles and luminaires will be selected as an integral part of the lighting program. The character of the poles should be consistent with the Urban Design Framework.

Parking Area Lighting Standards

- Lighting of new parking areas will be the developers/business responsibility. The location and spacing of the lights will be determined by the developer in conjunction with the following criteria:
 - The unique characteristics of the particular site.
 - Lighting security needs.
 - And performance standards formulated by the business park, the port, the Business Improvement District, and/or the City of Superior.

- The light poles and luminaries are to be consistent with the public lighting fixtures. Luminaries should be installed at 20 to 25 feet mounting height, with downward directed lamps designed to prevent glare onto off-site properties. The design and implementation of the lighting system shall be such that it does not allow the amount of light falling onto adjacent residential districts to exceed generally acceptable standards.
- All elements of the lighting system within newly constructed parking areas will be subject to approval by the City Architectural Review Committee.

Pedestrian Walkway Lighting Standards

- The lighting of walkways not adjacent to already illuminated roadways will be the responsibility of the developers/business.
- To insure continuity of design and lighting engineering throughout the area, all poles and luminaires will be of one design. Specific standards will be selected by the City of Superior. Luminaries are to be mounted 10 to 12 feet above the walking surface.

Building Structure:

Clearly, the most significant visual impacts onto the City of Superior will be the impacts of new buildings and the rehabilitation of older buildings. Because of this it is important that design harmony and continuity be carried out throughout the area by means of several major building facades design elements. Additionally, it is essential that new buildings visually relate well to existing structures. The following design guidelines for new buildings have been compiled with consideration given to the character and the "flavor" of existing major structures.

- **Primary Building Materials**
 - These should be consistent with those presently used within the area. Generally, the building character created should be reminiscent of "warm" natural materials. These would include brick, treated concrete, and stucco.

- **Similar Facade Treatments**
 - The primary building material or materials should be consistent throughout all of the building facades. There will be few situations within the City of Superior where there will be a building rear that does not visually impact either pedestrians, persons in autos, or adjacent residential property owners. It is important to the concept of visual unity and image that the rear of the buildings are not be allowed to develop into neglected areas.

- **Color**
 - Much of the character in a commercial area is created by the accents used in building design. Colors used for exterior building materials should be those evoking a warm tone feeling. Where possible the natural coloring of the material should be used.

- **Storage**
 - The character of the area will be negatively impacted by "trashy" storage areas. All storage and trash areas should be completely enclosed. Wherever possible, the storage and trash should be within the building.

- **Security**
 - The choice of building types and the division of grounds by fences, earth berms and landscaping, should extend beyond the building entrance onto the public street and parking areas.
 - Position the barriers and entrances to clearly define the building's parking, walkways, and private property areas for the building primary users: the employers, the employees, the clients, and lastly, the customers.
 - The choice of buildings types and their positioning should develop a clear association with the building's interior and adjacent grounds.
 - Ultimately, creating defensible buildings by:
 - a) Limiting the number of secured access points.
 - b) Separating garage and parking ramp elevators in order to require a security clearance before entering the office space.
 - c) Installing television surveillance of parking and garage areas.

- d) Lobby area and security stations should be visible from the parking lot and the street.

- **Business Signs**

Exterior signs for business establishments in new buildings should be designed as an integral part of the building itself. Some primary considerations include the following:

- **Materials**
 - These should complement the overall building design. Examples of sign material, include cast bronze, cast aluminum, plastic, stone, and masonry. Backlight signs should be discouraged.
 - **Scale**
 - While signs must be readily visible from nearby walks and streets, it is also important to keep the sign sizes within good design proportions to the building itself.
 - **Placement**
 - Signs should be placed so that they relate well to all other signs on that particular building. Sign groupings and sign bands offer two good solutions to multiple signing problems.
 - Individuality in signing can be achieved through the use of emblems, colors, and letter style. The use of graphics in place of words whenever possible is encouraged.
 - Public street identification signs should relate to the area with a particular slide and graphic.
-
- **Pedestrian Amenities**
 - The following major street furnishings and design techniques should be used along pedestrian walkways. These items should be used in conjunction with the plantings, lighting, and building elements that create a "unified design theme".
 - Paving
 - While the width of the major pedestrian walkways will vary throughout the area, the minimum width should generally be 5 feet in linear locations and 8 feet along the Downtown and other retail areas. Efforts should be made to increase that width to create pedestrian plazas and courtyards. Outdoor cafe seating should be encouraged.
 - Where the walkways are on private property, the developer of new projects will be responsible for implementing these standards.

- Benches
 - The determination of appropriate seating locations will be the joint responsibility of the City and the developer. Benches should be located in outdoor areas where people might be most apt to congregate, such as, courtyards, plazas, and at intersections of the major pedestrian walks.

- Bike Racks
 - Because the wide use of bicycles is expected to continue and, eventually increase, the provision of bicycle racks is critical.

- Trash Containers
 - Containers for trash should be placed periodically throughout the area. These containers should be:
 - Easily recognizable.
 - Easily serviced.
 - It is important that a single design theme be implemented throughout the area. It shall be the responsibility of the City of Superior to install trash containers within appropriate public locations.

- Sculpture and Fountains
 - The use of sculpture and fountains is encouraged throughout the area. These should be considered within areas of courtyards and plazas.

- Bus Shelters
 - Shelters will be provided at selected bus stops and turnouts throughout the area. The DTA, with city involvement, will be responsible for the installation of these shelters. The character of the shelter shall be compatible with the area.

- Shelters should incorporate the following features:
 - Roof.
 - Walls (windbreak).
 - Bench.
 - Lighting.
 - Route and Schedule Information.
 - Public Telephone (where warranted).
 - Security device for immediate response.

- **Off Street Parking**
 - *Location:* where ever possible position parking behind buildings and especially along the major entrances of the City of Superior and the Business Improvement District.
 - *Parking bays* to be 8 ½ ' x 18 yellow or white striped bituminous. Drive isles to be 24' wide with B6 concrete curb and gutter. Perimeter trees should be 15' off center.
 - *Handicapped parking bays* to be 12 x 18 yellow or white strip. Handicapped symbol on bay at least one handicapped van bay per eight handicapped of parking bays.
 - Entrance curb cuts along public streets should be a minimum of 24' width. All buildings a minimum of 10' from the parking lot.

- **Screening**
 - All parking lots and loading areas will be screened from residential areas and the public right of way view by a landscaped earthen berm. This berm should be at least 3 feet high.

- **Landscape Islands**
 - Provisions for irrigated landscaping must be made within parking lots. Planted islands are equal in size to one parking bay (20' x 9').
 - Pedestrian pathways must be provided within larger lots directed toward the building's entrances. Pedestrian lighting shall be along this pedestrian pathway.
 - Private access streets shall be a minimum of 24' wide with no parking allowed, 9-ton design capacity, and a B6/12 curb.
 - All parking lots shall be a 4.0' minimum from sidewalk and 12.0' from any street and/or private drive. The parking lot shall be lined with deciduous trees. A sidewalk shall be placed along all streets and shall be located a minimum of 4.0' from back of curb.

- **Loading and Storage Areas**
 - Loading areas must provide clearance for truck movement and a 24' driveway isle for passing.
 - Where appropriate all storage must be within the building or enclosed within storage locker. All outside storage areas will include walls and roofs containing the same building design theme and materials which are consistent with the principal building.
 - Existing storage areas and garbage dumpsters must be entirely enclosed and made of the same material as the principle building.

Home Demand

- *It is the policy of the City to require accessible and appropriately high quality office and manufacturing space*

- *It is the policy of the City to emphasize recreational, housing, tourism and shopping aspects of the waterfront on and near Barker's Island.*
- *It is the policy of the City to require planned industrial and business parks to create synergism, reduce costs and improve the economic development of the community.*
- *It is the policy of the City to protect and enhance its air and surface transportation system*
- *It is the policy of the City to encourage the regional industrial facilities to take advantage of new innovations in warehouse facilities and trade opportunities.*

Strategies for retaining, recruiting, and improving business in respect to home demand are:

- Increase the businesses' incomes by increasing the number of households in the community.
- Transportation clusters create an increase in home demand. Businesses, which relate to the transportation cluster, have the advantages of location and logistics not enjoyed elsewhere within the region.
- Emphasizing the character of the home market provides the opportunity for innovative businesses. This innovation can take several forms, the following is a list of possible opportunities:
 - The expansion of a business which anticipates the advances and changes within the transportation industry.
 - A business which becomes the under service of other businesses within the trade area.
 - An entrepreneur who takes advantage of the saturation of other market areas and/or the consumer from outside of the area.
 - A business which can support or relate to the major business clusters within the City of Superior.

Strategies to improve the home demand:

- Stimulate early demand for a product and service by providing incubation that relates to the transportation cluster.
- Require tough standards for businesses to remain in the incubation process.
- Require higher education standards.
- Develop local regulations that encourage business innovation and designed to stimulate growth. All these regulations should be guided by the following standards:
 - Standards of performance rather than operations.
 - Understandable and specific standards.
 - Strong standards.
 - Stable standards.
 - Enforced in a uniform, clean, and open manner.

Airport Policies

- *To expand the Richard I. Bong Memorial Airport and related transportation facilities.*

Strategies to accomplish the policy:

- Provide improved amenities which enhance the attractiveness of transit system:
 - Improve map and the informational systems for better clarity and easier use.
 - Increase pass purchasing options through a “smart card” system.
 - Improve the availability of a customer complaints system.
 - Upgrade bus stop signs and shelters.
 - Expand pass user options by implementing “smart card” passes with magnetic strips or a contact-less format.
 - With federal funding assistance, implement an automated vehicle location system (ITS) for customer information and enhanced driver performance within the next two years.
- *To improve coordination of the Downtown Transfer Center at Tower and 14th Street with the entire transit system.*

Strategy to accomplish this policy:

- Pedestrian street crossing needs to be enforced for a safe connection between hubs within Downtown Superior.
- *To retain a fixed route transit system during peak hours, while converting to a Dial-a-Ride service during off-peak times on portions of the system serving the Downtown Transfer Center.*

Strategy to accomplish this policy:

- Initiate a demand responsive operation within the next two to five years using a dial-a-ride service during off-peak time.
- Focus efforts on marketing to increase the ridership before extensive implementation of other changes.
- *To evaluate new development based upon the potential for ride sharing, bus accessibility, carpool preferential parking, and mixed use development.*

Strategy to accomplish this policy:

- Provide education and promotion of livable community policies to the general public and city government, while continuing to meet with the DTA on quarterly basis, emphasizing the following needs:
 - Creation of a transit-friendly development.
 - Include the transit needs within the reconstruction of future transit roadways.

- Establish mixed-use developments near these transit facilities.
- Include the option of bicycling, pedestrian bimodal movement, and other transportational choices within the development of future planning policies.

Bicycles, Pedestrian and Multi-Modal Policies

- *To accommodate bicycle needs in the development of future public improvements and developments.*

Strategies to accomplish this policy:

- Install bike route signs on designated routes.
 - Provide pavement markings for bikes within the areas identified by the plan.
 - Provide basic improvements such as road maintenance, sweeping, filling potholes, installing bicycle-safe drainage grates, and utility covers.
 - Provide a bicycle parking facilities. A need for safe and convenient bicycle parking facilities is greatly needed metro-wide.
 - Zoning ordinances should address bicycle provisions, such as, parking facilities and shower/locker room facilities within larger buildings.
 - Provide connections along existing gaps between current trains and/or bike routes.
 - Pave back shoulders and driveway/roadway entrances to mitigate gravel and debris that collect within the bicycling area of the roadway and to improve overall safety.
 - Improve the sight lines and lighting along roadways identified as bicycle routes.
 - Provide appropriate space for bicyclists along bridges.
 - Provide an integration of intermodal opportunities. An example of this would be the placement of bike racks on City owned buses. Existing park and ride lots or bus stops could be used as a bicycle parking facilities.
 - Provide additional information on bicycling through the distribution of maps containing the how's and where's of commuting by bicycle.
 - Encourage increased bicycle education and safety programs.
 - Provide beginner bicycling activities.
 - Encourage better bicycle law enforcement.
 - Establish a bicycle monitor program, a bicycle police patrol (*as has been done in some communities*), and a citizens watch program.
- *To provide appropriate and safe traffic controls for designated bicycle routes, including signing, utility covers and pavement markings.*

Strategy to accomplish this policy:

- Adopt the Metropolitan Bikeways Plan recommendations, tied together with the City's responsibilities for the installation of appropriate traffic controls.
- *To construct safe bicycle/railroad crossings on established bike routes.*

Strategy to accomplish this policy:

- Maintain inventory of all at grade railroad crossings, with improvements identified to provide a safe crossing.
- Use grade crossing designs at 45 degrees to the railroad grade.
- *To construct all new highways with the assumption that they will be used by bicyclists and pedestrians and to incorporate appropriate design considerations for safety, intersection design, roadway surface, and roadway width to accommodate a compatible use with vehicles.*

Strategy to accomplish this policy:

- Formulate roadway design standards that encourage safe bicycle and pedestrian use.
- Include striped bicycle paths between the curbs and/or signed routes along the street. Striped lanes are preferred when there is no on-street parking to interfere as well as sufficient room in the street exists.
- Bicycle riding is allowed on other streets as well, but the inclusion of striped lanes and/or signs helps to alert drivers to the greater number of bicyclists being encouraged to use these routes.
- *To provide or improve walking, biking, and street connections between different neighborhoods and between neighborhoods and the street connections between different neighborhoods and between neighborhoods and the waterfront.*

Strategy to accomplish this policy:

- Secure access to the waterfront by closing off the streets to automobile traffic and by creating separate pedestrian and bicycle trails.
- Provide north/south pedestrian connections along streams and existing parks.
- *To provide a multi modal trail system which facilitates use and connects to the regional trail system.*

Strategy to accomplish this policy:

- Link a multi-modal trail system to the regional trail system. This trail should be identified and preserved through an official mapping and signage process.
- *To use abandoned rail package for pedestrian and bicycle paths*

Strategy to accomplish this policy:

- Purchase abandoned railroad package when available and within budget constraints to incorporate into the multi-modal trail system.
- Establish off-street bicycle paths at:

1. The planned Allouez Bayfront Trail.
 2. Links across railroad tracks to connect neighborhoods, parks, and schools.
 3. A proposed paved trail where a line of the Chicago-Northwestern Railroad presently runs through the East End, Central Park and Wade Bowl neighborhoods with a connection to Connor's Point.
- *To improve and expand the local and regional trail systems.*

Strategies to accomplish this policy:

- Provide trail along Creek from Barkers to South Tower Ave.

Urban Design and Community Image Policies and Strategies**1. Policy: It is the policy of the City to capture the existing natural power of place.**

The following strategies were developed to capture the **power** of the Lake Superior. Since the city's beginnings, the power of the lake has helped to cultivate the physical and economic growth of the community. It is this power that will ultimately strengthen the City of Superior's image.

The lure of the waterfront is powerful and universal. Now is the time for the City of Superior to capitalize on this attraction.

- This attraction can be initiated by emphasizing future efforts toward the sustaining relationship between the community and the Lake. This powerful connection is acknowledged everyday by its residents as well as by its visitors.
- The following relationships form a connection between the City of Superior and its Lake.
 - The **Cultural Connection** includes artistic, educational and cultural centers, such as, public art exhibits, public sculptures, festivals, concert halls, aquariums, museums, fountains, and plazas. These activities link the community with water's primal emotions.
 - The **Environmental Waterfront** describes the delicate balance between the mistreatment and protection of the Lake's habitat. This protection comes in the form of shoreline stabilization, wetland preservation, bird sanctuaries, and forest management - all add to a broadly respected and appreciated waterfront environment.
 - The **Historic Waterfront** includes the preservation and education of marine-time enterprises, such as, the shipping industry, boat construction, harbor activities, as well as the interpretation of the City's initial settlements. Highlighting these areas would result in the protection and education of important traditional

houses, churches, antique industrial machinery, classic ships, and historic business. This would provide a visible bond of the city's past as well as becoming a lively reminder of a long forgotten waterfront era.

- The **Mixed-Use Waterfront** includes waterfront markets that contain a blending mixture of housing, retail, office, restaurant, recreational activities, festivals, and cultural spaces. These destinations could become an important catalyst for touring boats and cruise line ships activity along the shores of Lake Superior.
- The **Recreational Waterfront** consists of parks, walkways, bike trails, fishing piers, waterfront promenades, overlooks, viewing towers, beaches, water play areas, gazebos, amphitheaters, canoe launches, and marinas. These recreation areas will be the primary magnet for attracting enthusiasm along the waterfront
- The **Residential Waterfront** pertains to medium to high-density housing units, hotel services, senior housing, and retirement areas. These areas could have direct access to the waterfront while preserving a semi-public experience for its visitors. This semi-public experience might be best maintained by placing the housing units along a public waterfront promenade. This promenade would promote public access while providing an enticing amenity for the prospective homeowner.
- The **Working Waterfront** includes the shipping coast, boat fabricators, repair facilities, heavy industry, and other port activities. The working waterfront in general, and ship yards in particular, are seldom celebrated. A shipyard museum and library, together with a restored, historic dry dock, could become a compelling and irresistible attraction.

2. Policy: It is the policy of the City to create a sense of place.

The following suggestions are compiled to help create a sense of place. Two words best describe the creation of this "sense of place"; they are **opportunity** and **consistency**. Opportunity is derived from providing the chance of experiencing something new, something beyond the day to day existence. This chance can be as simple as a quiet sunrise or as loud as a jazz festival's biggest bang. Consistency, on the other hand, is the underlying theme from which these "opportunities" become available to the community. For example, the waterfront market might be the location where there might be opportunities to indulge in many different activities. A nautical streetscape developed throughout the City allows for the adventurer to discover new parts of the City, perhaps something totally unexpected, while subconsciously comprehending that what has been found is still part of the City of Superior.

- Construct community-wide gathering spaces, such as, plazas, restaurants, shops, waterfront promenades, hotels, marinas, and museums designed to help to create a sense of place.

- Ensure that these gathering spaces share a consistent theme throughout their design. This is especially important within the detail work for these areas and will go a long way in assuring the long-term success of these spaces. A nautical/marine design theme is highly recommended.
- Another recommendation is the representation of the city logo on signage and other public improvement elements.
 - Install monument signage at all City gateways, all park entrances, all major downtown entrances, all major industrial entrances, and all waterfront entrances.
 - Incorporate the city logo into all public improvement projects. This can be accomplished by placing the logo on benches, trash containers, bus shelters, public buildings, park structures, directional signage, interpretive markings, etc.

3. Policy: It is the policy of the City to be in harmony with its uniqueness and with the power lent to the City of Lake Superior.

The following strategies are intended to accentuate the uniqueness of Lake Superior. These strategies will provide suggested locations and potential characteristics of future waterfront developments. All of which, fundamentally, will capture the power of the Lake.

- **Waterfront Market** -Through the commercial development of the waterfront, the shoreline will become immersed with enticing community-wide activities, such as recreational boating, fishing, relaxing, knowledge, biking, walking, jogging, eating, shopping, and romancing.
 - These activities will need to easily accessible from both the City of Superior and the harbor itself. Parking will need to be abundant and most importantly will need to be close to any proposed retail endeavors. This will be required to ensure that the retail components of the development will continue to thrive.
 - Another important factor to help ensure the success of the marketplace is to provide a plethora of exciting outdoor gathering spaces. The objective of these gathering spaces is to bring the community closer together and, more importantly, closer to the Lake. These marketplaces should be designed to include the following design elements:
 - A comfortable lakefront walkway with views of the harbor.
 - A plaza with attractive park features, such as, banners, bollards, trees, railing, benches, and trash containers.
 - A restaurant atop a five-story hotel overlooking Lake Superior and beyond.
 - A prime location for the new waterfront marketplace could be the redevelopment of the ancient shipping piers in the vicinity of 21st Ave E.

and 1st St. E. This area would command impressive views of the Lake and still have the capability of providing good access with sufficient parking.

- **The Recreational Waterfront** - is the most important element to the success of re-capturing the City of Superior's power of place. The recreational component will be the primary reason why the community will come down to the waterfront. The 'recreational waterfront' is where the lure of the waterfront is at its greatest.
- A walking/biking multi-purpose waterfront trail from Conner's Point to Wisconsin Point should be developed. This easily accessible trail would afford residents and tourists the opportunity to see a working waterfront and enjoy the aesthetic beauty of Superior's waterfront. Observation points scattered along the promenade will help provide users with fantastic views of the harbor and of Lake Superior beyond. A water trail for boating and canoeing should also be designated around and through Superior. The water trail would reveal views of the City of Superior, from heavy industrial facilities and grain elevators to residential developments and undisturbed forests. Fishing opportunities should also be encouraged with the availability of fishing piers and rental equipment.
- Barker's island should include additional parkland on the bay side of US 53 between Belknap and 21st St. with additional charter fishing docks, a water slide, a supervised public beach, and an improved community stage.
- Hog Island should be provided with the following improvements; easier vehicular access, interpretive signage, a boardwalk to the island, trails, observation decks, and a natural preservation designation.
- A public boat launch and parking lot near the Northern Pacific ore dock, across from the Superior Entry should be added.
- Classify the Wisconsin Point as a Natural Sand Dune Ecosystem Preserve with limited automobile access and a consolidated parking area.
- **The Working Waterfront** – For years, most of Superior's industrial districts have been overlooked and ignored. These same industrial areas have provided the city with its financial backbone. Now is the time to accentuate the benefits that they have contributed to the City. This can be done simply by having an interpretive trail run through these districts describing the activities that may have once occurred or even the ones that still contribute to the City's economic stability. Generally, these areas have massive structures that in by themselves provide a breathtaking experience. Why not emphasize their importance?

The sensitive planning of any future industrial parks will also become an important factor to the City's economy. One proposed industrial park location is within Conner's Point. This development can become an enticing business park potentially attracting tenants from throughout the area. As previously mentioned, the Conner's Point business park could become an ally to the community in the form of a public trail, observation points, and interpretive educational signage.

4. Policy: It is the policy of the City to require a consistent design theme in the public improvements, focusing on the power of place,

- What should this design theme be?
- This design theme could focus on Superior's power of place. This power is derived from the Lake of Superior. Water has always been important to Superior's existence.
- Fundamentally, this design theme could be founded on an "ocean city" theme. The characteristics of this theme could be based on a nautical, marine, aquatic, sailing, seaworthy, boating and shipping features. This theme could not only be activated along the waterfront, but could also be implemented throughout the City.
- This nautical theme could be interwoven into all of the following public infrastructure improvement areas;
 - the downtown streetscape,
 - the waterfront marketplace,
 - the trail system,
 - the park system,
 - and especially along the city's gateways.
- This theme should be encouraged as future public buildings are being developed. Marine-time architecture could provide an inspirational design metaphors for these important buildings. This theme could also be encouraged within the private side of development, through the use of city codes and design guidelines.
- This ocean city theme can be finalized with the creative design of the following elements; ornamental streetlights, banners, cobblestone roadways, trash containers, benches, bollards, informational kiosks, bus shelter design, public art, and signage designed to encourage a sense of an ancestral nautical time.
- Display the city logo at all highly visible community orientated spaces. The installation of monument and educational signage along the waterfront should be encouraged.
- Incorporate the city logo into the design details of all public improvement projects. This can be accomplished by implementing the logo onto the following elements; benches, plaques in the sidewalks, trash containers, ornamental lights, bus shelters, etc.

5. Policy: It is the policy of the City to create a sense of arrival with gateways on Highways 2 and 35 and the Bong and Blatnik Bridges which capture the power of place.

- The following strategies are intended to create a sense of arrival in the community to capture the power of place; that of the Lake. Optimality, the design theme of the gateways would follow the same theme proposed throughout the rest of the community; a nautical theme.

- The following areas should be designated as city gateways.
 - Bong Bridge
 - Blatnik Bridge
 - S.T.H. Hwy 105
 - East end of Hwy 53

- The Bong and Blatnik gateways have tremendous potential meriting the most attention. The vistas from these bridges already provide an awesome panorama. The wonder of this view could be multiplied with a few design improvements...
 - Use the top of the existing industrial structures and grain elevators for the base of a large entry sign. This entry sign could be as simple as the words "Superior". The sign would provide an exclamation point to an already exhilarating view. Ultimately, the sign would help direct attention toward the importance that the industrial district had in the creation and growth of the City of Superior. The sign could even be a neon sign adding color to the Superior's nighttime skyline.
 - Another important component to the success of the image of these gateways is the removal of the existing billboards. The views atop these bridges are already invigorating; just think what they would look like without those domineering billboards.
 - These gateways should also have other signage visible. For example, the placement of directional signage is critical within these areas. This signage is especially important to first-time visitors of Superior. Bold and visible arrows, directing the user where some of the important attractions are, such as, the downtown, the waterfront market, specific neighborhoods, major parks, the university, etc. These signs should follow the a consistent nautical theme, proudly displaying the city logo.

- The design elements for the other gateways should be, although at a smaller scale, just as energetic. These gateways should have a pedestrian-friendly entry sign displaying the city logo along with the proclamations, "Welcome to Superior" and "There's more to our shore". These gateways should be soften with the use of numerous annuals and perennials as well as shrubs and flowering crabapples.

6. Policy: It is the policy of the City to be a city of neighborhoods.

The following strategies are meant to influence specific neighborhoods to instill a sense of pride into their own neighborhood. The city of Superior is already made-up of reclusive neighborhoods, such as, the East End, Itasca, Allouez, Billings Park, South End, and North End neighborhoods. All of these neighborhoods contain a central commercial district and a sense of antiquity distinctive from all the other neighborhoods. Although these neighborhoods are unique, they still share the same beliefs as the community of Superior, the same public schools,

the same downtown, the same shoreline. All of which, in turn, intensify the power of these neighborhoods.

- The first step to cultivate the growth of each individual neighborhood is to develop neighborhood associations encouraged to be responsible for the betterment of their own community. These associations would be composed of voluntary citizen involvement.
- The neighborhood association's responsibilities would include providing design suggestions for public infrastructure improvements, such as, streetscape design, park plans, redevelopment opportunities, and clean-up strategies.
- The associations would become responsible for encouraging the development of neighborhood pride. Neighborhood festivals and celebrations should be developed intended to foster community pride. These celebrations could highlight specific historical or ethnic events that have affected each neighborhood.
- Every neighborhood should be furnished with an entry sign displaying the city logo and the name of the specific neighborhood. The neighborhood associations could decide the locations of these signs.
- To help foster the historical preservation of these neighborhoods, an economic assistance program should be established. The program's primary objective would be to encourage the revitalization of neglected areas as well as protecting the antiquity of the community.
- Specific areas, which have been designated as being historically sensitive, could become part of a protected zoning district.
- Additional zoning codes and design guidelines written to discourage the removal or disturbance of historical structures could become an important protective measure.
- To symbolize the importance of these historically critical areas, a merit system should be implemented. Individual homeowners of a significant building within the protected historical district would be given an identification plaque. This plaque could be fastened onto the building's exterior, potentially, educating the community about the building's historical significance to the City of Superior. The plaque would proclaim the building's original owner's name, the date of building erection, the specific neighborhood, and the city logo proudly displayed on its front.

7. Policy: To visually connect the downtown with their waterfront and lake.

- *The following are strategies designed to link these two entities:*
- The most critical element to this policy is to create a physical and physiological connection between the downtown district and the Lake. These objectives can be accomplished in a number of ways.

- **The physical connection** can occur by either providing a consistent streetscape or a linear park between the central business district and the waterfront. An improved Belknap Street with ornamental lighting and street trees could provide a comfortable connection. Another concept is to create a recreational linear park and trail from Central Park to the waterfront via a string of lots between 4th and 6th Avenues East. This idea was included within the 1990 Waterfront Plan and is known as the Stratton Way.
- Another opportunity to connect the downtown with the waterfront is the creation of an historic street- trolley line. This trolley, like the ones from days past, could introduce tourists to the city with educational stops at points of interest along the way. These points of interest could include the industrial shipping district, the Fairlawn Mansion, historic East Fifth St, the firehouse, and the waterfront market.
- Provide a safe pedestrian trail system throughout the community designed to connect the City's diverse neighborhoods, centralized downtown, and dynamic waterfront together.
 - This consists of constructing new trails, installing safer intersections, slowing vehicular traffic, widening sidewalks, providing sidewalks on both sides of urban arterials and at least one side of all local streets.
- **The physiological connection** can also be accomplished within the downtown district, by reproducing the same characteristics and feelings encouraged along the waterfront. The downtown's streetscape could reflect the same nautical theme suggested along the shoreline. The identical ornamental lighting fixtures, city logo, signage, informational kiosks, trash receptacles, bike racks, and benches could be installed within the downtown area. This would provide a consistent design thread throughout the community.

8. Policy: It is the policy of the City to focus design on unique environments.

- Continue to improve the recreational and educational activities within these significant areas. These activities could include the preservation of the area's natural ecology as well as the expansion of public awareness of these uniquely important environments.
 - Develop a K-12 Adult Environmental Education Center, provide rental facilities, and construct an open-air amphitheater.
 - Provide additional municipal forest maintenance and administration buildings.
 - Retain public ownership of these ecological sensitive environments.
 - Enhance the wildlife and reforestation programs within these areas.
 - Provide opportunities for RV and rustic camping.

- Provide additional trail corridors (including mountain and hard surface biking trails, cross-country skiing trails, walking trails, jogging trails, nature and historically interpretive trails).
- Control the excessive use of the trail system by vehicles, motorized and non-motorized boats.
- Provide additional visual access points by developing scenic overlooks and selective vegetation cuttings to open and maintain significant vistas.
- Designate special management zones, such as, protected wetland sites, WDNR natural areas, endangered species and resources, limited timber zones, and Natural Sand Dune Ecosystem preservations.