

# *Town of Draper*

*Sawyer County, WI*



*Comprehensive Plan 2021*

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USE THIS PAGE TO PLACE TOWN BOARD RESOLUTION



***TOWN OF DRAPER COMPREHENSIVE PLAN 2021***

The Town of Draper has prepared a number of goals and objectives that include actions and policies in addressing each component of the comprehensive plan. For purposes of this planning process, actions identified through the plan are also defined as policies. The goals and objectives are intended to assist the town board and local property owners in implementing actions deemed important and in the interest of the community. It is imperative that the goals, objectives, and actions described in this plan are implemented to fully achieve the desired outcome. A full set of the goals, objectives, and actions are included in the Implementation Element of this plan.

The overall goal is to maintain the town's rural character and natural environment. To do this, the overall objective of the Town of Draper is to guide future development and redevelopment of the community in a manner consistent with the element goals, objectives, actions, and identified programs contained in this document. The overall policy is to adopt and implement the comprehensive plan and continue to work with the adjacent and overlapping jurisdictions. The overall programs outlined throughout the recommendations and action plan represent the methods to achieve the overall plan goal.

## COMMUNITY DEMOGRAPHICS

### 1.1 INTRODUCTION

The 2021 update of the Town of Draper's Comprehensive Plan will begin with an overview of the community based on known information from the past to present and projections of the future covering a 20-year planning horizon. This element gives an overview of demographic trends and background information useful in developing subsequent components of the comprehensive plan such as past, present, and future population; household; demographic trends; age distribution; education and income levels; and employment characteristics.

In addition to the overall statistical information provided in this section, the town identified key issues and opportunities covering the plan components from housing to land use. The list of issues and opportunities was important in forming the overall goals, objectives, and actions represented in the respective chapters of this plan. A list of issues and opportunities is found in the appendix.

### 1.2 POPULATION CHARACTERISTICS

Looking at the characteristics of population for an area can help a community plan for its future needs. This section will look at both past population figures and the predictions of future growth for the Town of Draper and Sawyer County.

#### Population Trends

Table 1.1 shows the population for the Town of Draper from 1960 to 2010. Since 1960, the town has experienced an overall population decline, losing a total of 204 persons over the 50-year period. The population levels have steadily declined during most that time, with a small increase in population, after the millennium. Population in the town was relatively constant from 1970 to 1980. The greatest percentage decline by decade was from 1960 to 1970, when the town population decreased by 56 residents. Between 1990 and 2000, the town lost 37 residents. The Town of Draper population did grow by 33 residents (16%) between the 2000 and 2010 Census.

Table 1.1: Population Trends								
Location	1960	1970	1980	1990	2000	2010	Absolute Change 1960-2010	Percent Change 1960-2010
Town of Draper	314	258	242	208	171	204	-110	-64.97%
% Of County Population	3.31%	2.67%	1.88%	1.47%	1.06%	1.23%	1.64%	---
Sawyer County	9,475	9,670	12,843	14,181	16,196	16,557	+6,721	+65.10%

Source: U.S. Census Bureau

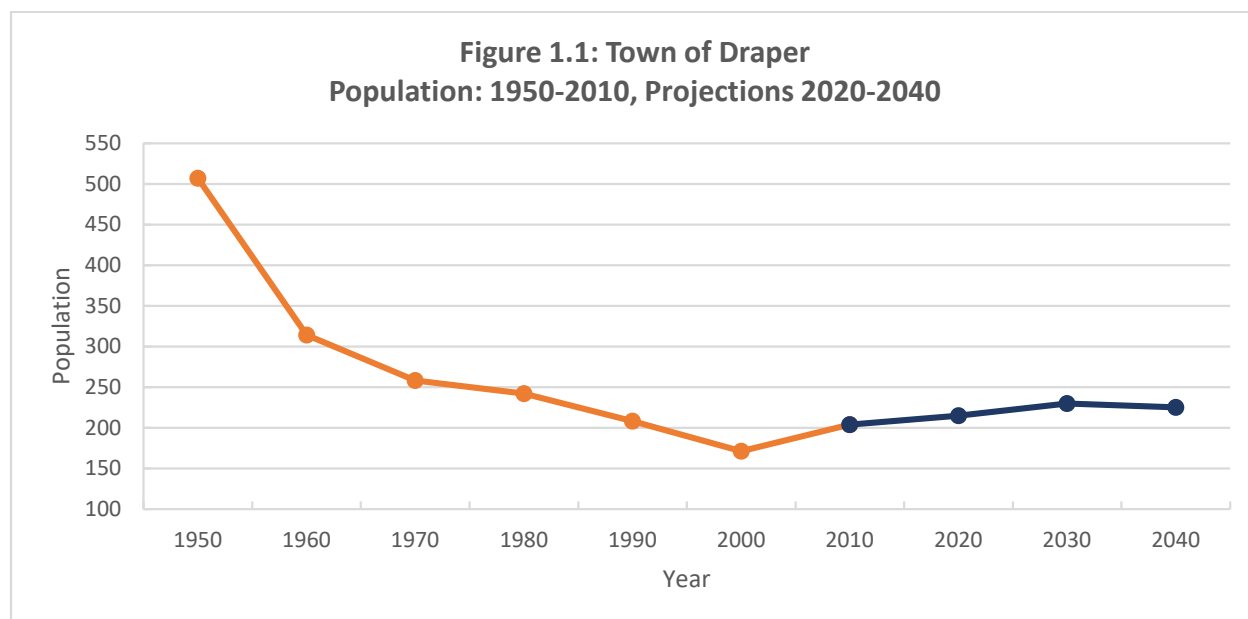
Sawyer County has continually grown in population since the 1960 Census and has experienced growth in every decade since that time. The greatest growth by decade was from 1970 to 1980, when the county population increased nearly 33 percent, or 3,173 residents.

### Population Projections

Table 1.2 displays the 2019 population projections for the Town of Draper and Sawyer County through 2040, as developed by the Demographic Services Center of the Wisconsin Department of Administration. These projections are based on past and current population trends, and are intended as a base-line guide for users. Population projections identify a slight decline (a loss of 16 residents) through the year 2030 for the town and moderate growth for the county. Figure 1.1 charts both the historical population as well as the projected population change through 2030.

Table 1.2: Population Projections 2020 - 2040		
Year	Town of Draper	Sawyer County
2010 (US Census)	204	16,557
2020	215	17,070
2025	220	17,645
2030	230	18,010
2035	230	17,895
2040	225	17,430
Absolute Change 2010-2040	+21	+873

Source: Wisconsin Department of Administration, Demographic Service Center (Vintage 2013)



Source: U.S. Census Bureau, Wisconsin Department of Administration, Demographic Service Center (Vintage 2013)

### **Population Composition**

Population figures and growth rates do not provide any insight about the characteristics of the population. To learn more about the people of the Town of Draper, information about race, sex, and age of the population must be examined.

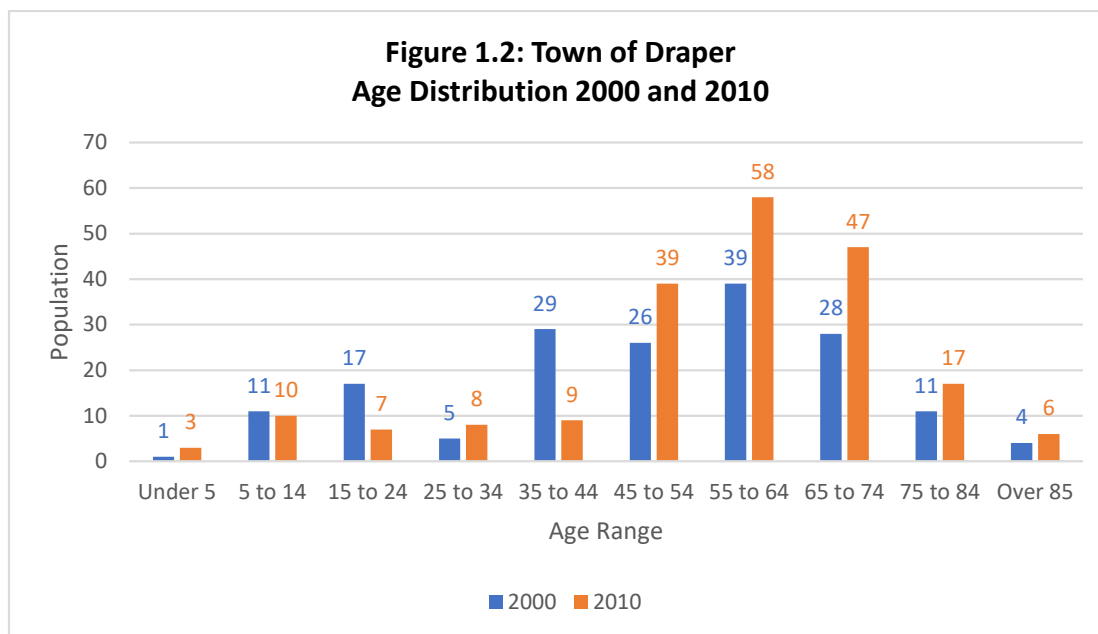
Table 1.3 gives the racial make-up of the Town of Draper, which is primarily white. Residents reported their race as 96.7 percent white, 2.9 percent American Indian and Alaska native, and .5 percent black.

<b>Table 1.3: Number of Persons by Race Town of Draper, 2010</b>		
<b>Race</b>	<b>Town of Draper</b>	
	<b>Number</b>	<b>Percent</b>
White	201	96.7%
Black	1	0.5%
American Indian & Alaska Native	6	2.9%
Asian	0	0.0%
Other Races	0	0.0%
<b>Total</b>	<b>208</b>	<b>100.0%</b>

Source: 2010 US Census (SF1)

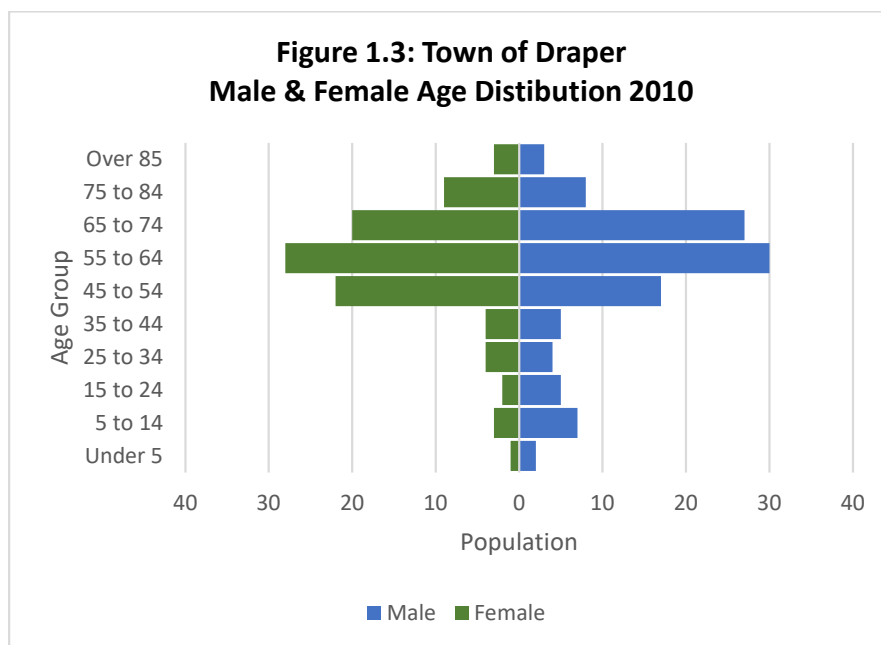
In 2010, there were 108 males and 96 females living in the Town of Draper. The median age of a Town of Draper resident in 2010 was 59.6 years; compared to the Sawyer County median age of 47.2 years and the state median age of 38.5 years. Figure 1.2 compares the age distribution for town residents in 2000 and 2010.

In the years from 2000 to 2010, the greatest loss in population was within the 35 to 44 age group with a loss of 20. All age groups over 45 had significant gains, which follows the Northwest Wisconsin trend of an increasing aging population. The retirement age population (55 to 74) saw the largest gains of all age groups within the town.



Source: 2000 US Census (SF1) & 2010 US Census (SF1)

The population pyramid in Figure 1.3 represents a visual depiction of the age distribution by sex in 2010 for the town. The age groups in the Town of Draper with the largest population are the 55 to 64 and the 65 to 74 ranges.



Source: 2010 US Census (SF1)

### 1.3 HOUSEHOLD CHARACTERISTICS

Definitions referring to household characteristics may assist the reader in further understanding household figures. According to the U.S. Census Bureau:

A **household** includes all of the people who occupy a housing unit.

**Occupants** may consist of a single family; one person living alone; two or more families living together; or any other group of related or unrelated people who share a housing unit.

A **housing unit** is a house; apartment; mobile home; group of rooms; or single room occupied (or if vacant, intended for occupancy) as separate living quarters.

#### Household Trends and Projections

National and state trends have all moved towards an increase in the number of households, along with a decrease in the average persons per household. The main reasons for this decrease in household size include, but are not limited to: a decrease in birth rates, people waiting longer to get married, and an increase in the average life span thereby resulting in more elderly people living alone. The Town of Draper has followed this trend.

Table 1.4 shows households by type for the Town of Draper. According to the 2010 U.S. Census, there were 107 households in the town. The majority of these households (62.6%) were family households. Of these family households, only 10 had children less than 18 years of age. Non-family households accounted for 37.4 percent of the total. Of the 31 householders living alone, 48.4 percent were age 65 and over.

Table 1.4: Households, 2010	
	Town of Draper
<b>Total Households</b>	<b>107</b>
<b>1. Family households</b>	<b>67</b>
<b>a. Married-couple family</b>	<b>57</b>
<b>i. With own children under 18 years</b>	<b>5</b>
<b>b. Male Householder, no wife present</b>	<b>5</b>
<b>i. With own children under 18 years</b>	<b>3</b>
<b>c. Female Householder, no husband present</b>	<b>5</b>
<b>i. With own children under 18 years</b>	<b>2</b>
<b>2. Nonfamily households</b>	<b>40</b>
<b>a. Householder living alone</b>	<b>31</b>
<b>i. Householder 65 years and over</b>	<b>15</b>

Source: U.S. Census 2010 (SF 1)

In Table 1.5, household projections for the Town of Draper are displayed through 2040. Household numbers have been quite consistent for the last 4 decades in Draper.

Table 1.5: Households 1980-2010, Projections 2020-2040									
TOWN OF DRAPER	1980	1990	2000	2010	2020	2025	2030	2035	2040
HOUSEHOLDS	93	92	84	107	119	123	130	132	131

Source: U.S. Census Bureau, Wisconsin Department of Administration, Demographic Service Center (Vintage 2013)

## 1.4 INCOME & POVERTY LEVELS

More than any other type of data, income data indicates how an area is doing economically. Income is measured several ways and this section will explain and compare some of those statistics for the Town of Draper and Sawyer County.

### Household Income

Table 1.6 reports the average annual income for households in the Town of Draper, as of 2017. Of the town's households, 27 percent report an annual income of less than \$25,000, and 41.5 percent of households had an income over \$50,000. The median household income (MHI) in 2013-2017 American Community Survey 5-Year Estimates for the Town of Draper, as reported by the U.S. Census Bureau, was \$41,563 compared to a MHI of \$52,158 for Sawyer County and \$72,542 for the State.

### Per Capita, Per Capita Personal Income, and Poverty Rates

Per capita income (PCI) is defined as all resident *money* income divided by population. It is composed of generally traceable money from wages, interest, dividends, welfare program payments, etc. It does not take into account money received from sale of property, money borrowed, exchange of money between relatives in the same households, tax refunds, gifts, and insurance payments, which per capita personal income (PCPI) figures do take into consideration. Thus, PCPI figures are always higher than PCI. However, PCPI is not available at the community level. The U.S. Census Bureau reports PCI and the Bureau of Economic Analysis, U.S. Department of Commerce, calculates PCPI at the county level on a yearly basis.

Table 1.6: Household Income	
Annual Income	Percent of Households
Less than \$10,000	5.7%
\$10,000 - \$24,999	21.3%
\$25,000 - \$34,999	13.5%
\$35,000 - \$49,999	18.0%
\$50,000 - \$99,999	30.3%
\$100,000 and over	11.2%

Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates



Table 1.7: Income Levels and Poverty Rates			
	Town of Draper	Sawyer County	State of Wisconsin
<b>Per Capita Income (2013-2017 ACS 5-Year Estimates)</b>	\$24,549	\$29,712	\$30,557
<b>Per Capita Personal Income (US Dept. of Commerce Bureau of Economic Analysis)</b>	Unavailable	\$45,915	\$50,756
<b>Percent of individuals below poverty level (2013-2017 ACS 5-Year Estimates)</b>	8.4%	17.7%	12.3%

Sources: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates, U.S. Bureau of Economic Analysis

As indicated by Table 1.7, per capita income in 2017 for the Town of Draper is slightly lower than the county and the state. Per capita personal income for Sawyer County is about 90 percent of the state PCPI.

Poverty rates are determined on the basis of money income and do not reflect the fact that many low-income people receive non-cash benefits. The individual poverty rate in the Town of Draper (8.4%) is roughly half that of the County and 60 percent that of the State.

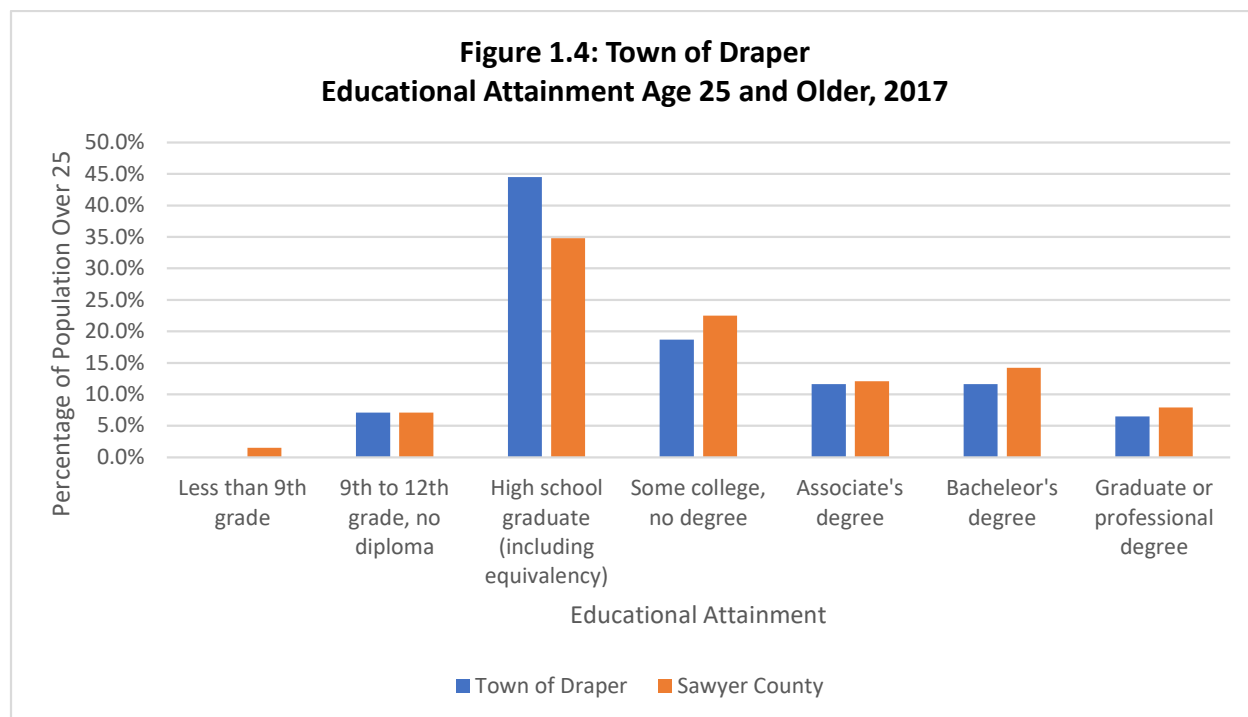
Table 1.8 shows different measures of income and poverty from 2013-2017 American Community Survey 5-Year Estimates data comparing the Town of Draper with surrounding communities. Overall, Draper has the lowest income levels and a similar poverty rate to the Town of Winter, but higher poverty rates than the adjoining jurisdictions, within the neighboring counties.

Table 1.8: Income Levels for Town of Draper and Surrounding Communities				
	Town of Draper	Town of Winter	Town of Lake (Price Co.)	Town of Chippewa (Ashland Co.)
<b>Median Household Income, 2017</b>	\$41,563	\$44,537	\$62,813	\$50,625
<b>Median Family Income, 2017</b>	\$53,438	\$51,058	\$67,500	\$63,250
<b>Percent of families below poverty level, 2017</b>	5.3%	9.4%	1.9%	3.1%
<b>Per Capita Income, 2017</b>	\$24,549	\$24,469	\$32,556	\$29,420
<b>Percent of individuals below poverty level, 2017</b>	8.4%	10.9%	2.5%	5.8%

Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates

## 1.5 EDUCATIONAL ATTAINMENT

A good indicator of the quality of life in a community is the educational attainment of its residents. Generally, a high level of educational attainment reflects a skilled population with higher earnings potential. Figure 1.4 illustrates the level of educational attainment for persons age 25 and over in the Town of Draper and Sawyer County in 2017. Approximately 30 percent of town residents age 25 and over hold a college degree. This number is similar to the County's rate of 34 percent.



Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates

## 1.6 EMPLOYMENT CHARACTERISTICS

A community's labor force consists of all individuals age 16 and above who are employed or unemployed and actively seeking work. As shown in Table 1.9, 96 percent of the community's labor force is currently employed. In a publication by the Wisconsin Department of Workforce Development, it was stated that "Demographic projections prepared by the Wisconsin Department of Administration suggest that the state will be faced with a significant labor shortage within the next 10 to 15 years as the number of people turning 65, fueled by the aging of the "Baby Boomer" generation surpasses the number of people turning 18 due to low birth rates and slowing migration patterns. Consequently, the number of workers entering the labor force will not be sufficient to replace those ending their working careers".<sup>1</sup>

Table 1.9: Labor Force for Draper, 2000	
	Town of Draper
<b>Total Population – 16 years and older</b>	<b>180</b>
<b>1. Total Population in Labor Force</b>	<b>75</b>
a. Employed	<b>72</b>
b. Unemployed	<b>3</b>
<b>2. Not in Labor Force</b>	<b>105</b>

Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates

### Sawyer County Labor Force

The Table 1.10 highlights Sawyer County Labor Force statistics since 2010 on an average annual basis. The county's labor force has decreased steadily between 2013 and 2015, followed by a

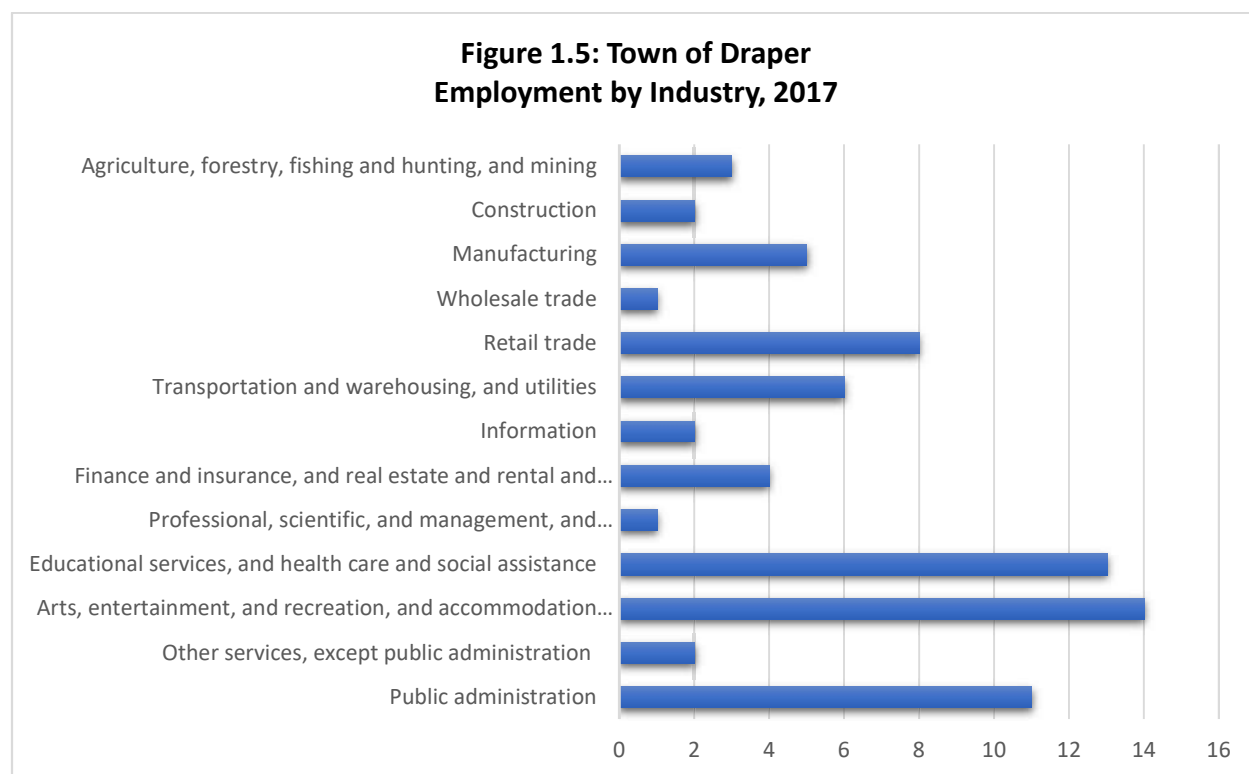
slight increase thereafter that increased through 2018. The county saw high unemployment until 2014 when it began to decrease sharply.

Table 1.10: Sawyer County Labor Force Data									
	2010	2011	2012	2013	2014	2015	2016	2017	2018
<b>Labor Force</b>	8,393	8,185	8,278	8,191	7,959	7,822	7,937	8,018	8,004
<b>Employed</b>	7,446	7,275	7,387	7,295	7,248	7,203	7,441	7,644	7,659
<b>Unemployed</b>	947	910	891	896	711	619	496	374	345
<b>Unemployment Rate</b>	11.3	11.1	10.8	10.9	8.9	7.9	6.2	4.7	4.3

Source: Wisconsin Department of Workforce Development, LAUS

### **Employment by Industry**

According to the 2013-2017 American Community Survey 5-Year Estimates, 72 residents of the town (16 years and over) were employed. Figure 1.5 identifies employment by industry for Town of Draper residents. As indicated by the chart, the Arts, Entertainment, Recreation, Accommodations & Food industry sector employed the most residents (14), or 19.4 percent. Countywide, employment levels are projected to increase over the 20-year planning horizon. The Economic Development Element will review the employment projections from 2020-2040.



Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates

## **HOUSING**

### **2.1 INTRODUCTION**

Housing characteristics are largely related to social and economic conditions and are an important element of a comprehensive plan. Information in this element will provide data about the current housing stock, as well as identify significant changes in the number of housing units and other housing characteristics. The ability of a community to provide an adequate housing supply for all persons and income levels is a key element of its economic prosperity and the well-being of its inhabitants.

### **2.2 EXISTING HOUSING CHARACTERISTICS**

Table 2.1 addresses the number and type of housing units for the period 1990-2010. In the two decades since 1990, total housing units increased by 80 structures, or 19.8 percent with the largest gain occurring from 2000 to 2010. Occupied housing units (households) increased by 27 percent between 2000 and 2010. The number of seasonal, recreational, or occasional use housing units has increased considerably, particularly during the decade from 1990-2000, for a total gain of approximately 152 units in the last 20 years.

<b>Table 2.1: Housing Stock 1990-2010</b>						
<b>Town of Draper</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>Change 1990-2000</b>	<b>Change 2000-2010</b>	<b>Change 1990-2010</b>
Total Housing Units	404	397	484	-7	+87	+80
Total Occupied Housing Units (Households)	93	84	107	-9	+23	+14
Owner-Occupied Units	84	76	97	-8	+21	+13
Renter Occupied Units	9	8	10	-1	+2	+1
Vacant Units	311	313	377	+2	+64	+66
Seasonal or Occasional Use Units	202	305	354	+103	+49	+152
Average Household Size	2.24	2.04	1.91	-0.2	-0.13	-0.33

Source: US Census Bureau, 1990, 2000, 2010

A gradual decline of inhabitants per occupied household (average household size) is occurring throughout Sawyer County and northern Wisconsin. The central trends causing this decline include the out migration of inhabitants over the age of 18 for work or school, overall smaller family sizes, fewer families with children moving into the town, and fewer children being born to town residents. Additionally, many households are composed of retired couples or are single person households. Table 2.1 indicates that in 2010 the Town of Draper had an average of 1.91 persons per household, representing a decline from both 1990 and 2000 levels.

### Occupancy Characteristics

Table 2.2 compares in detail the occupancy and tenure characteristics for the Town of Draper, Sawyer County, and the State of Wisconsin. As referenced in the Table, 377 (77.9%) of all housing units in the town were identified as vacant with 93.9 percent of those vacant units reported as seasonal, leaving a “true” vacancy rate of 3.8 percent. In comparison, Sawyer County had 55.9 percent of housing units vacant (90% seasonal) for a “true” vacancy rate of 5.7 percent. High seasonal housing levels in the town and the county cause the housing vacancy rates to be much higher than the state rate.

According to the 2010 Census, renter-occupied units comprised 9.3 percent of all occupied housing units in the Town of Draper. Compared to 24.1 percent for the county and 31.9 percent for the state, the percentage of renters is considerably less in the town.

Table 2.2: Total Housing Units, Occupancy, and Tenure; Town of Draper, Sawyer County, and State of Wisconsin, 2010						
Housing Units	Town of Draper		Sawyer County		State of Wisconsin	
	Count	Percent	Count	Percent	Count	Percent
<b>Total Units</b>	<b>484</b>	<b>100.0%</b>	<b>15,975</b>	<b>100.0%</b>	<b>2,624,358</b>	<b>100.0%</b>
<b>Occupied</b>	<b>107</b>	<b>22.1%</b>	<b>7,038</b>	<b>44.1%</b>	<b>2,279,768</b>	<b>86.9%</b>
Owner	97	90.7%	5,344	75.9%	1,551,558	68.1%
Renter	10	9.3%	1,694	24.1%	728,210	31.9%
<b>Vacant</b>	<b>377</b>	<b>77.9%</b>	<b>8,937</b>	<b>55.9%</b>	<b>344,590</b>	<b>13.1%</b>
For Rent	4	1.1%	294	3.3%	63,268	18.4%
For Sale	10	2.7%	217	2.4%	34,219	9.9%
Seasonal	354	93.9%	8,082	90.4%	193,046	56.0%
Other	9	2.4%	344	3.8%	54,057	15.7%

Source: U.S. Census 2010, SF1

Table 2.3 compares selected housing characteristics for the Town of Draper with surrounding communities and Sawyer County. Compared to the other areas, the Town of Draper had the highest rate of seasonal, recreational, or occasional use housing units. The town’s median housing value in 2017, as reported by specified owner-occupied units, was \$117,000, which was lower than the county and the other surrounding towns.

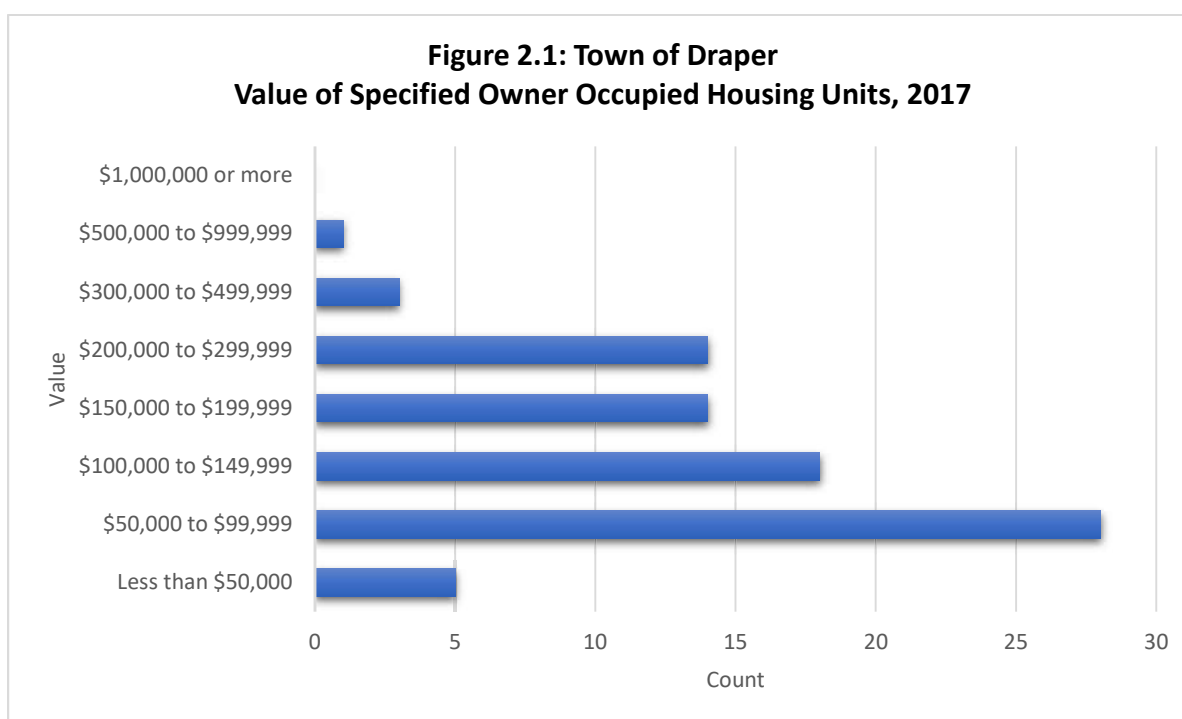
Table 2.3: Comparison of Housing Characteristics					
	Town of Draper	Town of Winter	Town of Lake (Price County)	Town of Chippewa (Ashland County)	Sawyer County
Total Housing Units	484	1,413	981	333	15,975
% Occupied Housing Units	22.1%	28.5%	51.7%	45.6%	44.1%
% Seasonal	73.8%	67.4%	43.8%	50.8%	50.6%
*Median Housing Value	\$117,000	\$158,100	\$172,300	\$152,400	\$161,700

Source: U.S. Census 2010, SF1, \*U.S. Census Bureau 2013-2017 ACS 5-Year Estimates

### **Value Characteristics**

Some statistical data represented in this chapter are based on long form census data. A specified owner occupied housing unit is defined by the U.S. Census Bureau as: The total number of owner occupied housing units described as either a one family home detached from any other house or a one family house attached to one or more houses on less than 10 acres with no business on the property.

Figure 2.1 shows a detailed breakdown of existing housing values in the Town of Draper. Of the reporting sample of 83 specified owner-occupied housing units in the town, 33.7 percent (28 units) are valued between \$50,000 and \$99,999, and 21.7%, or 18 units are valued between \$100,000 and 149,000 Only 6.0 percent (5 units) are valued at under\$50,000.



Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates

Affordability of owner and renter occupied units is critical to sustaining population and employment levels for local businesses. According to the U.S. Department of Housing and Urban Development (HUD), affordable housing costs including utilities, taxes, mortgage or rent payments, and insurance should not be greater than 30 percent of the total household income. Table 2.4 shows the monthly owner costs as a percent of household income in 1999 as reported by the U.S. Census Bureau 2013-2017 ACS 5-Year Estimates. In the Town of Draper, roughly 60 percent of the specified owner-occupied units pay less than 20 percent of their household income in monthly owner costs.

Table 2.4: Monthly Owner Costs as a Percent of Household Income – 1999				
Percent of Household Income	Units with a Mortgage	Percent of Specified Units with a Mortgage	Units without a Mortgage	Percent of Specified Units without a Mortgage
Less than 20 Percent	12	41.4%	38	70.4%
20.0 to 24.9 Percent	2	6.9%	2	3.7%
25 to 29.9 Percent	3	10.3%	1	1.9%
30.0 to 34.9 Percent	2	6.9%	3	5.6%
35.0 Percent or More	10	34.5%	10	18.5%
Total Specified Units	29	100.0%	54	100.0%

Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates

Rental costs vary based on many factors, including the quality of housing, number of bedrooms, and overall size of the housing unit. As of 2017, there were an estimated 4 renter-occupied housing units identified within the Town of Draper. According to the U.S. Census Bureau 2013-2017 ACS 5-Year Estimates \$667 was the median gross rent, in Sawyer County.

Although only 4 percent of households are identified as renters, rental costs can significantly impact affordability on the percent of costs associated with housing. Following the recommended guidelines from HUD, affordable rental costs (rent and utilities) should not be greater than 30 percent of the total household income.

### **Age Characteristics**

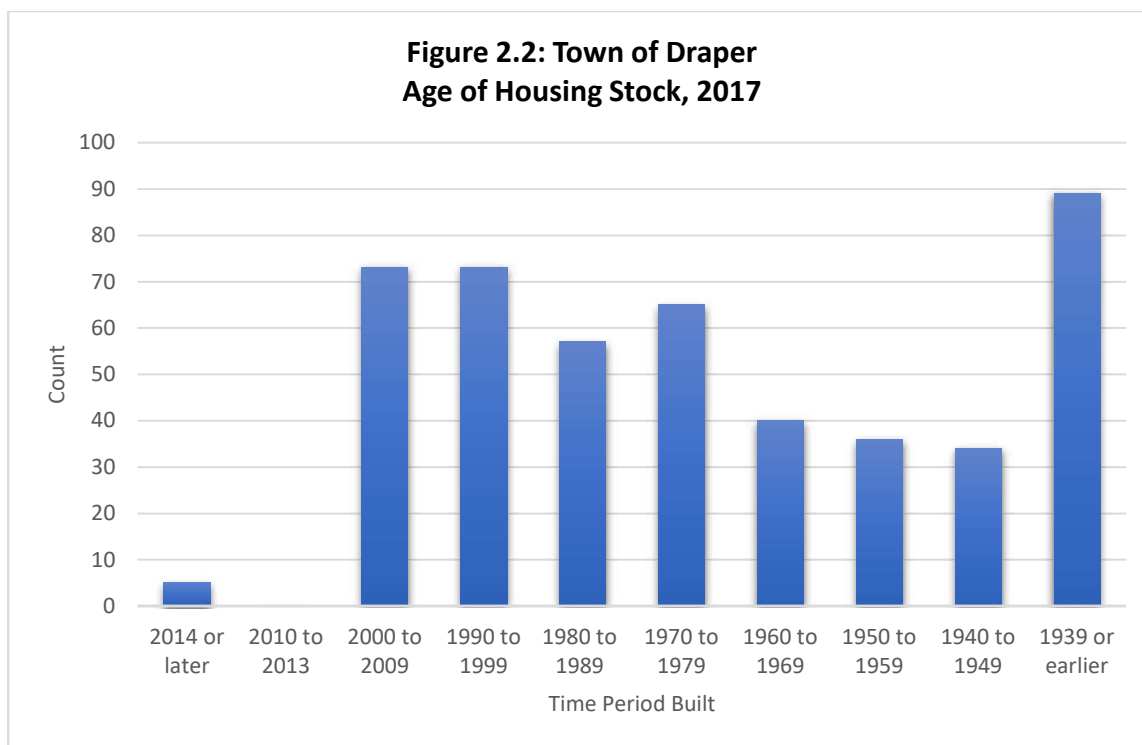
Understanding the relative age of the housing stock is a good indicator of the condition of the available housing units. Table 2.5 lists the percent of the town's total housing stock by the decade in which it was built.

Table 2.5: Age of Housing Stock	
Year Structure Built	Percent of Total Housing Stock
2014 or later	1.1%
2010 to 2013	0.0%
2000 to 2009	15.5%
1990 to 1999	15.5%
1980 to 1989	12.1%
1970 to 1979	13.8%
1960 to 1969	8.5%
1950 to 1959	7.6%
1940 to 1949	7.2%
1939 or earlier	18.9%

Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates



Figure 2.2 depicts the age of the housing units by year built with a more detailed breakdown of quantity of units. As indicated by the table and the graph, the majority of homes in the town were built between 1970 and 2009.



Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates

### **Structural Characteristics**

Table 2.6 references the type of structural housing units in the Town of Draper as reported by the U.S. Census in 1980, 1990, 2000 and U.S. Census Bureau 2013-2017 ACS 5-Year Estimates, for 2017. Approximately 97 percent of town housing units were 1-unit detached dwellings, there were no multi-family units in Draper, and 3 percent of total housing units were mobile homes in 2017, which is a significant change from 1980 for 1-unit detached and multi-family units.

Table 2.6: Units in Structure 1980-2017				
	1980	1990	2000	2017
1-Unit Detached	198	361	393	456
1-Unit Attached	0	2	2	0
2-4 Unit (multi-family)	6	0	0	0
5 or more Unit (multi-family)	28	0	0	0
Mobile Home or Trailer	10	19	15	16
Boat, RV, Van, Other	0	19	2	0

Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates

Table 2.7 shows the number of rooms in all housing units for the Town of Draper as reported by the U.S. Census Bureau for the years 1990 and 2000. In the decade from 1990 to 2000, the percent of representation in each size of housing unit has been fairly consistent in most groups. U.S. Census Bureau 2013-2017 ACS 5-Year Estimates show an increase in the large (9+ room housing units), in the last 20 years. Numerically, the largest changes were in the amount 1-room and 3-room housing units.

Table 2.7: Number of Rooms in Housing Units			
Rooms	1990	2000	2017
1 room	38	15	49
2 rooms	37	47	47
3 rooms	92	125	168
4 rooms	94	96	114
5 rooms	85	66	45
6 rooms	36	48	26
7 rooms	17	15	5
8 rooms	3	0	3
9 or more rooms	2	0	15

Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates

## 2.3 PROJECTED HOUSING CHARACTERISTICS

Between 2000 and 2010, the Town of Draper experienced a 16.3 percent increase in total housing units, which amounted to 15 new occupied housing units and is shown in Table 2.9. Table 2.9 indicates that based on population and household projections a slight growth is expected for the town through the year 2040. Projections indicate that by 2040 the number of town's occupied housing units will grow approximately 22 percent, or 24 units, from the 2010 figure of 107.

Table 2.9: Projected Housing Characteristics 2000-2030

Town of Draper	2000	2010	2015	2020	2025	2030	2035	2040
Total Occupied Housing Units (Households)	92	107	111	119	123	130	132	131
Average Household Size	2.04	1.91	1.85	1.81	1.79	1.76	1.74	1.72

Source: US Census Bureau, \*Wisconsin Department of Administration, Northwest Regional Planning Commission

## 2.4 HOUSING PROGRAMS

The Wisconsin comprehensive planning legislation requires the Town of Draper to compile a list of programs to provide an adequate housing supply that meets existing and forecasted housing demand. Below are housing programs available to developers or the town.

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

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

**USDA-Rural Development**

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

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

Housing rehabilitation funds are made available through the Department of Housing and Urban Development, Washington, DC as a pass through to the State of Wisconsin. CDBG housing rehabilitation funds are available to municipalities to help offset rehabilitation costs by eligible homeowners, renters, and landlords.

Sawyer County manages a rehabilitation revolving loan fund for low-to moderate-income households needing repair.

**Community Development Block Grant Emergency Assistance Program (CDBG-EAP)**

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

**Northwest Affordable Housing Inc.**

Northwest Affordable Housing Inc. is a 501(C)(3) non-profit organization that is able to obtain funds that are not available to the general public for the purpose of promoting affordable and accessible housing for low- and moderate-income persons.

**Indianhead Community Action Agency**

This agency provides construction of rental units and weatherization (insulation, doors, energy efficient furnaces, etc.) or anything that helps homeowners with even the most modest or extensive home repairs.

## **TRANSPORTATION**

### **3.1 INTRODUCTION**

The transportation network is the backbone upon which a community bases its economy, accesses its resources, and connects to other communities. This network forms a critical link for careful development and growth of the community. Maintenance and repair, in addition to periodic additions and enhancements to this system, are essential for preserving connectivity for town residents, visitors, and businesses. Keeping pace with changes in transportation trends, and network use is also essential to anticipate needed improvements and potential additions to the transportation network.

Transportation modes or facilities in the Town of Draper include highway, transit, and pedestrian (trails). However safe pedestrian travel is limited given a lack of sidewalks and few pedestrian trail facilities to connect developed areas. Residents of the town generally rely on personal vehicles to meet most of their transportation needs.

### **3.2 FUNCTIONAL CLASSIFICATION SYSTEM**

The Town of Draper's roadway network is comprised of nearly 115 miles of highways and town roads. Roads within the community are classified according to their primary function and by the amount of traffic they carry. In the Town of Draper, State Highway 70 is classified as a minor arterial highway. This highway serves as a central road that provides residents and visitors access to the community. County Trunk Highways "GG", "M" and "EE" provide connections to other towns and communities and are classified as major collectors, while local roads provide routes to homes and recreational destinations both within and beyond the town. Table 3.1 represents the functional classification and mileage in the Town of Draper.

**Principal Arterials:** Serve interstate and interregional trips. These roads generally serve urban areas greater than 5,000 in population. There are no principal arterials in Draper.

**Minor Arterials:** Serve cities, large communities, and other major traffic generators providing intra-regional and inter-regional traffic movements. STH 70 is classified as a minor arterial.

**Major Collectors:** Provide service to moderate sized communities and links traffic to nearby larger population centers. CTH "EE", "M" and "GG" are classified as major collectors.

<b>Table 3.1: Functional Classification Mileage</b>	
<b>Classification</b>	<b>Miles</b>
Principle arterials	0.00
Minor arterials	14.0
Major collectors	10.4
Minor collectors	8.3
Local roads	81.6
<b>Total</b>	<b>114.3</b>

Source: 2018 WisDOT WISLR

**Local Roads:** Provide access for travel over relatively short distances. All roads not classified as arterials or collectors are classified as local roads. The 81.6 miles of roads provide access to residential, commercial, and recreational uses within the Town of Draper.

### 3.3 TRAFFIC VOLUMES AND TRENDS

Table 3.2 lists the change in Annual Average Daily Traffic (AADT) at four recording sites on roads passing through the Town of Draper from 1983 to 2005. The two sites along STH 70 recorded the greatest numeric increase over the 23 years.

The increase in traffic in and around the Town of Draper and throughout Sawyer County may be attributed to two main factors. First, since 1983, residents of the town and surrounding towns are making more frequent vehicular trips for shopping, commuting to work, and for recreation. Secondly, some areas of Sawyer County have seen increases in population density and the development of second homes owned by seasonal residents.

<b>Table 3.2</b> <b>Annual Average Daily Traffic at Recorded Sites</b> <b>Town of Draper 1983-2005</b>													
	1983	1985	1988	1991	1995	1998	2001	2004	2005	2011	2014	2017	Net Change
Site 1	720	920	850	980	1,100	1,000	930	1,300	1,300	1,100	-	1,700	+980
Site 2	500	430	550	700	990	920	910	950	980	830	580	-	+80
Site 3	270	160	160	460	420	300	310	440	440	340	-	-	+70
Site 4	180	220	260	470	180	150	210	190	200	210	-	-	+30

Source: WisDOT

Site 1: STH 70, west of Easterhouse Road

Site 2: STH 70, west of intersection with CTH EE

Site 3: CTH EE, east of intersection with STH 70

Site 4: CTH GG, north of intersection with STH 70

### 3.4 ROADWAY IMPROVEMENTS

The town has continued to maintain a comprehensive evaluation of the local roadway systems. In every odd year, the town completes a Pavement Surface Evaluation Rating (PASER) for all town roads in accordance with WisDOT requirements. PASER is a tool for local governments as it gives a picture of road conditions and can identify roads in the most need for maintenance and rehabilitation. Surface defects, cracking, potholes, and drainage are all examined during a typical PASER evaluation.

Improvements to the local roads are critical for maintaining an adequate and safe roadway system. Future road improvements are generally based on current road conditions with the intent to keep all roadways intact and useable. Future roadway improvements need to be flexible

because of the possibility of unforeseen emergencies or disasters that may arise from year-to-year. There are no state highway projects scheduled through 2023, In the Town of Draper.

### **3.5 MODES OF TRANSPORTATION**

#### **Trucking & Water**

Trucking through the Town is accommodated on the state and county highway network for portions of the year. During the period from December 1<sup>st</sup> to May 1<sup>st</sup> of every year, highways in Wisconsin must withstand an extreme range of moisture and temperature conditions from -30 F. to +70 F. These varying conditions affect the structural strength of the pavements and the base materials under the roadway. County highways and local roads are posted with weight restrictions. Local county or township road maintenance authorities are responsible for determining when their roads are either frozen or thawing and whether sections should be posted for weight limitations.

No waterborne commerce/routes are available in the community. The nearest access to waterborne commerce is the Port of Duluth/Superior.

#### **Railroads**

No rail lines exist within the Town. The Tuscobia Trail (recreation trail) utilizes an abandoned rail grade connecting the communities of Park Falls and Rice Lake. Limited rail services, primarily for the transportation of pulp wood, are available in Hayward and Stanberry.

#### **Pedestrian**

Within the town no sidewalks are present. Most town roads have limited shoulder areas with speeds usually more than 45 miles per hour unless posted otherwise. A motor vehicle creates a dust hazard for pedestrians on gravel roads. Local road conditions generally hamper safe pedestrian travel opportunities. Moreover, given the low-density development pattern of the town and the fact that nearly all goods and services are located several miles away in nearby cities, walking to places of work, shopping, or entertainment is not realistic for most residents. This situation is not anticipated to change over the 20-year planning period. As a result, people without access to motor vehicles must arrange for other transportation services.

#### **Bicycling**

The WisDOT, along with the Bicycle Federation of Wisconsin, has compiled a Wisconsin State Bike Map that highlights bicycling conditions on select roadways in Wisconsin. In the Town of Draper, no designated bicycle routes exist. However, the state, county and town roads are frequently used for bicycling.

Most of the rural State Trunk Highway system has a three-foot or wider paved shoulder. While shoulders were generally paved for maintenance and safety purposes, they also provide limited accommodations for bicycle travel. STH 70 and CTH GG and EE are rated as the best condition for bicycling, in large part due to the low volume traffic present along the roadway.

The Planning Commission has identified potential for bicycle tourism in the Town of Draper and is working to bring CAMBA trails, events and facilities to the township in the future. the Tuscobia Winter Ultra cycling event has already expressed interest in using the Draper Campground for a rest stop during its annual event. The Town Board and Planning Commission will pursue state and federal grant opportunities to develop cycling-friendly routes, trails and facilities in the township.

### **Air Transportation**

There are no airport facilities in the Town of Draper, and there are no plans to establish any facilities. Airports in proximity to Draper that provide scheduled passenger and commercial freight services include the Duluth International Airport (DLH), Minneapolis/St. Paul International (MSP) Airport and Central Wisconsin Airport (CWA). There are four public airports near the Town of Draper that are registered with the WisDOT Bureau of Aeronautics (Table 3.3).

<b>Table 3.3: Public Airports/Airfields</b>		
<b>Airport/Airfield</b>	<b>Location</b>	<b>Status</b>
Sawyer County Airport	Hayward	Public
Park Falls Airport	Park Falls	Public
Price County Airport	Phillips	Public
Rusk County Airport	Tony	Public

Source: Wisconsin Department of Transportation, Bureau of Aeronautics

### **Transit and Transportation for the Elderly & Disabled**

Namekagon Transit, a joint partnership between Sawyer County and the Lac Courte Oreilles Tribe provides fixed route and door-to-door services throughout Sawyer County. While a fixed route schedule is not available within Draper, appointments can be made for transit rides. In the future, Namekagon Transit may expand its service into the Park Falls area.

A number of private carriers are available for persons needing specialized transportation services to medical or other appointments. A volunteer driver program is also available and is operated out of the Senior Resource Center located in Hayward.

NWT Express (*Travel Leaders*) provides ground transportation between Hayward and Minneapolis/St. Paul. The service operates seven days a week with scheduled stops at other communities between Hayward and Minneapolis/St. Paul.

## **3.6 OTHER TRANSPORTATION PROGRAMS AND PLANS**

In developing the transportation element for the town, several state and other organization documents were reviewed to determine plans and program that might apply to the town. Based on the review no land use conflicts or policy differences were identified. The following is a brief overview of the plans and programs reviewed.



**Rustic Road Program**

The Rustic Roads program in Wisconsin was created by the 1973 State Legislature in an effort to help citizens and local units of government preserve what remains of Wisconsin's scenic, lightly traveled country roads for the leisurely enjoyment of bikers, hikers, and motorists. An officially designated Rustic Road shall continue to be under local control. The county, city, village or town shall have the same authority over the Rustic Road as it possesses over other highways under its jurisdiction.

A Rustic Road is eligible for state aids just as any other public highway. To qualify for the Rustic Road program, a road:

- Should have outstanding natural features along its borders such as rugged terrain, native vegetation, native wildlife, or include open areas with agricultural vistas that singly or in combination uniquely set this road apart from other roads.
- Should be a lightly traveled local access road, one which serves the adjacent property owners and those wishing to travel by auto, bicycle, or hiking for purposes of recreational enjoyment of its rustic features.
- Should be one not scheduled nor anticipated for major improvements that would change its rustic characteristics.
- Should have, preferably, a minimum length of two miles and, where feasible, should provide a completed closure or loop or connect to major highways at both ends of the route.

A Rustic Road may be dirt, gravel, or paved road and may be one-way or two-way. It may also have bicycle or hiking paths adjacent to or incorporated in the roadway area. Law has established the maximum speed limit on a Rustic Road at 45 mph. The local governing authority may establish a speed limit as low as 25 mph. There are no rustic roads designated within the Town of Draper.

**Transportation Enhancements Program**

The TE program fosters more choices for travel by providing funding for sidewalks, bike lanes, and the conversion of abandoned railroad corridors into trails. Communities may also use the program to revitalize local and regional economies by restoring eligible historic buildings, renovating streetscapes, or providing transportation museums and visitor centers. Many communities use the program to acquire, restore and preserve scenic or historic sites. This program might provide Draper with an opportunity to make improvements in the Town.

**Sawyer County Road Improvement Plan**

The Sawyer County Highway Department has a road construction schedule in place for county road improvements covering the next several years. The improvement plan does not contain any projects within Draper over the next 7-year period.

**Sawyer County Public Transit-Human Services Transportation Plan**

Developed in 2008, and most recently updated in October 2018, the plan provides a synopsis of existing transit (public and private) providers available to residents of the County. The plan was

created to meet federal requirements for greater coordination in seeking federal grant funds for transit operation and assistance.

### **Connections 2030**

Connections 2030 is the second-generation Statewide Transportation Plan after Translinks 21. The planning process will update Wisconsin's comprehensive, long-range multimodal transportation plan. It will provide a broad planning framework for the next 25 years, guiding

transportation policies, programs, and investments through 2030. No conflicts with the Town of Draper Comprehensive Plan have been identified.

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

The *Wisconsin State Highway Plan 2020* focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan identifies no traffic congestion in the next 20 years on highways within the Town of Draper. No conflicts with the Town of Draper Comprehensive Plan have been identified.

### **Corridors 2030**

*Corridors 2030* sets criteria for selected routes that go beyond traditional highway planning with the intent to enhance and improve all two-lane and four-lane highways connecting cities of 5,000 inhabitants or more. No conflicts with the Town of Draper Comprehensive Plan exist at this time.

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

The *Wisconsin Bicycle Transportation Plan 2020* (1998) encourages increased bicycle use by describing how to fund and design bicycling improvements on the state highway system and on local roads.

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

This plan provides a statewide framework to increase walking and to promote pedestrian safety. The plan establishes goals, objectives, and actions regarding the provision of pedestrian accommodations that could be implemented. The plan also serves to help communities identify actions they can take to establish pedestrian travel as a viable, convenient, and safe transportation choice throughout Wisconsin. No specific recommendations to the Town of Draper exist.

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

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

### **Wisconsin State Rail Plan**

The state had begun the development of a separate statewide rail plan in 2003. However, realizing the significance of the rail system to other transportation modes, it opted to discontinue

the development of a separate plan and incorporate the state rail plan into the Connections 2030 planning process.

**State of Wisconsin Six Year Highway Improvement Program**

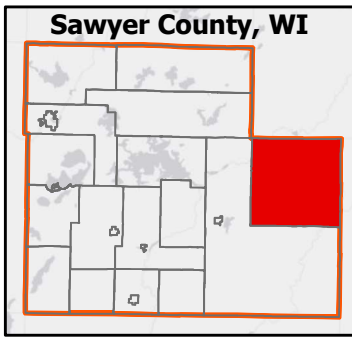
The Wisconsin Department of Transportation prepares a six-year improvement plan that identifies improvement projects statewide. No projects are scheduled for STH 70 in the next six years.

**3.7 TRANSPORTATION DESIGN**

The implementation element outlines the overall goals, objectives and actions for Draper. Due to the rural character of the community and its low-density development pattern, the ability of persons to travel by foot, bicycle, or other mode of transportation, other than by automobile, is very limited. The result of this creates difficulties in implementing significant design standards for low-density developments. A town-wide ATV route ordinance and ATV access to County roads and major ATV trails has greatly increased the use of ATVs/UTVs as a mode of travel to and within the town.

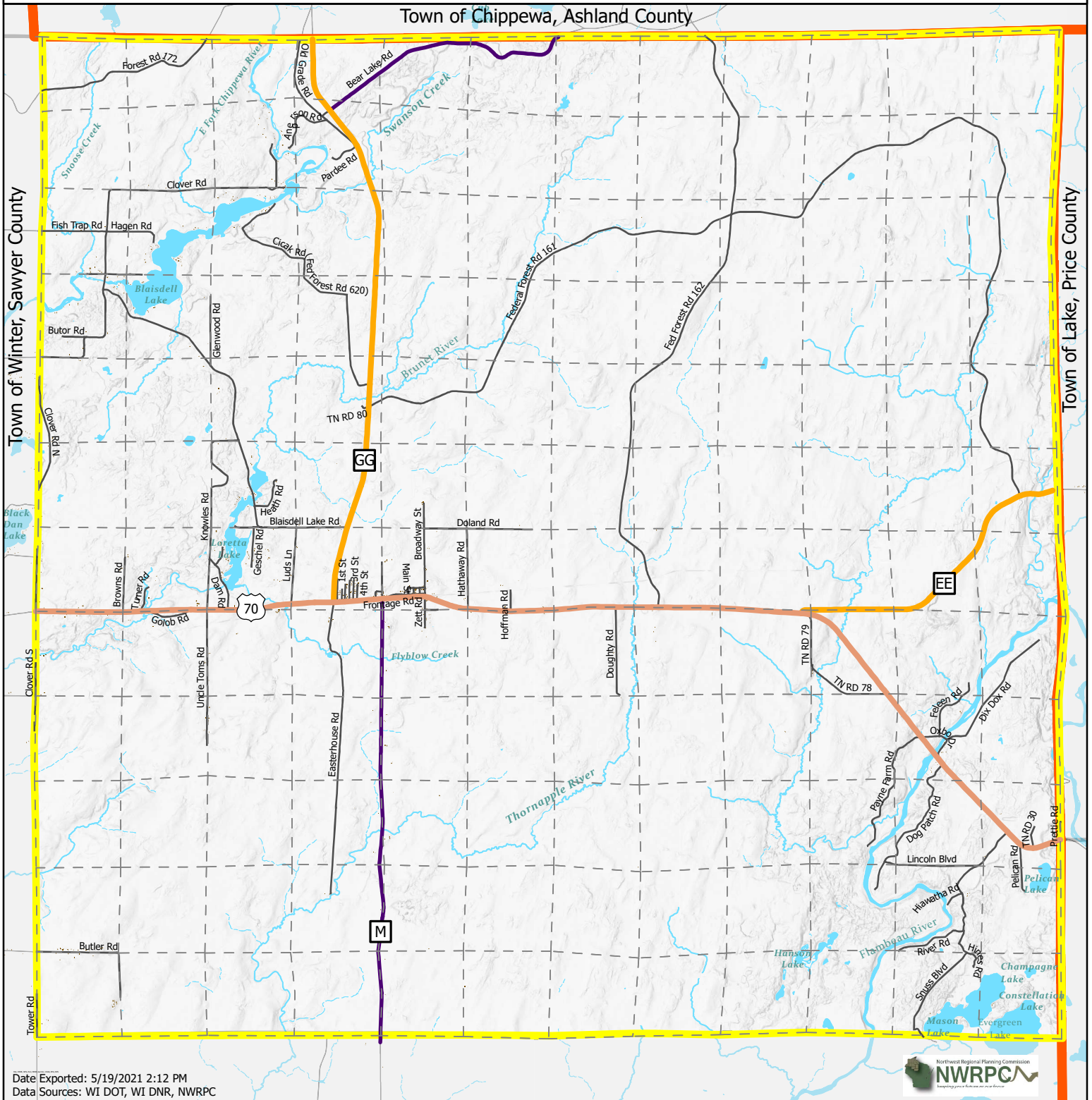
# Town of Draper Comprehensive Plan 2021

## Map 1: Transportation/Functional Classification



0 0.5 1 2  
Miles

- Minor Arterial
- Major Collector
- Minor Collector
- Local Road
- Intermittent Flow
- Perennial Flow
- PLSS Section
- Structure
- Lake/Large River/Flowage
- Town Boundary
- County Boundary



## **UTILITIES & COMMUNITY FACILITIES**

### **4.1 INTRODUCTION**

A sound infrastructure and access to goods, services, institutions and recreation amenities are crucial for the health and safety of a town's inhabitants and forms the basis for the prosperity and well-being of its residents. Similarly, these services, institutions, and recreational amenities extend beyond their individual functions as they enrich community life, enhance civic pride, and strengthen community identity. Maintaining the quality of community facilities and infrastructure is key to serving its residents and attracting new residents and businesses. This portion of the plan serves as an inventory of existing utilities and community facilities in the town and reviews their capacity to accommodate the Town of Draper's projected growth for the coming 20-year period.

### **4.2 EXISTING UTILITIES AND COMMUNITY FACILITIES**

#### **Water Supply and Wastewater Disposal Facilities**

Town residents receive their water via private wells that are owned and maintained by the property owner. The disposal of domestic and commercial wastewater in most of the Town of Draper is handled through the use of individual on-site wastewater disposal systems. The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation, and inspection of most private on-site sewage systems in the state. There are five main styles of on-site disposal system designs authorized for use: conventional (underground), mound, pressure distribution, at-grade holding tank, and sand filter systems. Sanitary permits are required under state law; and to obtain a permit, you must contact a Wisconsin licensed master plumber who will complete the necessary forms, obtain the sanitary permit, and install the private sewage system.

Throughout the 20-year planning period, it is not expected that the Town will develop a sewer system or a water system of their own. On-site disposal systems should continue to be monitored to ensure compliance with state codes and up-graded as needed.

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

Prior to 1969, solid waste management in Sawyer County consisted primarily of individuals hauling waste to unsupervised municipal landfills. Since that time, state and federal codes have become more restrictive and non-hazardous household wastes are land filled only in licensed facilities. Costs to comply with state and federal requirements ultimately forced communities, including the Town of Draper, to close landfill sites that could not be upgraded. It is possible that closed municipal disposal sites may have some level of contamination due to inadequate methods of disposal and monitoring techniques used at the time of operation. Table 4.1 shows information regarding old landfill(s) in the Town of Draper.

Table 4.1: Town of Draper Waste Disposal Sites		
Facility Name	Location	Status
Draper Town Landfill	End of Broadway Street	Inactive

Source: WDNR

Waste Management Inc. of Northern Wisconsin (WMI) provides the garbage collection services to residents and businesses. Households may contract with Waste Management for the placement of a dumpster on their premise or they can bring their garbage and recyclables to the transfer station located at the end of Broadway Street. The Town of Draper transfer station is a waste and recycling drop-off site for residents and property owners and is located at the end of Broadway Street, north of the unincorporated area of Draper.

The Town of Draper maintains the recycling facilities for residents who choose to bring recyclables to the transfer station and accepts newspapers, glass, tin cans, aluminum cans, phone books, magazines, #1 & #2 plastic bottles and mixed paper.

Continued monitoring of local recycling needs and their markets will assist the community in identifying future service needs and potentials. Current needs are being met by existing services, however, over the 20-year planning horizon, there may be a need to develop additional recycling facilities or expand service levels.

### **Stormwater Management**

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

Over the 20-year planning horizon, the Town of Draper may need to address stormwater management in the community's outlying rural areas, especially in areas with concentrated development. The potential for additional runoff resulting from development may negatively impact other local lakes and streams. The Town of Draper must work cooperatively with the DNR and Sawyer County to mitigate the adverse impacts of stormwater runoff and ensure that environmental resources are adequately protected. Potential impacts from stormwater resulting from concentrated development needing to be mitigated should be borne by the developer or business creating the situation.

### **Law Enforcement**

The Town of Draper does not have its own law enforcement personnel. The Sawyer County Sheriff's Department serves as the primary law enforcement agency to the Town of Draper. The department's administrative functions and jail facility are located at 101 East 5<sup>th</sup> Street in the City of Hayward and provides law enforcement assistance to approximately a 1,482 square mile area.

The facility houses the Sheriffs department's offices, dispatch center, classroom, evidence room, locker room, and county jail.

Over the 20-year planning horizon, it is not expected the town will develop a law enforcement department. Sawyer County Sheriff's Department and the town will continue to review and monitor local crime in an effort to address public safety concerns.

### **Fire and Rescue**

The town contracts with the Draper-Loretta Fire Dept., Inc. for fire protection services. The department is staffed by 5-7 volunteers and participates in a Mutual Aid agreement through Sawyer County with the Winter Fire Department. The department operates one pumper, one tender, one DNR brush truck and two portable pumps and is located at 6970N Park Ln., at the intersection of State Highway 70 and Cemetery Rd. in Loretta. EMT members from Sawyer County Ambulance provide rescue services; the department does not have an official first responder team. The existing fire and rescue services are thought to be adequate to meet the local population demand over the next 20 years. Recruiting new trained members and future upgrades to equipment and vehicles are anticipated over the 20-year plan horizon.

### **Ambulance/Emergency Medical**

Ambulance services are provided through a combination of both full-time and volunteer staff of Sawyer County Ambulance. Sawyer County has a network of first responders who are paged or called to medical emergencies by the Sawyer County Sheriff's Department. Sawyer County has an emergency 911 system, which is staffed 24-hours by the Sawyer County Sheriff's Department. In 2020-2021, the Town of Draper and Draper-Loretta Fire Department, Inc. began construction on a Life Link III-approved concrete helipad landing zone behind the Fire Department at 6970N Park Ln. in Loretta for emergency air transport of critical patients to hospitals in Wisconsin and Minnesota. Members of the department attended Life Link III's training classes and have already assisted with rescue flights. The existing ambulance/emergency medical services provided to the Town of Draper are adequate to meet the local population demand over the 20-year planning period. Future upgrades to equipment and vehicles are anticipated over the 20-year plan horizon.

### **Libraries**

There are no libraries within the Town of Draper. Residents of the Town of Draper can utilize the Winter Public Library, the Park Falls Public Library and the Hayward Public Library. Over the 20-year planning horizon, it is not expected the town will create a local library.

### **Municipal Building**

The Town Hall and Garage are located at 6994N Main St. in Loretta (Map 2). In the past five years, extensive restoration of the Town Hall's foundation, porches and office facilities has been undertaken; improvements are ongoing to update and preserve the historic building which is the center of the Draper community. The Town Hall is used by the Draper Community Club for social and community fundraising functions, and is available to residents for private parties, weddings and celebrations of life. Future projects include improving energy efficiency and work on the siding and windows in the next one to five years.



**Cemeteries & Religious Institutions**

There is one known cemetery in the Town of Draper. It is located off Cemetery Road about 0.25 miles north of STH 70. Over the 20-year planning horizon, it is not expected the town will create a new cemetery. There is one church located in the Town of Draper, Calvary Lutheran Church located on Church Street off of STH 70.

**Communication Facilities**

Due to the increase in use of wireless communication, the construction of telecommunication towers is an issue that towns are addressing more often. There are two wireless communication towers now located in the Town of Draper on State Highway 70 between Knowles Rd. and Luds Ln. Norvado has proposed running a broadband fiber trunk along County GG and County M in 2022: residents are forming a committee to explore “last mile” connection costs to serve residential locations where there is demand for highspeed internet.

CenturyTel, Inc. serves the town for local telephone land line communications and limited internet service. Multiple companies provide cellular and satellite telephone and internet services of varying quality and reliability.

Over the 20-year planning horizon, it is not expected the town will engage in the development of communication facilities of its own. However, it is expected the town will actively participate in discussions and planning with local communication providers to ensure the area residents have access to the latest technology; and any future siting of these facilities is done so in the best interest of the community. The town seeks to balance the demand for modern communications with preserving the rustic and natural character of the Northwoods; future cell towers and other visible structures that adversely affect the character of the town will be carefully considered when permits are requested.

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

There are no power plants (hydro, coal, or nuclear) located in the Town of Draper, and there are no plans to locate any in the future. There are no substations or transmission line in the town.

Over the 20-year planning horizon, it is not expected the town will engage in the development of power plants, substations, and transmission lines. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure siting of these facilities is done so in the best interest of the community.

**Electric & Gas Utilities**

North Central Power is the primary provider of electric services to the Town of Draper. In the Town of Draper, natural gas services are not available. Over the 20-year planning horizon, it is not expected the town will engage in the development of utilities such as electricity or gas. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure siting of these facilities is done so in the best interest of the community.

### **4.3 MEDICAL/HEALTH CARE AND OTHER FACILITIES**

Residents can receive full medical services at either Marshfield Clinic in the City of Park Falls or at the Duluth Clinic and the Hayward Memorial Hospital in the City of Hayward. In addition, Northern Bridges provides health related services, including home health care services, education, intervention services, and care coordination throughout Sawyer County.

The remote location of the Town of Draper, the distances that residents need to travel to meet “face to face” with medical professionals and the age structure of the population that currently lives here makes telemedicine critical to the health and safety of the township. This need can be met only with expanded access to broadband internet connectivity. The Town of Draper is committed to obtaining access to reliable, affordable broadband internet for the community as early as 2022.

Over the 20-year planning horizon, it is not expected the town will engage in the development of medical or health care facilities. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure local residents are afforded the best services available.

#### **Adult Care Facilities**

There are no licensed adult care facilities, community based residential facilities, or adult family homes located in the Town of Draper. However, in Sawyer County, there are five community-based residential facilities (CBRF's) and two adult family homes (AFH). The closest facility is a CBRF, Queen of Angels Covenant and CBRF, located outside of Radisson. Community-based residential facilities are a home or apartment type setting where five or more unrelated adults live together, in which individuals having difficulties with independent living reside. An adult-family home is where up to four persons who are not related reside and receive care, treatment, or services above the level of room and board.

Over the 20-year planning horizon, it is not expected the town will engage in the development of adult care facilities.

#### **Nursing Homes**

The closest nursing home facilities are located in Hayward, Phillips, and Park Falls. Over the 20-year planning horizon, it is not expected the town will engage in the development of nursing home facilities.

#### **Child Care Facilities**

There are no known child care facilities located in the Town. The nearest licensed child care facility is in Radisson. Over the 20-year planning horizon, it is not anticipated the town will provide for child daycare services.

#### **4.4 SCHOOL FACILITIES**

Most school age children in the Town of Draper attend school in the Winter Community School District. One of the major impediments for families moving to the Town of Draper at the present time is the lack of access to reliable, affordable broadband internet connectivity that allows K-12 students to complete assignments at home. The Town of Draper is actively seeking to enhance its broadband connectivity to accommodate home based learning accessibility for all ages.

Post high school education is available to all persons at the Lac Courte Oreilles Ojibwa Community College located at 13466 West Trepania Road. Course offerings allow enrolled students the opportunity to receive an Associate of Arts, Applied Science, or Science degree and a number of certificates. Most class credits transfer to other colleges and universities.

Nearby post-secondary educational facilities include the Wisconsin Indianhead Technical College (WITC) campus in Rice Lake. A satellite campus is also located in Hayward. The North Central Technical College campus located in Wausau also has a satellite campus located in Phillips.

The University of Wisconsin System operates a two-year liberal arts/pre-professional college in the City of Rice Lake. UW-Barron County (UW-BC) is one of 13 freshman/sophomore campuses of the University of Wisconsin Colleges awarding an associate of arts and science degree. A four-year University of Wisconsin System school is located in the City of Superior (UW-Superior).

Over the 20-year planning horizon, it is not expected the town will engage in the development of public or private educational facilities. However, it is expected the town will actively participate in discussions and planning with both public and private schools providing or proposing facilities to ensure siting of these facilities is done so in the best interest of the community and that local residents are afforded the best educational programs possible.

#### **4.5 RECREATIONAL FACILITIES & EVENTS**

##### **Parks**

The Draper Park is located at the intersection of STH 70 and Cemetery Rd (CTH M). Existing facilities include a lighted pavilion with picnic tables and electricity for cooking, a seasonal portable toilet, and a very large open lawn area with limited playground equipment.

The town has also developed a campground near the intersection of CTH M and STH 70. The campground has 15 camping sites with electrical, hook-ups, potable water and shower facilities.

##### **Trails**

Located on a network of over 500 miles of groomed trails crisscrossing Sawyer County, there are ample opportunities to travel to nearby communities and other counties by snowmobile or ATV

throughout the year. The Tuscobia State Trail runs through town and provides an important link to the local and regional trail system.

### **ATV Campground**

Draper has constructed a public campground adjacent to the Tuscobia with a trailhead parking lot, restrooms and showers, and 15 RV campsites. The Town of Draper is ATV friendly: all roads within the town, including the Sawyer County roads M, GG and a portion of EE are designated ATV Routes. Four local taverns and restaurants provide social and dining opportunities for those using the trails and campground. Organized events and rides are held throughout the year and there are several ATV and snowmobile clubs who oversee the maintenance and use of the trails and plan events.

### **Public Access Points**

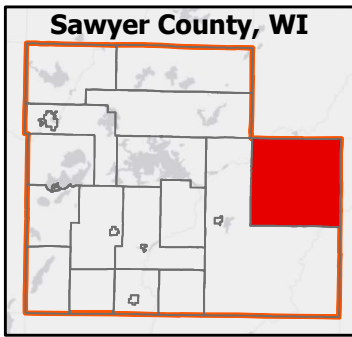
Public access points are points of entry for the public to gain access to local lakes. In the Town of Draper, there are four public access points. Table 4.2 identifies the water body and type of access available to access local lakes.

Table 4.2: Town of Draper Public Access Points		
Water Body	Ownership	Status
North Fork Flambeau River (1 landing)	State Owned	Trailerable
Blaisdel Lake (1 landing)	State Owned	Trailerable
Lake Loretta (2 landings)	Town Owned	Trailerable

Over the 20-year planning horizon, it is not anticipated the town will engage in the further development of public access points.

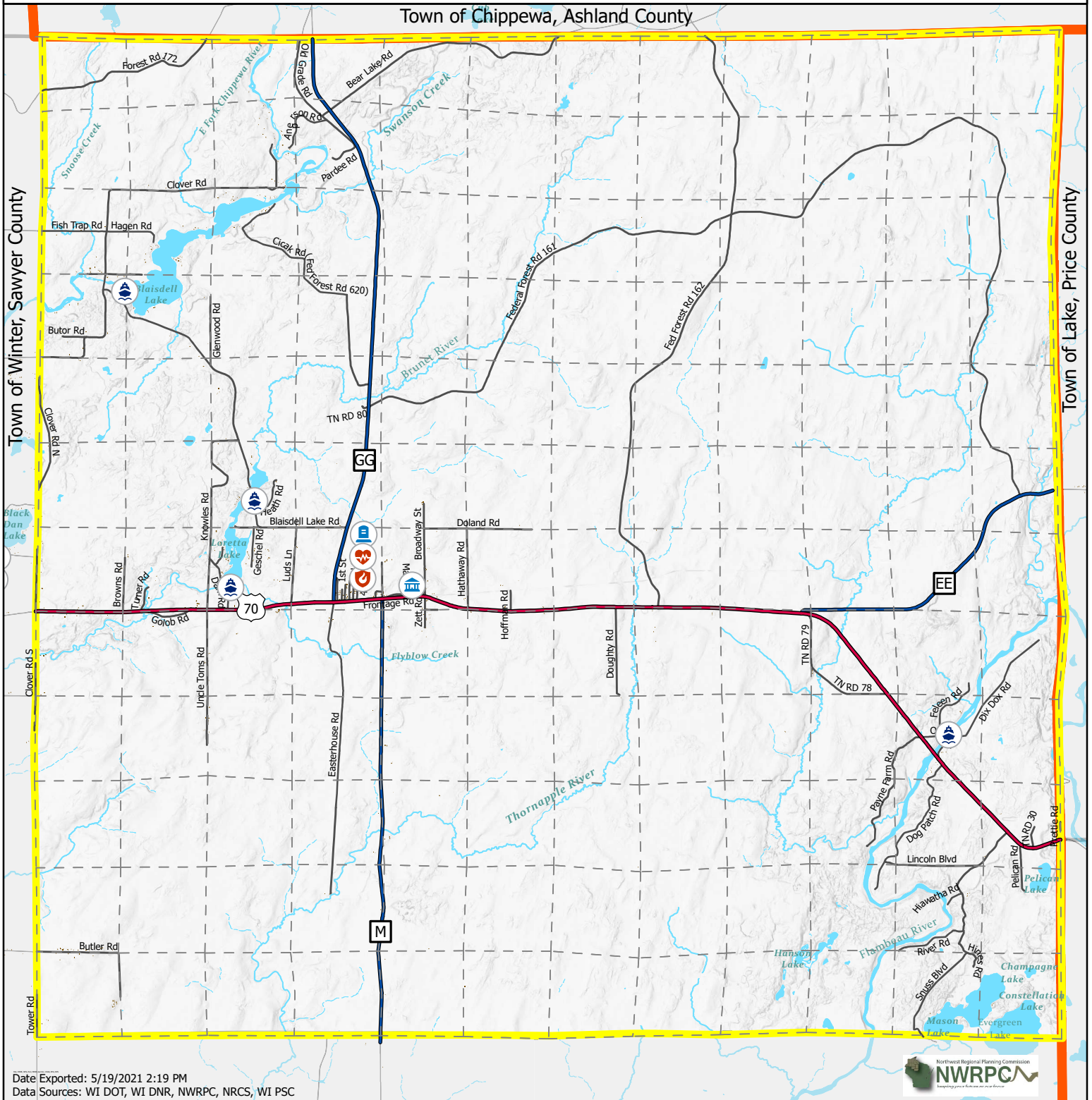
# Town of Draper Comprehensive Plan 2021

Map 2: Community Facilities



0 0.5 1 2  
Miles

- |  |                    |  |                   |  |                          |
|--|--------------------|--|-------------------|--|--------------------------|
|  | Cemetery           |  | State Highway     |  | Structure                |
|  | Fire Hall          |  | County Highway    |  | Lake/Large River/Flowage |
|  | Town Hall          |  | Local Road        |  | Town Boundary            |
|  | Public Access Site |  | PLSS Section      |  | County Boundary          |
|  | Helipad            |  | Intermittent Flow |  |                          |
|  |                    |  | Perennial Flow    |  |                          |



## **NATURAL, AGRICULTURAL, & CULTURAL RESOURCES**

### **5.1 NATURAL RESOURCES**

#### **Introduction**

This element includes an inventory and analysis of the natural, agricultural, and cultural resources in the Town of Draper. Within the following narrative, various components of the community resource base are examined at a broad level or “planning scale.” The purpose of this examination is to provide the community with the necessary information to make informed decisions about future growth and development.

The protection of sensitive natural resources is necessary for the welfare of people and the environment. By allowing natural processes, such as the hydrologic cycle/system to function without impediment, property, water supply, and environment are protected. The protection of natural resources also preserves important ecological communities. Certain natural resources have more than merely aesthetic and recreational activity values. They are essential to long-term human survival and the preservation of life, health, and general welfare. As such, the protection and/or management of these natural resources clearly are in the public interest. Thus, the analysis of those natural resources found within the study area is done for the purpose of directing development away from specific areas not intrinsically suitable for a particular use and given the physical characteristics found within the study area, to at least guide development in a direction that is least disruptive.

#### **Topography & Slope**

The Town of Draper is located within the northern highland geographic province, a region characterized as a pitted outwash plain of heavily forested terrain with many lakes, potholes, and wetlands. The topographic features of the town are the result of glacial action that occurred about 15,000 years ago. As the ice retreated, large blocks of ice broke off and became buried in the drift and melted forming deep pits or kettles. The town contains a number of lakes, most of which are of kettle (glacial) origin.

Steeply sloping lands are generally characterized as those in excess of 15-20 percent (vertical rise /horizontal run x 100). Slope analysis is an important development consideration as steep slopes are potentially unstable. Development in these areas may destabilize these slopes, causing increased runoff and accelerating erosion, which negatively impacts water quality. Steep slopes can require costly engineering and site preparation/mitigation measures to minimize these potential adverse impacts. Slope evaluation should be used in conjunction with the examination of other physical factors such as geology, soils, and local drainage patterns to determine the most suitable areas for development. Map 4 depicts slopes at 20 percent or more.

### **Land Cover**

Land cover data was obtained from the WISCLAND 2 (Wisconsin Initiative for Statewide Cooperation on Land Cover Analysis and Data) data set (Map 5). This information represents ground cover interpretation based on 2010-2014 Landsat 5 satellite imagery. WISCLAND 2 data can also be used to develop a regional land cover profile and to quantify the relative proportion of individual vegetation cover types on the landscape. Table 5.1 represents the land cover types based on Wisconsin Land Data. Within the land cover types, “forest” represents the greatest share of coverage.

### **Forest Cover**

Forests provide a range of benefits including wildlife habitat, forest products, recreational opportunities, aesthetics, and other benefits. They are also very important to protect and enhance water quality.

Forestland is the dominant land cover class in the Town of Draper, with nearly 60,000 acres of forest present. The broad-leaved deciduous land cover class is dominant, characterized by a heterogeneous species mix including aspen, oak, maple, and other broad-leaved species (Map 5). Aspen is relatively abundant in the area, likely as a result of timber harvesting/management and wildlife strategies, which encourage the regeneration of this species.

<b>Table 5.1: Town of Draper Land Cover</b>	
<b>Land Cover Type</b>	<b>Acres</b>
Barren	29
Broad-Leaved Deciduous Forest	47,617
Coniferous Forest	12,068
Crop Rotation	56
Developed, High Intensity	20
Developed, Low Intensity	164
Emergent Wet Meadow	859
Floating Aquatic Herbaceous Vegetation	79
Forage Grassland	248
Forested Wetland	22,653
Idle Grassland	67
Lowland Shrub/Scrub	3,411
Mixed Deciduous/Coniferous Forest	139
Open Water	1,126
<b>Total</b>	<b>88,536</b>

Source: WISCLAND 2

### **Surface Water Resources and Wetlands**

The quality and quantity of surface water resources are strongly dependent upon how land is used. Activities on the landscape can introduce sediments and pollutants, affecting the usability of water for drinking and harming wildlife. Activities that disrupt the natural flow of water systems, such as dams and diversions, can alter natural processes and cause habitat loss.

Arguably, the most significant concern facing northern lakes is overuse and development. Over the past several decades, nearly two-thirds of all lakes ten acres and larger were developed in northern Wisconsin. Continuing pressures are being placed on water resources as the number of people using these resources continues to grow annually.

Recently, changes have occurred in the way we view water resources. The Wisconsin Department of Natural Resources has taken a watershed approach to planning, because it focuses stakeholders on what a particular lake, river, or wetland needs and what they can do collectively to meet that need. By definition, *a watershed is an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with*

a neighboring watershed. Four watersheds cross the Town of Draper Map 6 and are nearly equally represented by acres (Table 5.2).

Table 5.2: Town of Draper Watersheds	
Name	Basin
East Fork Chippewa River	Upper Chippewa
Weirgor Creek and Brunet River	Upper Chippewa
Thornapple River	Upper Chippewa
Lower North Fork Flambeau River	Upper Chippewa

### **Surface Water Quality**

Section 303(d) of the federal Clean Water Act requires the State of Wisconsin to periodically prepare a list of all surface waters in the state for which beneficial uses of the water – such as for drinking, recreation, aquatic habitat, and industrial use – are impaired by pollutants. These are water quality limited lakes, rivers, and streams that do not meet surface water quality standards and are not expected to improve within the next two years.

Waters placed on the 303(d) list require the preparation of Total Maximum Daily Loads (TMDLs), a key tool in the work to clean up polluted waters. TMDLs identify the maximum amount of a pollutant allowed to be released into a water body so as not to impair uses of the water and allocate that amount among a variety of sources. The 2018 Wisconsin 303(d) list identifies Loretta Lake due to the level of mercury found in fish tissue. Loretta Lake was listed as a 303(d) waterbody in 2008. New samples confirmed this listing in 2016.

Surface water resources (Map 7) have been evaluated and rated for water quality, fish, wildlife, and aesthetic values by the WDNR. High quality resources were classified as either Outstanding Resource Waters (ORW's) or Exceptional Resource Waters (ERW's). An outstanding resource water is defined as a lake or stream having excellent water quality, high recreational and aesthetic value, high quality fishing, and is free from point source or non-point source pollution. An exceptional resource water is defined as a stream exhibiting the same high-quality resource values as an ORW but may be impacted by point or non-point sources of pollution or has the potential for receiving a wastewater discharge from a non-sewered community in the future. ORW's and ERW's in the Town of Draper represent key water bodies and resources.

#### **Outstanding Resource Waters**

- Blaisdell Lake
- Thornapple River
- East Fork Chippewa River

#### **Exceptional Resource Waters**

- Bear Creek
- Casey Creek
- Flambeau River
- Brunet River



## **Lakes**

Lake resources provide unique habitats for wildlife, including a number of threatened and endangered species and communities. Lakes are also important, recreational, social, and economic resources that characterize much of northern Wisconsin including the Town of Draper.

Sawyer County and participating towns previously undertook an extensive Lakes Association process. This process resulted in the development of a lakes classification that applies certain development standards on three types of classified lakes. A fourth lakes classification process was later developed to protect smaller “wilderness” lakes. Selected information regarding lake characteristics and its “class” are portrayed in Table 5.3.

<b>Table 5.3: Town of Draper, Lake Characteristics</b>				
<b>Lake Name</b>	<b>Acres*</b>	<b>Max. Depth</b>	<b>Lake Type</b>	<b>Lake Class</b>
Blaisdell	356	19 ft	Drainage	2
Champagne	7	12 ft	Seepage	4
Evergreen	200	25 ft	Drainage	2
Hanson	36	13 ft	Seepage	4
Loretta	126	12 ft	Drainage	3
Mason	190	39 ft	Drainage	2
Pelican	32	16 ft	Seepage	4

Source: Sawyer County Lakes Classification, WDNR, \*total lake acres

## **Rivers and Streams**

Within the Town of Draper, rivers and streams flow through the town or begin as the headwaters. Like lakes, these resources support a wide range of species and habitats, including many threatened and endangered species and communities. Rivers and streams are important natural sediment transport systems that move runoff and materials downstream. Activities on the landscape directly impact the quality and quantity of water in rivers and streams and ultimately the water bodies to which they flow. In addition to these named streams, there are several smaller unnamed and intermittent streams. These resources are significant to the overall drainage regime, especially following major precipitation events and spring snowmelt.

## **Trout Streams**

Because trout require cold, clear waters with silt-free bottoms, the presence of these species is considered an indicator of relatively good water quality. The Wisconsin Department of Natural Resources has identified trout streams in the Town of Draper. The DNR divides trout waters into three classes based upon the streams ability to support the natural reproduction of trout. Classified trout streams are represented in Table 5.6.

### **Class I**

High quality trout waters that have sufficient natural reproduction to sustain populations of wild trout at or near carrying capacity. Consequently, streams in this category require no stocking of hatchery trout. These streams or stream sections are often small and may contain small or slow-growing trout, especially in the headwaters.

**Class II**

Streams in this classification may have some natural reproduction but not enough to utilize available food and space. Therefore, stocking is required to maintain a desirable sport fishery. These streams have good survival and carryover of adult trout, often producing some fish larger than average size.

**Class III**

These waters are marginal trout habitat with no natural reproduction occurring. They require annual stocking of trout to provide trout fishing. Generally, there is no carryover of trout from one year to the next.

<b>Table 5.6: Trout Streams in the Town of Draper</b>				
<b>Stream</b>	<b>Portion</b>	<b>Class I</b>	<b>Class II</b>	<b>Class III</b>
Bear Creek	All	3.0 mi		
Log Creek	All		7.8 mi	4.0 mi
Casey Creek	All	2.3 mi		
Pine Creek	All			2.2 mi
Brunet River	X	4.4 mi	10.8	

Source: WDNR, miles represent all portions designated

**Shoreland Development Requirements**

Under NR 115, Wisconsin's Shoreland Management Program established statewide minimum standards for shoreland development. Counties are required to adopt and administer shoreland zoning ordinances that meet, but not to exceed these minimum requirements. Sawyer County is required to zone, by ordinance, all shorelands within their respective unincorporated areas. This includes all lands within one thousand (1,000) feet of the ordinary high-water mark of navigable lakes, ponds or flowages or within three hundred (300) feet of the ordinary high-water mark of navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater. Rivers and streams in Sawyer County are regulated under the Sawyer County Zoning Shoreland Wetland Protection Ordinance.

- Lot size
- Vegetation
- Impervious Surfaces
- Height
- Nonconforming structures and uses
- Setbacks
- Filling, grading, lagooning, dredging, ditching, & excavation

However, Sawyer County does retain the authority to impose restrictions on "a matter that is not regulated by a NR 115.

**Groundwater**

Groundwater is fresh water (from rain or melting ice and snow) that soaks into the soil and is stored in the tiny spaces (pores) between rocks and particles of soil. Groundwater is the primary source of household water in the Town of Draper. Sound planning seeks to preserve both the quantity and quality of groundwater resources.

**Groundwater Quantity**

Under natural conditions, a balance existed between the volume of water entering an aquifer and the volume of water being discharged from an aquifer. With the development of wells, the natural balance between recharge rates and discharge rates was disrupted. In Wisconsin, the overall groundwater supply has decreased due to increased discharge to other groundwater recharge areas. Natural fluctuations in groundwater supply can also occur due to droughts or natural seasonal precipitation fluctuations.

**Groundwater Quality**

The quality of natural groundwater varies by location. As groundwater passes through natural sediments, naturally occurring chemicals may become deposited in the water. While naturally occurring groundwater contamination is generally mild, human-induced contaminants can make groundwater supplies unusable. The quality of groundwater is directly related to land use activities. The application of fertilizers, chemical spills, urban runoff, and non-point pollution can contribute to decreased quality of groundwater reserves.

Groundwater depths in the Town of Draper generally range from 0 to 50 feet, although some areas exceed 50 feet. Susceptibility to groundwater contamination is generally high. Five physical resource characteristics are identified as important in determining groundwater contamination susceptibility including: bedrock depth, bedrock type, soil characteristics, superficial deposits, and water table depth. Based on these factors Map 8 represents overall groundwater contamination susceptibility.

**Wetlands**

In 1978, the Wisconsin State Legislature officially defined wetlands as “an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions.”

Wetland environments sustain a diverse range of plants and animals, including several threatened, endangered, and sensitive species. These areas are significant habitat resources for migratory waterfowl and are primary nesting and breeding areas for species such as mallard, black duck, wood duck, blue winged teal and green winged teal. Wetlands are also habitat for furbearing mammals such as beaver, muskrat, mink, and otter.

Wetlands provide a variety of important ecological “services”, such as water quality improvement through sediment and contaminant removal. Wetlands also absorb and store excess water by releasing water more slowly than they gain it, reducing costly flood damage from storms, snowmelt, and runoff. Wetlands also stabilize shorelines and reduce erosion by reducing the impact of wave action.

The Wisconsin Wetland Inventory (WWI) was completed in 1985. This inventory defined the boundary for all wetland areas larger than five acres. This data was updated again, in 2002, using aerial imagery. Map 7 identifies wetlands found in the Town of Draper through the Wisconsin Wetland Inventory. Over 27,300 acres of wetland types were identified (Table 5.7). As this inventory only examined wetland types of five acres or more, many more acres of smaller wetland types also exist. The use and development of wetlands in Wisconsin is regulated under local, state, and federal requirements.

Table 5.7: Town of Draper, Wetland Inventory	
Class	Acres
Aquatic Bed	92
Emergent/wet meadow	508
Forested	21,632
Scrub/shrub	5,102
<b>Grand Total</b>	<b>27,334</b>

Source: WI Wetland Inventory

### ***Sawyer County***

Wetlands in Sawyer County are regulated under section 17.9 of the Sawyer County Zoning Ordinance. The Wetland/Shoreland Zoning District (W-1) includes areas designated as wetlands (five acres and greater) on the Wisconsin Wetland Inventory maps adopted by Sawyer County.

### ***State of Wisconsin***

NR115 and 117: Shoreland and wetland zoning regulations provide wetland protection requirements for lands within 1,000 feet of the ordinary high-water mark of waterways and requires local units of government to adopt and enforce local zoning ordinances.

NR30 and 31: Navigable waters protection requirements regulate construction and waterway alteration in and adjacent to navigable waters, including dams, filling, water diversion, grading, and dredging.

NR103 and 299: Water quality certification standards which the Wisconsin Department of Natural Resources uses to approve or deny permits after the Army Corps of Engineers approves them.

Wisconsin Act 6: Isolated Wetland Protection Law authorizes the WDNR to administer the water quality certification program for projects in those isolated wetlands that are currently not protected under the Clean Water Act.

### ***Federal***

Section 404 of the Clean Water Act regulates discharges to "waters of the U.S." including fill in any wetland.

Section 10 of the Rivers and Harbors Act of 1899 regulates activities in navigable waters of the U.S.

**Floodplains**

Floodplains serve many important functions related to flood and erosion control, which are not conducive to development. Floods are Wisconsin's most common natural disaster and therefore require sound land use plans to minimize their effects. Floodplains in the Town of Draper likely occur along select locations. For more information see FEMA's Flood Insurance Rate Maps for Sawyer County.

Section 87.30 Wisconsin State Statutes and Chapter NR 116 of the Wisconsin Administrative Code define the state's regulations with respect to floodplains. The Sawyer County Floodplain Zoning Ordinance also regulates development/uses within the unincorporated areas of the county. Determination as to whether a building site is located in a flood plain must be made through zoning office review of flood plain maps or through field verification of flood boundary.

**Threatened & Endangered Species**

While the conservation of plants, animals and their habitat should be considered for all species, this is particularly important for rare or declining species. The presence of one or more rare species and natural communities in an area can be an indication of an area's ecological importance and should prompt attention to conservation and restoration needs. Protection of such species is a valuable and vital component of sustaining biodiversity.

Both the state and federal governments prepare their own separate lists of such plant and animal species but do so working in cooperation with one another. The WI-DNR's Endangered Resources Bureau monitors endangered, threatened, and special concern species and maintains the state's Natural Heritage Inventory (NHI) database. The NHI maintains data on the locations and status of rare species in Wisconsin and these data are exempt from the open records law due to their sensitive nature. According to the Wisconsin Endangered Species Law it is illegal to:

1. Take, transport, possess, process or sell any wild animal that is included on the Wisconsin Endangered and Threatened Species List;
2. Process or sell any wild plant that is a listed species; and
3. Cut, root up, sever, injure, destroy, remove, transport or carry away a listed plant on public lands or lands a person does not own, lease, or have the permission of the landowner.

There are exemptions to the plant protection on public lands for forestry, agriculture and utility activities. In some cases, a person can conduct the above activities if permitted under a Department permit (i.e. "Scientific Take" Permit or an "Incidental Take" Permit). Table 5.8 lists those elements contained in the NHI inventory for the Town of Draper. These elements represent "known" occurrence and additional rare species and their habitat may occur in other

locations but are not recorded within the NHI database. For a full list of elements known to occur in Sawyer County & Wisconsin visit the WIDNR's Endangered Resources Bureau.

- Endangered Species - one whose continued existence is in jeopardy and may become extinct.
- Threatened Species - one that is likely, within the foreseeable future, to become endangered.
- Special Concern Species - one about which some problem of abundance or distribution is suspected but not proven.

Table 5.8: Natural Heritage Inventory Data, Town of Draper			
<u>Species</u>	<u>Common Name</u>	<u>Status</u>	<u>Group</u>
Setophaga cerulea	Cerulean Warbler	Threatened	Bird
Falciennis canadensis	Spruce Grouse	Threatened	Bird
Black spruce swamp	Black Spruce Swamp	NA	Community
Mesic cedar forest	Mesic Cedar Forest	NA	Community
Northern dry-mesic forest	Northern Dry-mesic Forest	NA	Community
Northern mesic forest	Northern Mesic Forest	NA	Community
Ephemeral pond	Ephemeral Pond	NA	Community
Forested seep	Forested Seep	NA	Community
Lake--shallow, soft, seepage	Lake--Shallow, Soft, Seepage	NA	Community
Muskeg	Muskeg	NA	Community
Northern sedge meadow	Northern Sedge Meadow	NA	Community
Northern tamarack swamp	Northern Tamarack Swamp	NA	Community
Northern wet-mesic forest	Northern Wet-mesic Forest	NA	Community
Open bog	Open Bog	NA	Community
Ophiogomphus anomalus	Extra-striped Snaketail	Endangered	Dragonfly
Etheostoma microperca	Least Darter	Special Concern/N	Fish
Canis lupus	Gray Wolf	Special Concern/FL	Mammal
Glaucomys sabrinus	Northern Flying Squirrel	Special Concern/FL	Mammal
Martes americana	American Marten	Endangered	Mammal
Napaeozapus insignis	Woodland Jumping Mouse	Special Concern/N	Mammal
Alasmidonta marginata	Elktoe	Special Concern/FL	Mussel
Glyptemys insculpta	Wood Turtle	Threatened	Turtle

Source: WDNR Natural Heritage Inventory, 4/19/2019

END = endangered; THR = threatened; SC =Special Concern.

Special Concern species are those species about which some problem of abundance or distribution is suspected but not yet proved. The main purpose of this category is to focus attention on certain species before they become threatened or endangered.

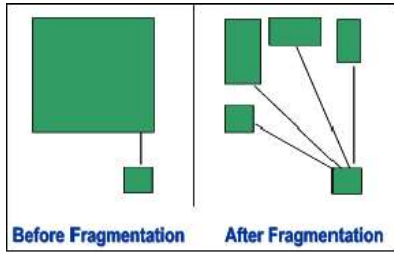
SC/P = fully protected; SC/N = no laws regulating use, possession, or harvesting; SC/H = take regulated by establishment of open closed seasons; SC/FL = federally protected as endangered or threatened, but not so designated by WDNR; SC/M = fully protected by federal and state laws under the Migratory Bird Act.

## **Wildlife Resources**

Wildlife and the habitat that supports wildlife are vital components of the community natural resource base. The health and abundance of these resources is intimately linked to nearly all other facets of community development. As part of the planning process, it is important for the community to recognize the significance of these resources and to strive to protect and enhance them. Wildlife resources are important components of natural ecological processes. These

resources are important from a recreation standpoint, by providing opportunities for viewing and hunting. Local revenue generated by expenditures related to wildlife is important to the local economy. Finally, wildlife resources are important cultural and spiritual resources, promoting sanctity, health, and well-being.

There are three primary issues of concern related to wildlife habitat planning: fragmentation, invasive/exotic species, and pollution.



Source: USDA Natural Resources Conservation Service

Fragmentation is the breaking up of large contiguous tracts of habitat into smaller pieces. Fragmentation increases the amount of linear edge areas. These areas favor species that prefer edge habitat such as whitetail deer and ruffed grouse. An increased amount of edge habitat is accompanied by a variety of negative impacts including increased predation/competition among species and increased range expansion of exotic species. Heavy browsing by an expanding population of whitetail deer can alter the types of plant species that grow in some areas. As a result, some desirable or rare

plant species may become threatened. Deer are thriving in many parts of Wisconsin because humans have created large amounts of edge habitat. Core species such as wolves and interior songbirds can be negatively impacted by the loss of interior habitat.

Much of the land area within the Town of Draper can be classified as wildlife habitat. Diverse habitats are found within the town, including forests, wetlands, water, and open areas located on both public and private lands.

### Planning Principals for Habitat Protection

- Maintain large, intact patches of native vegetation by preventing fragmentation of those patches by development.
- Establish Priorities for Species Protection and Protect Habitats that Promote the Distribution and Abundance of those Species.
- Protect Rare Landscape Elements. Guide Development Toward Areas with More Common Landscape Elements.
- Maintain Connections among Wildlife Habitats by Identifying and Protecting Corridors for Movement.
- Maintain Significant Ecological Processes such as Fires and Floods in Protected Areas.
- Contribute to the Regional Persistence of Rare Species by Protecting Some of their Habitat Locally.
- Balance the Opportunity for Public Recreation with the Habitat Needs of Wildlife.

**Exotic/Invasive Species**

Invasive/exotic species pose serious threats to indigenous species. Once established, exotics can decimate native species by out competing them for food and/or habitat. Because exotics are not part of the native ecosystem, they often have no natural (local) predators, thus may become prolific once established. The Wisconsin Department of Natural Resources lists many types of plant and animal invasive species (<http://dnr.wi.gov/invasives/animals.asp> and <http://dnr.wi.gov/invasives/plants.asp>). Exotic species of concerns for Sawyer County include the following.

- **Eurasian/Hybrid Northern water milfoil:** a submersed aquatic plant which can grow into dense stands inhibiting recreational uses like swimming, boating, and fishing. This species is currently known to exist in at least eleven lakes in Sawyer County.
- **Curly pondweed:** a perennial submersed aquatic that forms surface mats that interfere with aquatic recreation. At the present time, there are twelve known occurrences of this species in Sawyer County.
- **Purple loosestrife:** Purple loosestrife is a perennial herb 3-7 feet tall with a dense bushy growth of 1-50 stems. This species displaces native wetland vegetation and degrades wildlife habitat. Purple Loosestrife has been found in six locations within Sawyer County.
- **Rusty Crayfish:** This aggressive invader destroys aquatic plants. This species has been confirmed in 12 lakes and streams in Sawyer County.
- **Gypsy Moth:** This species is among the most devastating of forest pests. The gypsy moth is a defoliating insect which feeds on the leaves of many tree species. Gypsy moths are gradually making an eastward progression, and are currently established throughout much of eastern Wisconsin, including Sawyer County.
- **Emerald Ash Borer:** This species an invasive, wood-boring beetle that attacks ash trees. All ash species in Wisconsin are vulnerable to the Emerald Ash Borer, including white, green black and blue ash. Mountain ash (*Sorbus* spp.) is not a true ash and is not affected. While first identified in Wisconsin in 2008, the Emerald Ash Borer is now found in Sawyer County.
- **Cattails:** The broad and narrow-leaf cattails have tremendous capacity to grow, spread, and become invasive. The broad-leaf cattail grows in moist soil up to a meter deep. The narrow-leaf cattail grows in disturbed sites with brackish water up to .5 meters and deeper. Cattails, because they are aggressive, can squeeze out other types of macrophytes, including wild rice.
- **Freshwater Jellyfish:** The freshwater jellyfish found in Wisconsin are one of several species of *Craspedacusta* native to China. Two species (*C. sowerbii* and *C. sinensis*) live in the Yangtze River. They have been found in 3 Sawyer County Waterbodies.
- **Chinese/Banded Mystery Snails:** The Chinese Mystery Snail (native to Asia) and the Banded Mystery Snail (native to the southeast U.S.). are large in size and difficult to be eaten by predators due to their hard shell. Populations of these snails are thought to have a negative effect on native snail populations. One or both species have been identified in twenty-eight Sawyer County waterbodies.



- Flowering Rush:** Flowering Rush is a perennial aquatic herb that emerges each spring. In deep water, the plant can be entirely submerged. Submerged plants have limp leaves and do not flower. Often unnoticed among other wetland plants until it blossoms, flowering rush has a distinctive spray of umbrella shaped attractive white, pink, or purple flowers on a tall stalk. These plants form large colonies and can choke out native vegetation. This species has been identified in one Sawyer County waterbody.

### **Metallic and Nonmetallic Minerals and Mining**

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. 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 its approval under its zoning or land use ordinances or have entered into a legally binding agreement with the mining proponent.

Chapter NR135 of the Wisconsin Administrative Code requires that all counties develop and adopt a non-metallic mining reclamation ordinance. NR 135 ensures that all nonmetallic mining sites are reclaimed in compliance with the uniform statewide reclamation standards by providing the detailed requirements and reclamation standards for local ordinances. Two non-metallic mineral resource site is identified in the Town of Draper (Table 5.9).

Table 5.9: Non-metallic Mineral Resources			
Name	Type	Status	Commodity
County M Pit	Surface	Active	Sand and Gravel
Blaisdell Pit	Surface	Active	Sand and Gravel

Source: Sawyer County Zoning Department

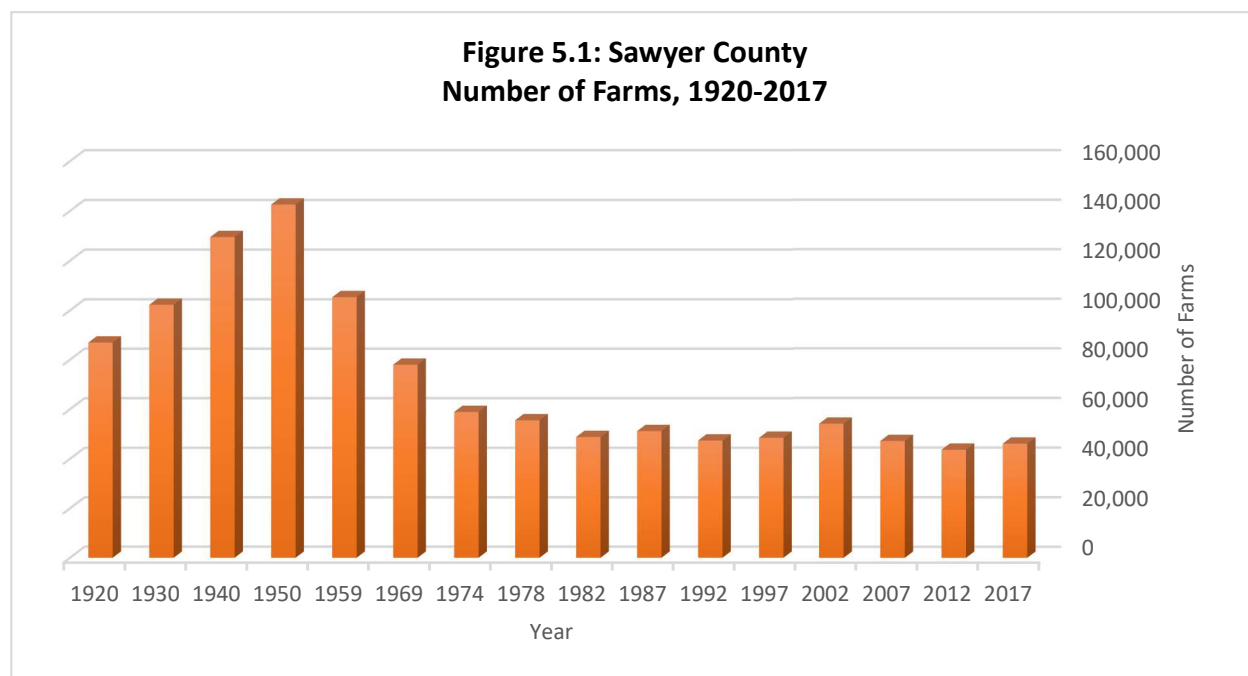
### **Public Land Management**

Land ownership has a significant impact on the natural resource base by influencing development patterns, land use, management, policy, and public use/access. Map 8 represents ownership of area lands. Federal land acreage totals approximately 36,700 acres, state land totals approximately 13,400 acres and county land totals approximately 6,600 acres, representing nearly 64 percent of the total land area.

## 5.2 AGRICULTURAL RESOURCES

### Trends

Farmland occupies a very small proportion of the overall land base in the Town of Draper. WISCLAND2 land cover data indicates that less than one percent or approximately 56 acres of the town's land base is farmland. As indicated by Figure 5.1, the total number of farms within Sawyer County has declined significantly since the mid 1940's. However, during the period from 1980 to 2017, the total number of farms has stayed relatively stable.

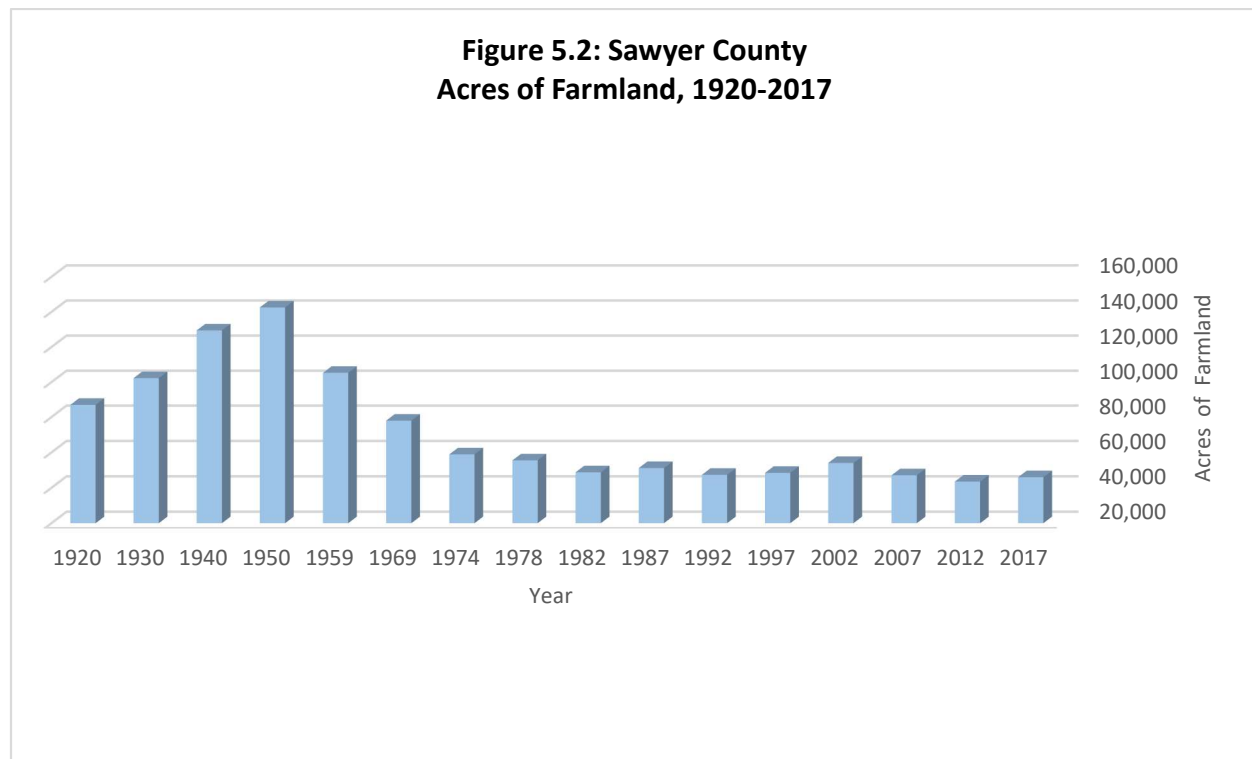


Source: USDA Census of Agriculture

Total assessed acreage of farmland in Draper increased from 415 acres in 2008 to 423 acres in 2019. During the same period, the total agricultural assessed acreage for Sawyer County increased from 34,119 acres in 2008 to 36,290 in 2019.

Figure 5.2 reflects the Sawyer County farmland acreage as determined by the US Census of Agriculture. This data concur with the assessment statistics for Sawyer County that indeed indicate a little change in farm acreage over the past few decades.

**Figure 5.2: Sawyer County  
Acres of Farmland, 1920-2017**



### **Productive Agricultural Lands**

Agricultural lands play an important role in defining the character of many Wisconsin communities. Wisconsin's Comprehensive Planning legislation requires communities to review and analyze their agricultural land base and to formulate goals, objectives, and policies for preserving prime agricultural lands. Currently, there is insufficient soils information available to define productive agricultural areas in Draper and Sawyer County. However, a map can be developed based on soil types, that if the land was drained, the soil would be suitable for farming Map 10.

### **Existing Agricultural Protection**

The Sawyer County Zoning Ordinance is the primary tool regulating the use of agricultural lands in the rural areas. The Agriculture-1 (A-1) zoning district is intended provide for the continuation of general farming and related activities in those areas best suited for such development, and to provide for orderly development of residential, commercial, and industrial development. Year-round residences are permitted within this district, only when persons engaged in farming activities on the premises occupy these dwellings. The Agriculture-2 (A-2) zoning district is intended to provide for light and hobby farming and related activities and to provide for orderly development of residential, agricultural, and commercial activities in those areas best suited for development. Non-farm residential development is allowed within this district. Both districts require a minimum lot size of 5 acres.

**Agricultural Programs**

The following list of programs may be used by the Town of Draper to achieve the goals and objectives presented in this comprehensive plan. This list is not comprehensive, and many other state and federal programs may also exist. It should be noted that many of the natural resource protection programs could also be applied to agricultural resources.

**Exclusive Agricultural Zoning (EAZ)**

EAZ zones are special zoning categories in which agriculture is considered the primary allowable use. Towns may adopt exclusive agricultural zoning for farmland under the Farmland Preservation Program. For farmers to be eligible for income tax credits, they must meet standards that require a minimum parcel size of 35 acres and limit the use of the land to those that are agriculturally related. The ordinance must comply with the county farmland preservation plan.

**Wisconsin Department of Revenue Farmland Preservation Programs**

Wisconsin's Farmland Preservation Credit Program seeks to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and to provide property tax relief to farmland owners. To qualify for the credit, farmlands must be 35 acres or more and be zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the state.

The ***Farmland Tax Relief Credit Program*** provides direct benefits to all farmland owners with 35 or more acres. The credit is computed as a percentage of the first \$10,000 of property taxes up to a maximum credit of \$1,500.

**Wisconsin Farmland Protection Program (FRPP)**

Farm and Ranch Lands Protection Program keeps productive farmland in privately owned agricultural use by assisting states, tribes, and local government or non-profit entities with the purchase of conservation easements or development rights on productive farmland, and on farms containing significant historical or archaeological resources. Under this program, the Natural Resources Conservation Service will provide up to 50 percent of the purchase cost for perpetual easements on eligible farmland.

Other regulatory approaches to farmland preservation could include the use of PDR (purchase of development rights) programs to buy the development rights to agricultural properties from private landowners and establish permanent conservation easements. A transfer of development rights program would allow landowners who seek to develop residential housing to acquire the development rights by purchasing conservation easements from other farmers within the same municipality. Establishing this type of program would require local municipalities to identify "sending areas", or areas identified for farmland preservation, and "receiving areas", or areas where future residential growth is desired.

A practical approach to farmland preservation could involve changes to county zoning ordinances, or the creation of new ordinances and requirements. Traditional zoning tools such as exclusive agricultural zoning, overlay zoning, and land/subdivision controls can be

implemented to protect farmland. Contemporary planning concepts such as the use of conservation design subdivisions, rural clustering, and density allowances may also be applied to the traditional tools.

### **5.3 CULTURAL AND HISTORIC RESOURCES**

Cultural and historic sites and features are important community resources. These resources provide a critical link between the present and the past. The Town of Draper values its cultural and historic resources and is committed to retain their intrinsic value for future generations to enjoy.

The official historic resource catalog for the State of Wisconsin is the Wisconsin Architecture and History Inventory (AHI). The AHI is a search engine that contains documentation of more than 120,000 properties in the State of 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 Town of Draper but have yet to be identified or published. Properties listed in the AHI are not given any special status or increased level of protection. There are 13 records in the AHI database for the Town of Draper (Table 5.10).

**Table 5.10: Draper Architecture and History Inventory**

AHI #	T-R-S	Type	Location	Historic Name
146641		---	3785W State Hwy 70, (Loretta)	Hines, Edward J., House
18270	3903w-14	---	over Flambeau River on old State Highway 70 at Oxbo	Flambeau Bridge (WI Hwy Commission plans)
18272	3904w-02	House	Dirt Rd N of State Highway 70	
18273	3904w-08	House	unnamed side Rd off State Highway 70	
18292	4004w-09	---	N of Blaisdell Lake	
18293	4004w-32	House	Dirt Rd NE of Loretta	
23515	3904w-05	House	N side of State Hwy 70 .2 mi W of Rd between sections 4 & 5	
23516	3904w-05	Garage	N side of State Hwy 70 .2 mi W of Rd between sections 4 & 5	
23518	3904w-04	House	N side of State Hwy 70 .2 mi E of Rd between sections 4 & 5	
23519	3904w-04	House	N side of State Hwy 70 .3 mi E of Rd between sections 4 & 5	
23520	3904w-09	Bank Barn	S side of State Hwy 70 .2 mi W of Rd between sections 3 & 4	
23522	3904w-03	Restaurant	NE Cnr of State Hwy 70 and a N/S running Rd between sections 3 & 4	
23523	3904w-03	Retail Build.	NE Cnr of State Hwy 70 and a N/S running Rd between sections 3 & 4	

Source: Wisconsin Historical Society

Detailed information about these records can be found in the Wisconsin Historical Society's online AHI database at <http://www.wisconsinhistory.org/ahi/welcome.asp>.

### **Archaeological Sites and Cemeteries**

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

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

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

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If you have any questions concerning the law, please contact the Coordinator of the Burial Sites Preservation Program at the Wisconsin Historical Society, Dr. Leslie Eisenberg at 608-264-6503.

One documented cemetery is located in the Town of Draper. The cemetery is located along Cemetery Road, north of STH 70 and the Town Park.

### **Protecting Important Archaeological Sites**

The wide variety of methods used to protect natural resources can also be used to protect archaeological sites. For example, land purchases, easement purchases, zoning, and the state operates a tax exemption program for property owners.

With the 1991 changes to Wis. Stats. 70.11 [see 70.11(13m)] it became possible to provide a property tax exemption for owners of archaeological sites listed in the national or state register of historic places. To obtain the tax exemption, the landowner has to agree to place a permanent protective covenant for the site area in the deed for the property. The tax exemption program

makes the landowner and subsequent 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.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance.

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. Oftentimes, local residents frequently report sites and cemeteries.

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

#### Recommendations

To assist in identifying historical and archeological sites, several recommendations may prove beneficial.

- 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 town 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 town should be cataloged under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries.
- 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.

#### Resources for Historic Preservation

##### Happy Land Historical Society

The Happy Land Historical Society is the local authority on history in Draper and the surrounding area.



Sawyer County Historical Society

The Sawyer County Historical Society (SCHS) is the prominent authority on local history. The SCHS office and museum is located at 15715 County Hwy B East in Hayward.

The Wisconsin State Historical Society

The WHS is a both a state agency and a private membership organization. The state office is located in Madison. By state statute, the WHS is responsible for collecting, advancing, and disseminating knowledge of Wisconsin.

Wisconsin Historical Society History Center and Archives (HCA)

The HCA serves as the northern field office of the Wisconsin State Historical Society, from its offices at the Northern Great Lakes Visitor Center. The HCA is part of a statewide network of Area Research Centers and is managed by the Society's Division of Historic Sites.

## **5.4 NATURAL, AGRICULTURAL, AND CULTURAL RESOURCE PROTECTION PROGRAMS**

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

**Natural Resource Programs**

***Runoff Management Programs***

The Wisconsin Department of Natural Resources administers two grant programs to support both the implementation of source-area controls to prevent runoff contamination and the installation of treatment systems to remove pollutants from runoff. The Targeted Runoff Management Program (TRM) provides a 70 percent cost share, up to \$150,000 to target high-priority resource problems.

- Construction of urban and rural BMP's
- 2-year grant period
- Site-specific

The Urban Nonpoint Source & Storm Water Management (UNPS&SW) Grant Programs are used to control runoff in urban areas, with a population density of 1,000 people per square mile.

### ***Lake Planning Grants***

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

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

Available to local units of government, including public inland lake protection and rehabilitation districts, town sanitary districts, and other local governmental units as defined in Wis. Stats. Ch. 66.0301.

- Funds may be used to collect and analyze information needed to protect and restore lakes and their watersheds.
- 75 percent cost share
- Total project cost not to exceed \$3,000

#### **Self-help Trend Monitoring Grant**

- Total project cost not to exceed \$3,000
- Grantees provide voluntary labor (130 hours) for lake monitoring activities
- WDNR provides materials and laboratory analysis

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

Available to local units of government, including public inland lake protection and rehabilitation districts, town sanitary districts, and other local governmental units as defined in Wis. Stats. Ch. 66.0301.

- 75 percent cost share project
- Total cost not to exceed \$10,000
- Funds can be used for collecting lake data, analysis of land uses, analysis of ordinances, resource assessments, or developing components of a lake management plan.

### ***Lake Protection Grants***

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

- Available to local units of government, including public inland lake protection and rehabilitation districts, town sanitary districts, and other local governmental units as defined in Wis. Stats. Ch. 66.0301.
- 75 percent cost share
- Maximum award of up to \$200,000

Eligible projects include:

- Purchase of land or easements
- Restoration of wetlands or shoreland
- Development of ordinances or regulations
- Implementation of lake management plan projects

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

This is a state program administered by the WI Department of Natural Resources (DNR). Cost share of up to 65 percent is available for:

- Development of a management plan
- Tree planting (site prep, planting stock, planting, etc.)
- Timber stand improvement
- Fencing

***Stewardship Incentives Program (SIP)***

This federal program, administered by WDNR and Farm Service Agency (FSA), provides up to 65 percent cost share for:

- Development of a management plan
- Tree planting (site prep, planting stock, planting, etc.)
- Timber stand improvement
- Fencing

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

This federal program, administered by FSA and Natural Resources and Conservation Services (NRCS) with WDNR inputs, provides annual payments and up to 50 percent cost share for:

- Development of a management plan
- Tree planting (site prep, planting stock, planting, etc.)
- CRP is currently focused on wildlife enhancement and does not allow solid plantations of SRIC Poplars. The State of Wisconsin currently does not allow hybrid poplar to be planted under any CRP contract because it is not native to the area. However, pure cottonwoods are acceptable. Allowable species varies by state. Please consult your local NRCS and/or FSA office for details.

***Forestry Incentives Program (FIP)***

This federal program, administered by NRCS with WDNR input, provides up to 65 percent cost share for:

- Development of a management plan
- Tree planting (site prep, planting stock, planting, etc.)

***Managed Forest Law (MFL)***

This Wisconsin state program is entirely administered by the WDNR and provides the landowner a significant property tax reduction. The actual property tax paid will depend upon if the land is open or closed to the public. Upon harvest, a stumpage tax must be paid to the state, based on the average stumpage price. The program is targeted towards:

- Development of a management plan
- Tree planting (site prep, planting stock, planting, etc.)
- Timber stand improvement

***Wildlife Habitat Incentives Program (WHIP)***

This federal program, administered by NRCS with WDNR input, provides up to 75 percent cost share with emphasis towards:

- Wildlife practices and plantings
- Wetland restoration
- Farmstead shelterbelts
- Grazing systems

***Environmental Quality Incentives Program (EQIP)***

This federal program, administered by NRCS with WDNR input, provides up to 75 percent cost share for:

- Priority areas
- Tree planting for erosion control, ag waste management, stream buffers, ecosystem management, etc.

**Agricultural Resource Programs**

***Wisconsin Department of Revenue Farmland Preservation Programs***

Wisconsin's Farmland Preservation Credit Program seeks to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and to provide property tax relief to farmland owners. To qualify for the credit, farmland must be 35 acres or more and zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the state.

The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners with 35 or more acres. The credit is computed as a percentage of the first \$10,000 of property taxes up to a maximum credit of \$1,500.

***Wisconsin Farmland Protection Program (FRPP)***

Farm and Ranch Lands Protection Program keeps productive farmland in privately owned agricultural use by assisting states, tribes, and local government or non-profit entities with the purchase of conservation easements or development rights on productive farmland and on farms containing significant historical or archaeological resources. Under this program, the Natural Resources Conservation Service will provide up to 50 percent of the purchase cost for perpetual easements on eligible farmland.

***Agricultural Resources survey responses***

Proximity of housing developments to active agricultural operations elicited a wide variety of responses with no strong percentage of agreement or disagreement and 18 percent no opinion responses. There was some agreement (47%) that new housing should not interfere with existing farm operations, but the disagree category accounted for 24 percent of the total responses.

**Cultural and Historic Resource Protection Programs**

***Wisconsin Historic Preservation Fund Subgrants (Tax Credits)***

The Wisconsin Historical Society's Division of Historic Preservation (DHP) administers historic Preservation Fund (HPF) subgrants. These grants are in the form of income tax credits for income-producing historic buildings, historic homes, and archaeological sites. These credits are available to all local units of government in the State of Wisconsin and to non-profit organizations.

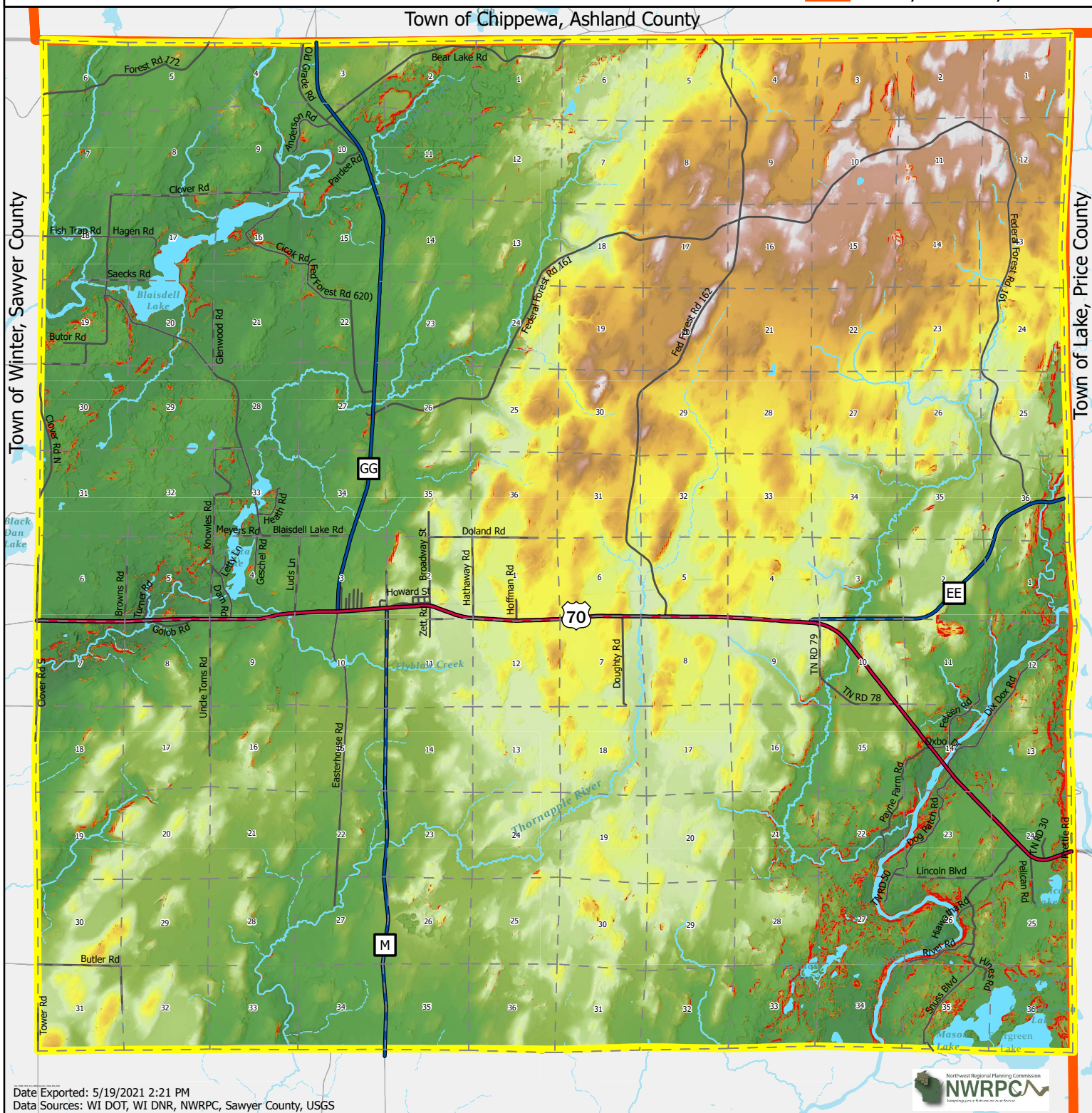
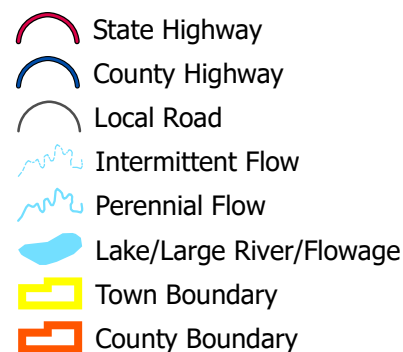
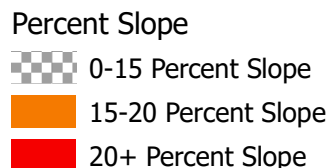
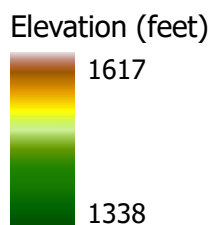
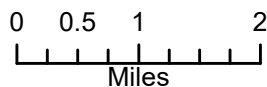
***Wisconsin Humanities Council Historic Preservation Grants***

The Wisconsin Humanities Council offers grants of up to \$10,000 for projects that enhance appreciation of the need for historic preservation and/or increase public awareness of the importance of particular historic buildings or decorative art works in Wisconsin. Preference is given to small towns and rural communities with populations under 30,000.

***National Trust for Historic Preservation/Jeffris Preservation Services Fund (PSF)***

This fund was established in 1998 by a gift from the Jeffris Family Foundation to the National Trust. The PSF provides funding to small towns to use in the planning stages of historic preservation projects. Eligible expenses include costs for professional consultants and educational activities. A dollar for dollar match is required for these grants.

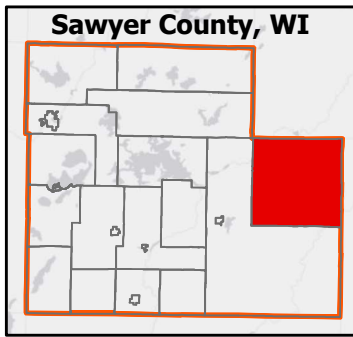
### Map 3: Elevation and Slope





# Town of Draper Comprehensive Plan 2021

Map 4: Landcover



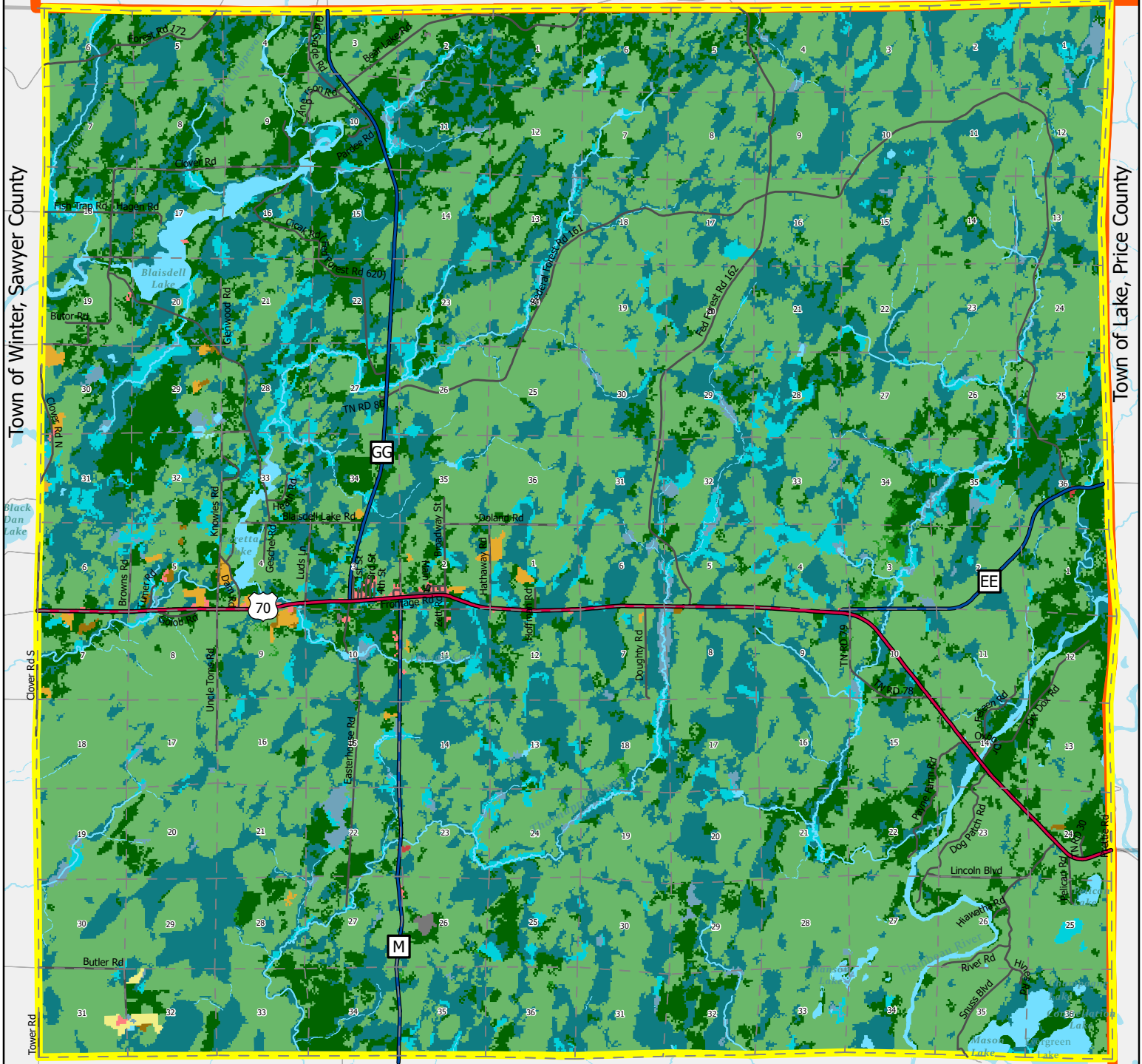
0 0.5 1 2  
Miles

- Developed, High Intensity
- Developed, Low Intensity
- Crop Rotation
- Forage Grassland
- Idle Grassland
- Coniferous Forest
- Broad-leaved Deciduous Forest
- Mixed Deciduous/Coniferous Forest

- Open Water
- Floating Aquatic Herbaceous Veg.
- Emergent/Wet Meadow
- Lowland Scrub/Shrub
- Forested Wetland
- Barren

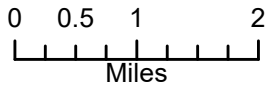
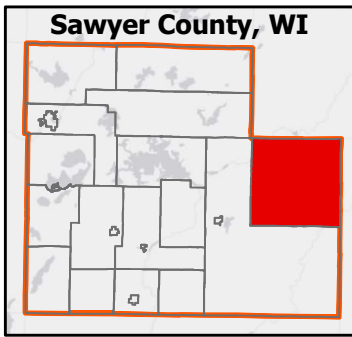
- PLSS Section
- State Highway
- County Highway
- Local Road
- Intermittent Flow
- Perennial Flow
- Lake/Large River/Flowage
- Town Boundary
- County Boundary

Town of Chippewa, Ashland County

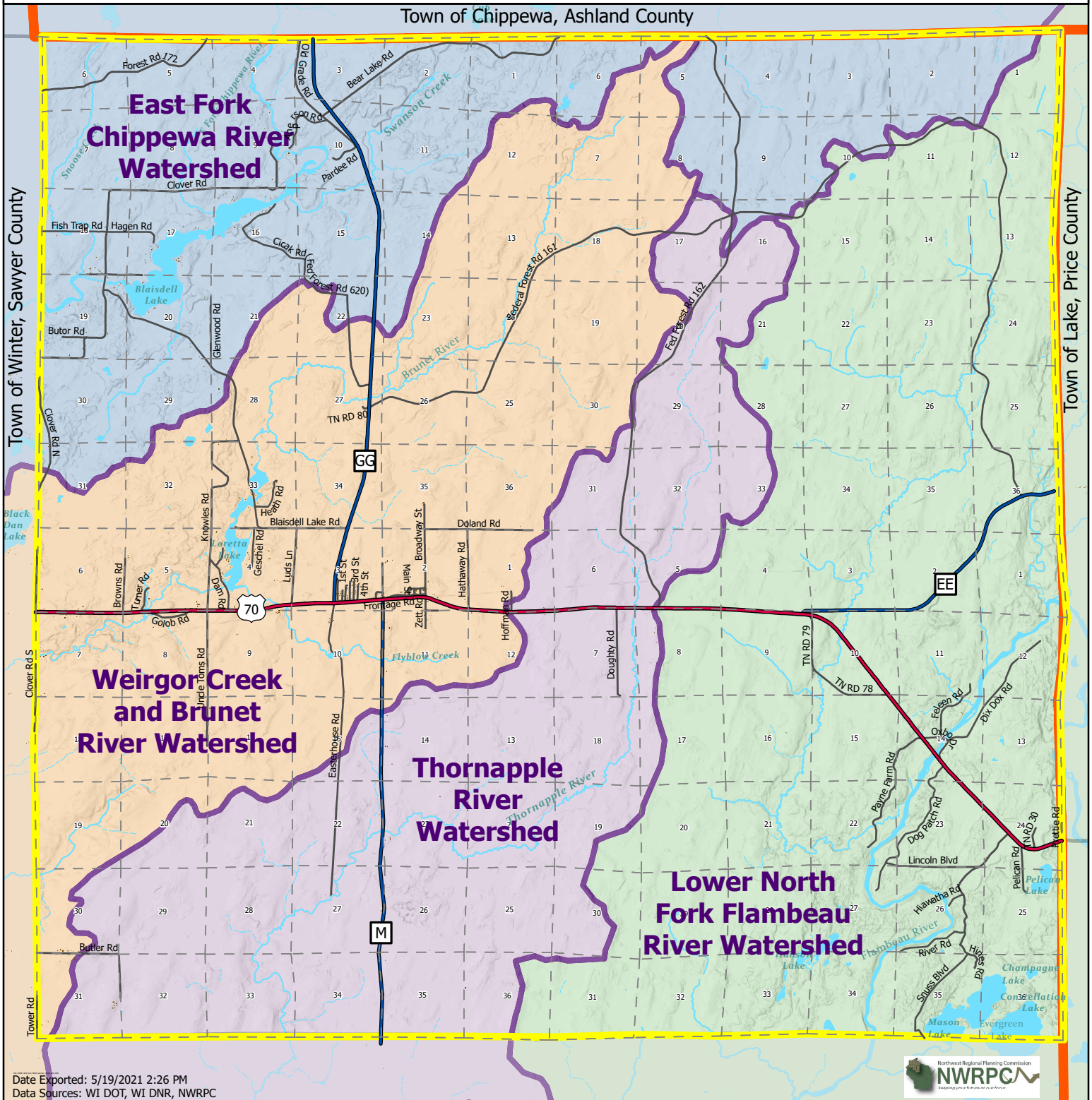


# Town of Draper Comprehensive Plan 2021

Map 5: Watersheds



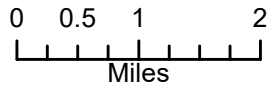
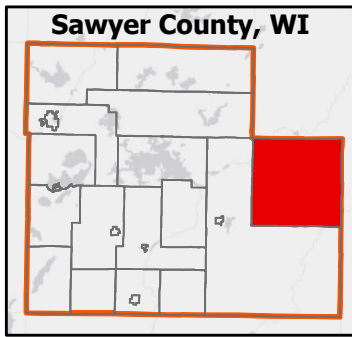
- Watershed Boundary
- State Highway
- County Highway
- Local Road
- PLSS Section
- Intermittent Flow
- Perennial Flow
- Lake/Large River/Flowage
- Town Boundary
- County Boundary



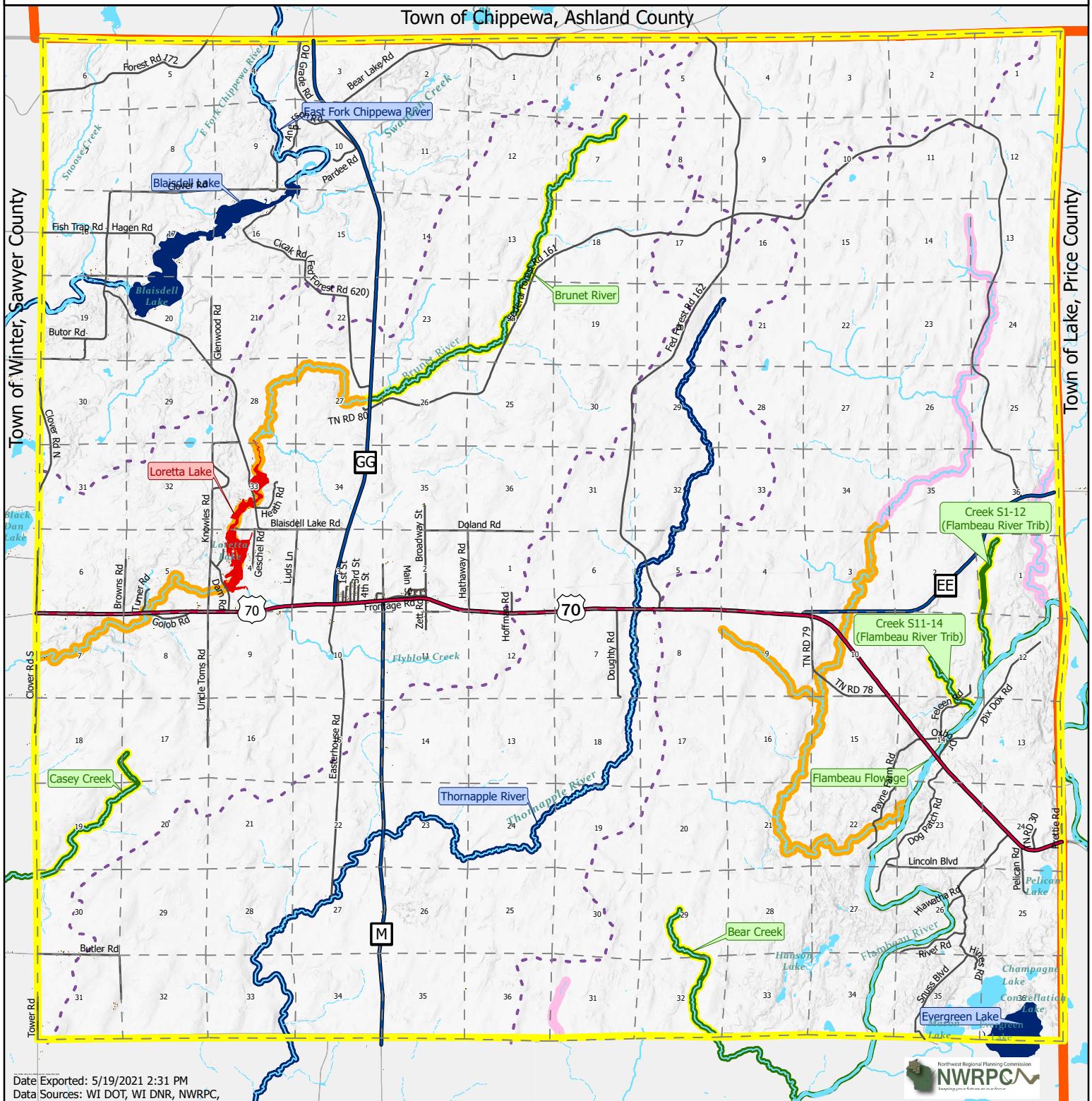


# Town of Draper Comprehensive Plan 2021

Map 6: Water Resources

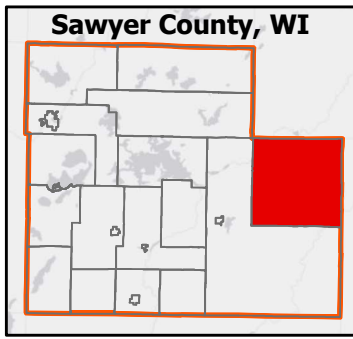


- Impaired Water (303d listed)
- Exceptional Resource Water
- Outstanding Resource Water
- Class 1 Trout Stream
- Class 2 Trout Stream
- Class 3 Trout Stream
- ~ Intermittent Flow
- ~ Perennial Flow
- Lake/Large River/Flowage
- Watershed Boundary
- PLSS Section
- State Highway
- County Highway
- Local Road
- Structure
- Town Boundary
- County Boundary

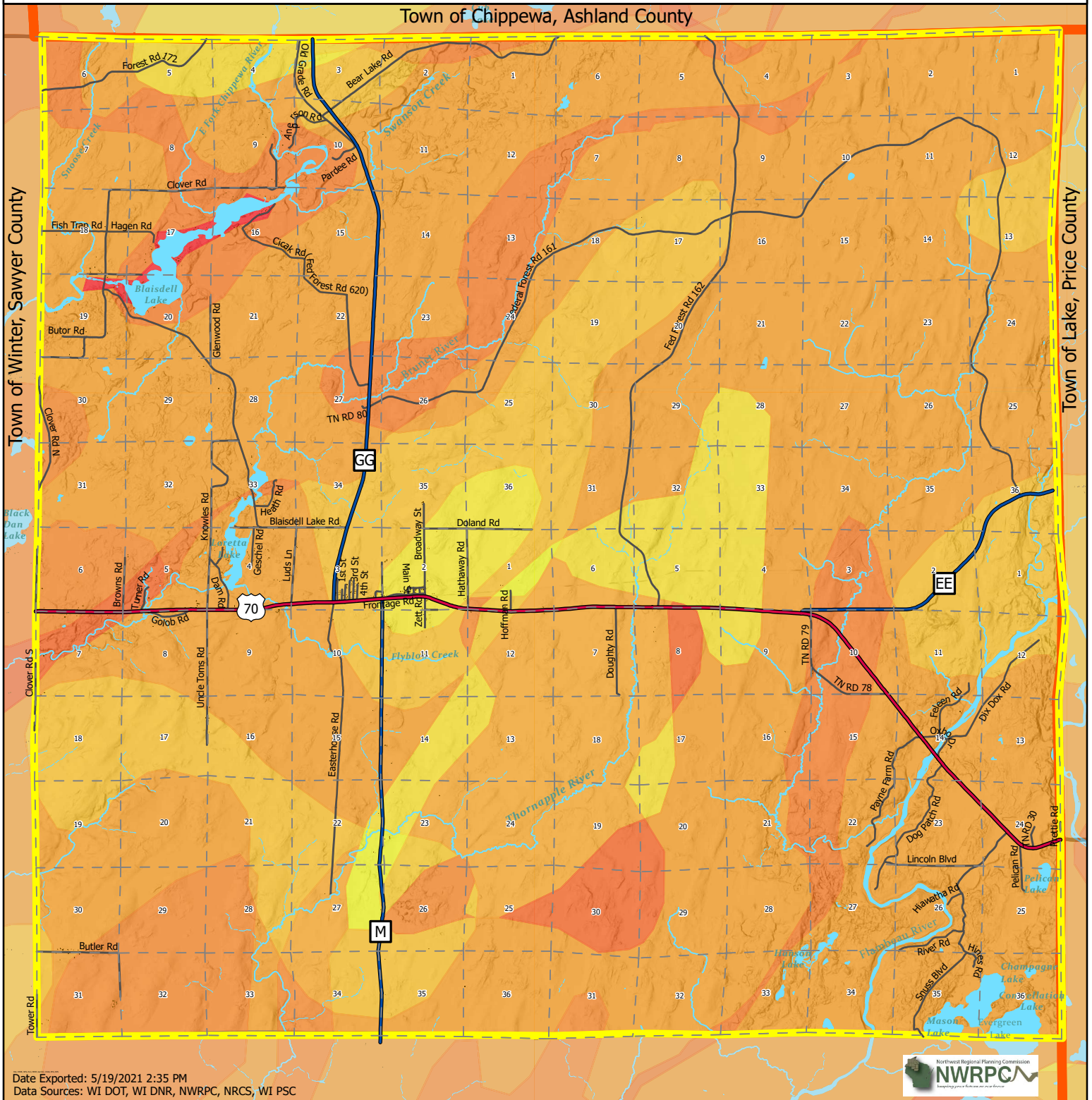
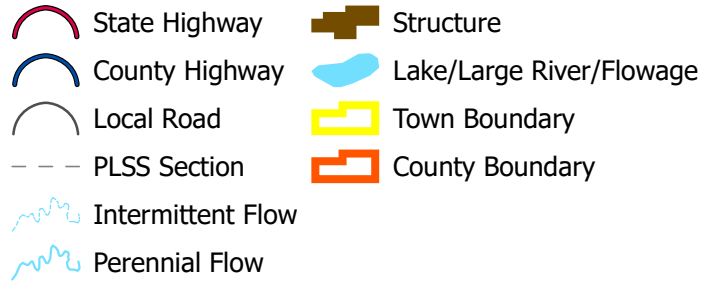
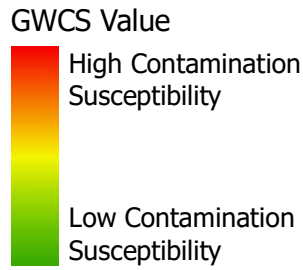


# Town of Draper Comprehensive Plan 2021

## Map 7: Groundwater Contamination Susceptibility



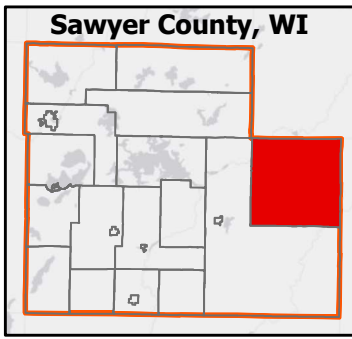
0 0.5 1 2  
Miles





# Town of Draper Comprehensive Plan 2021

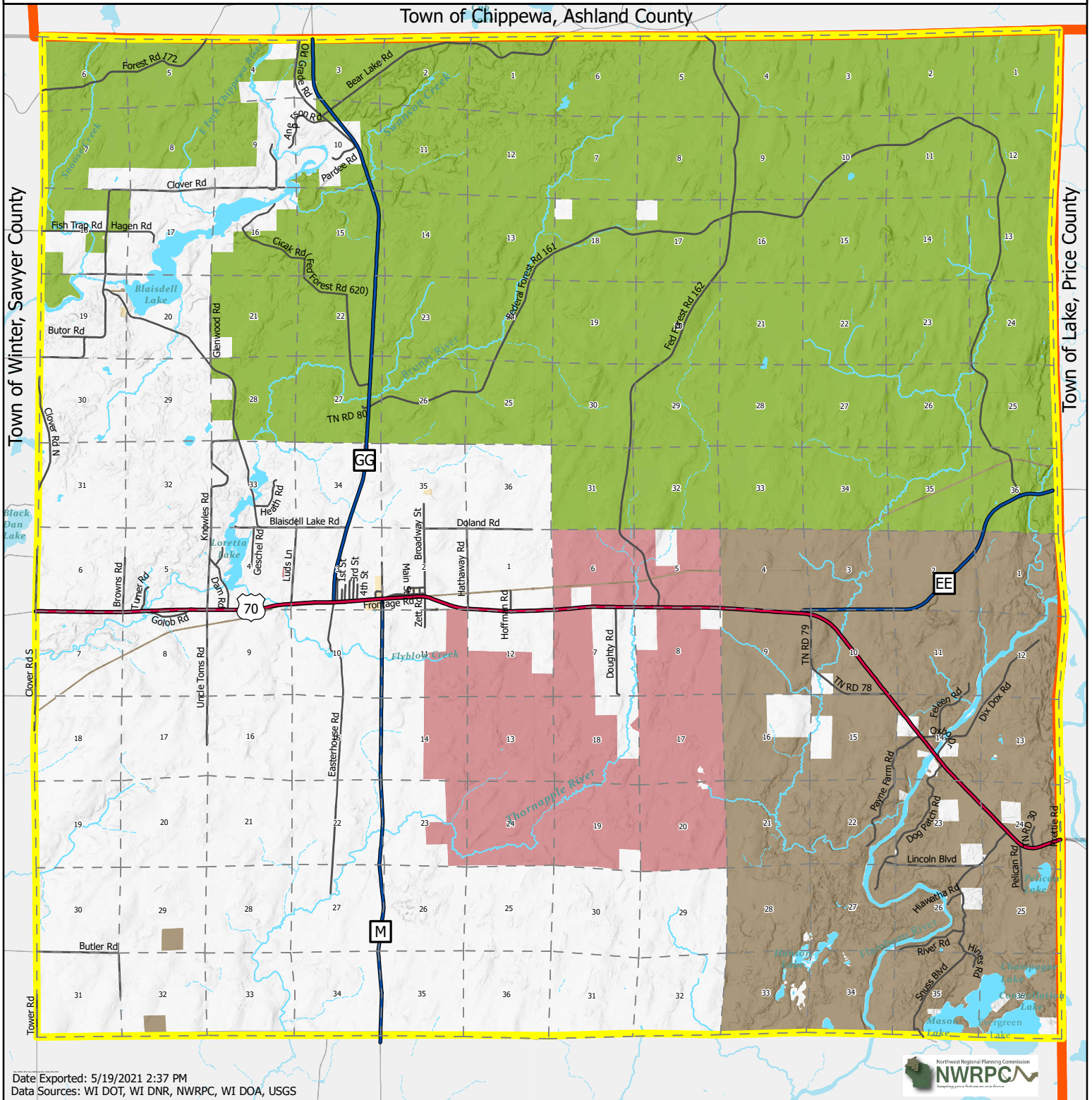
Map 8: Public Lands



0 0.5 1 2  
Miles

- Federal Lands
- State Lands
- County Lands
- Town Lands
- Intermittent Flow
- Perennial Flow
- Lake/Large River/Flowage
- PLSS Section

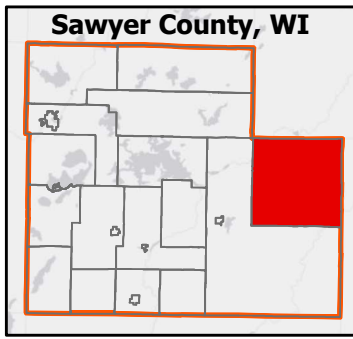
- State Highway
- County Highway
- Local Road
- Town Boundary
- County Boundary





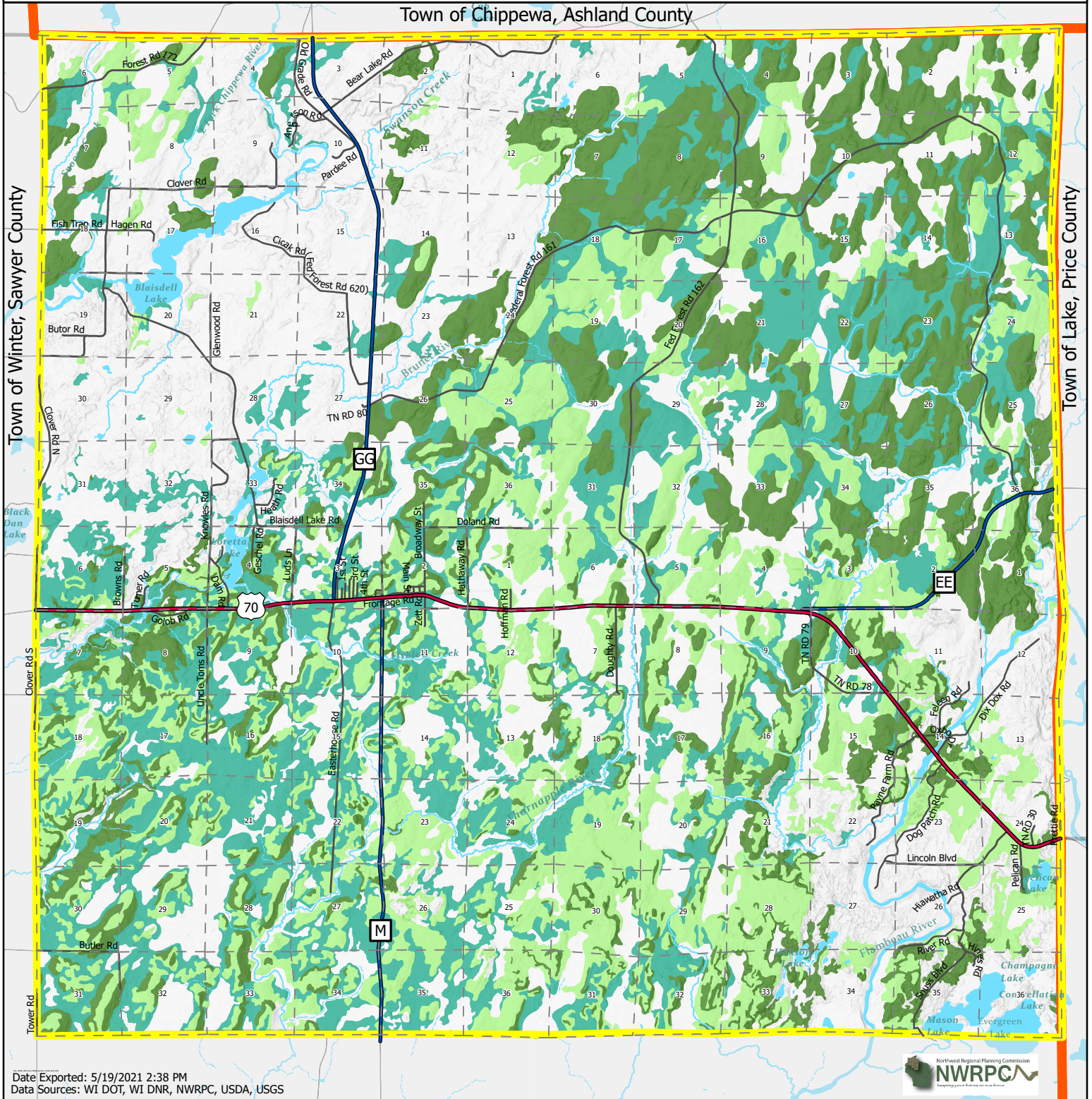
# Town of Draper Comprehensive Plan 2021

Map 9: Prime Farmland



0 0.5 1 2  
Miles

- All areas are prime farmland
- Farmland of statewide importance
- Prime farmland if drained
- ~ Intermittent Flow
- ~ Perennial Flow
- ~ Lake/Large River/Flowage
- PLSS Section
- State Highway
- County Highway
- Local Road
- Town Boundary
- County Boundary



## **ECONOMIC DEVELOPMENT**

### **6.1 INTRODUCTION**

The Town of Draper and Sawyer County have a long association with logging and tourism, as does the surrounding area. Tourism thrives on the town and county's many lakes and forestlands and is reflected by recreational housing units and the thousands of acres of National and State Forest lands in the Town of Draper. Protecting the town's natural resources and yet providing for economic development is a delicate balance.

### **6.2 LABOR FORCE**

The labor force is that portion of the population 16 years or older that is employed or unemployed but looking for a job. Based on 2010 Census data, Table 6.1 gives an overview of some of the characteristics of the population and labor force in the Town of Draper, Sawyer County, and Wisconsin.

<b>Table 6.1: General Characteristics of the Population, Year 2000</b>			
<b>Characteristics</b>	<b>Town of Draper</b>	<b>Sawyer County</b>	<b>Wisconsin</b>
Civilian Labor Force	75	7,733	3,085,151
Unemployment Rate	4.0%	6.2%	4.7%
Labor Participation Rate	41.7%	57.6%	66.9%
Education Beyond High School (25 and over)	31.3%	38.8%	57.0%
Bachelor's Degree or Higher (25 and over)	0.0%	3.4%	10.9%
Per Capita Income	\$24,549	\$29,712	\$30,557
Median Household Income	\$41,563	\$43,565	\$56,759
Poverty Rate (Individuals)	5.3%	13.1%	8.1%
Median Age	64.1	49.7	39.2

Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates

The Town of Draper's population over the age of 60 is a much larger share of the total than the county or the state. This is reflected in the town's median age (64.1), which is substantially higher than the state (39.2) or the county (49.7) median age.

The labor force participation rate is the number of residents who are either working or looking for work divided by the total population over 16 years of age. One of the primary reasons for the low labor force participation rate in the town is the large share of population over age 65. An increasingly aging labor force, a low birth rate, and the loss of younger workforce members will have dire consequences on the future labor supply of the Town of Draper and, therefore, will have an effect on the town's economy.

### 6.3 ECONOMIC BASE

The Town of Draper is located in eastern Sawyer County and had a 2010 population of 204, which was up from 171 in 2000. Although the overall population has been on a steep decline since 1950, it is projected to climb slowly over the next few decades. The small population is one reason the town has a very small economic base. The Town of Draper is actively seeking to enhance its broadband connectivity to accommodate teleworking and home-based business and industry.

#### **Employment by Industry**

Table 6.2 lists the number and percent of employed residents in the Town by industry sector from Census 2000 data plus the 2007 annual average pay for each industry sector for Sawyer County. Wage data for 2000 is not available at the community level.

<b>Table 6.2: Town of Draper Resident Employment by Industry using NAICS</b>			
<b>Industry</b>	<b>2013-2017 ACS 5-Year Estimate</b>	<b>Percent</b>	<b>*2017 Annual Avg Pay for Sawyer County</b>
All Industries	72	100.0%	\$33,212
Agriculture, forestry, fishing and hunting, and mining	3	4.2%	\$39,199
Construction	2	2.8%	\$36,198
Manufacturing	5	6.9%	\$46,015
Wholesale	1	1.4%	ND
Retail trade	8	11.1%	ND
Transportation and warehousing, and utilities	6	8.3%	\$28,670
Information	2	2.8%	\$26,382
Finance, insurance, real estate, and rental and leasing	4	5.6%	\$43,123
Professional, scientific, mgmt., administrative, and waste mgmt.	1	1.4%	\$39,520
Educational, health and social services	13	18.1%	\$40,557
Arts, entertainment, recreation, accommodation and food service	14	19.4%	\$19,475
Other services (except public administration)	2	2.8%	\$25,773
Public administration	11	15.3%	\$34,096

Source: Source: U.S. Census Bureau 2013-2017 ACS 5-Year Estimates, \*WI Dept. of Workforce Development

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

According to the 2013-2017 ACS 5-Year Estimates, 72 town residents were employed. As indicated by Table 6.2, the arts, entertainment, recreation accommodation and food services sector employed the most residents (14), or 19 percent. Countywide approximately 14.9 percent of all jobs were in the leisure and hospitality industry sector. According to the U.S. Department of Labor, Bureau of Labor Statistics, the average annual pay in Sawyer County in 2007 was \$30,870 and by the third quarter of 2018 was \$34,736.

#### **Town of Draper Businesses**

Table 6.3 lists the employers in the Town of Draper as identified by the Draper Plan Commission. Employment ranges are an estimate of full-time equivalents.

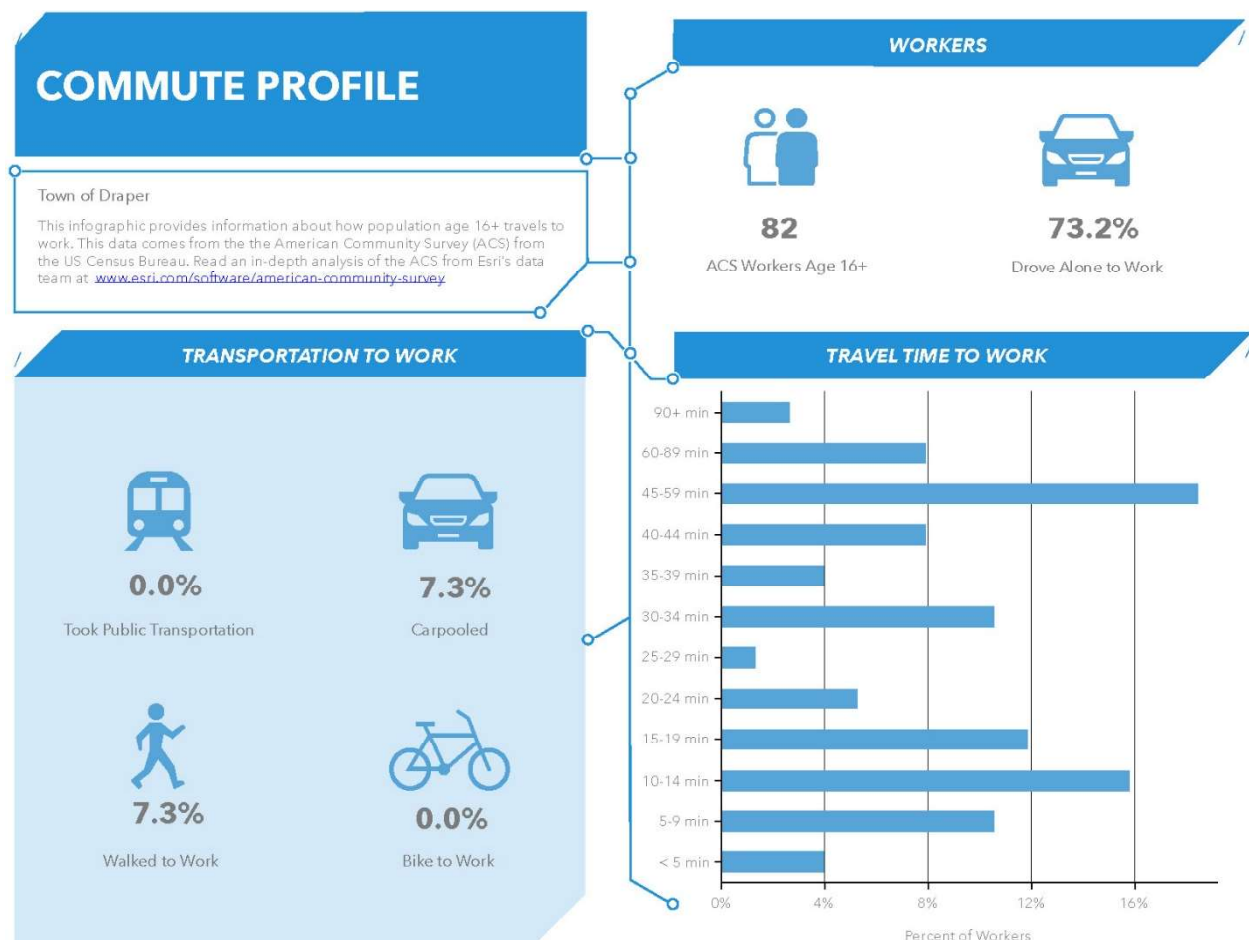
**Table 6.3: Employers in the Town of Draper**

Employer Name	Product or Service	Employment Range
Wilderness Products	Firewood-Staining	3-6
Bill Heath	Construction	
Johnson Gravel & Excavating	Construction	
North Country's Hardwood Cafe	Tavern & Restaurant	1-3
The Loretta Steakhouse	Tavern & Restaurant	3-5
The Oxbo Resort	Tavern & Restaurant, Resort	5-7
The Rum Shack	Tavern & Restaurant	1-2
Wolf's Eagle Lodge	Resort & Campground	2-3

Source: Town of Draper

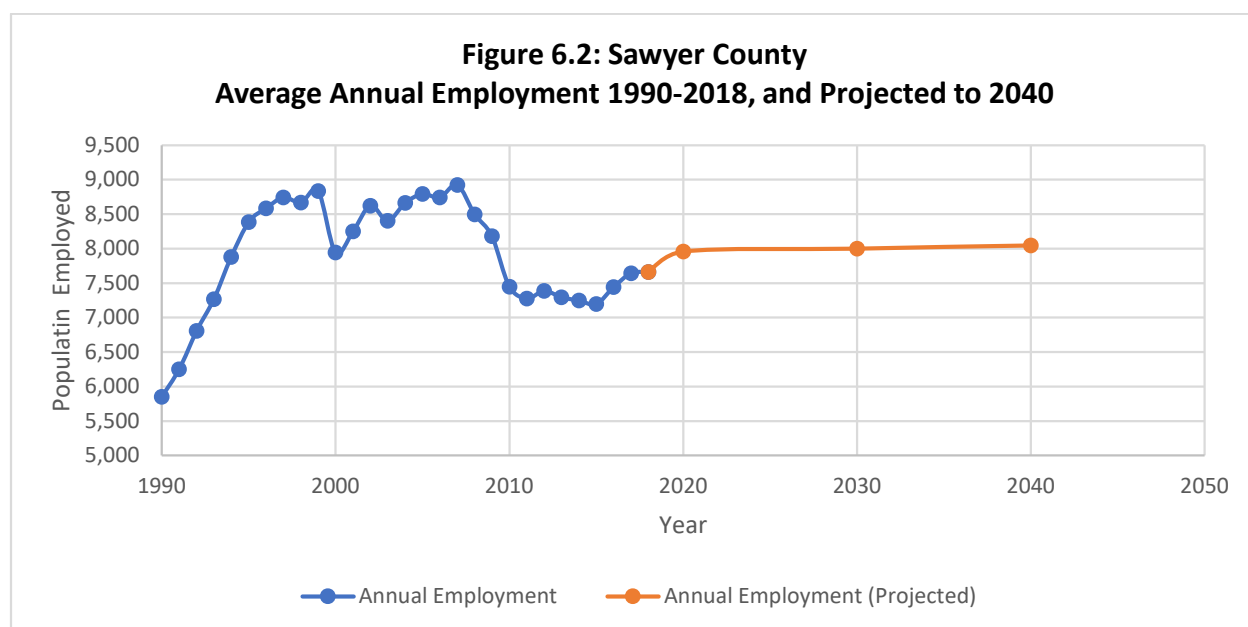
**Worker Commuter Patterns & Projected Employment Levels**

Table 6.4 indicates the number of people who live or work in the Town of Draper who commute to work and the location of their place of employment and the location of their residence. Of the 82 Draper residents that commuted to work, roughly 85 percent, had a commute longer than 10 minutes.

**FIGURE 6.1: TOWN OF DRAPER, COMMUTE PROFILE**

While the Town has significant recreational and natural resources for residents and visitors to enjoy, the number of employment opportunities within the Town are limited. As represented in Figure 6.1, nearly 50% of commuters have a 30 minute or greater drive to work.

Future employment projections specific to the Town are difficult to determine. In place of a town projection, past employment data for Sawyer County has been identified from 1990-2018 and a linear projection developed to 2040 based on past data (Figure 6.2). Actual employment levels will continue to be influenced by regional and national economic conditions and the ability of communities throughout Sawyer County to attract businesses which meet their community goals.



Source: Wisconsin Department of Workforce Development and NWRPC

#### 6.4 ATTRACTING AND RETAINING BUSINESS AND INDUSTRY

Historically, business attraction has centered on commercial/retail and forestry 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.

Over the past several years it has become abundantly clear that people want to move to an area like Draper, but their options to do so are limited by access to reliable, affordable broadband internet. Recent events (COVID-19) have made the trend to work and complete school from home more desirable for many people and their families. To meet this growing demand, the Town of Draper is actively seeking to enhance its broadband connectivity by partnering with



adjacent townships and willing providers. The availability of business-class fiber optic broadband as early as 2022 will greatly expand the potential for home-based businesses, teleworking, and new commercial enterprises who rely on high-speed internet.

#### **Agricultural Development Zone Program**

The Agricultural Development Zone program was designed to help attract, promote, retain, and encourage the expansion of agricultural businesses in Wisconsin. The Zone encourages agricultural business clustering and enables eligible businesses to receive tax incentives. The cluster includes all the activities and/or operations involved in the growth, production, processing, manufacturing, distribution, wholesale, and retail sales of agricultural and food products.

#### **Workforce Development**

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

#### **Business Development Assistance**

There are several options available for small businesses who may be seeking technical assistance. Organizations whom could provide technical assistance include the University of Wisconsin-Superior Small Business Development Center (SBDC), Northwest Regional Planning Commission (NWRPC), Sawyer County Development Corporation (SCDC), Wisconsin Businesses Innovation Corporation (WBIC), and Indianhead Community Action Agency (ICAA).

#### **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. Financial assistance may be available from the Northwest Wisconsin Regional Economic Development Fund (NWREDF), Northwest Regional Planning Commission (NWRPC), Sawyer County Development Corporation (SCDC), Wisconsin Businesses Innovation Corporation (WBIC), and Indianhead Community Action Agency (ICAA), and the Northwest Business Development Corporation (NWBDC).

### **6.5 TECHNICAL AND PHYSICAL INFRASTRUCTURE**

The Town of Draper and Sawyer County have transportation facilities to serve existing and future businesses. An excellent roadway system is available in the county providing easy truck freight access to businesses in the town and the county. General cargo service is available at Duluth/Superior as is a deep-water port. Airport services are available in Hayward at the

Hayward Airport and in Park Falls and Prentice. These airports have the capacity to handle small to medium sized jets. The availability of business-class fiber optic broadband as early as 2022 will greatly expand the potential for home-based businesses, teleworking, and new commercial enterprises who rely on high speed internet.

## 6.6 QUALITY OF LIFE

A good quality of life is becoming increasingly important to employers and employees alike, not only in Wisconsin, but around the country. The Town of Draper has a premium quality of personal life, with a beautiful physical environment and excellent quality and quantity of water resources. Natural, recreational, and lifestyle amenities abound throughout the town and tranquility and solitude of the great outdoors is plentiful.

## 6.7 STRENGTHS AND WEAKNESSES

The following are strengths and weaknesses in attracting and retaining business and industry. It is important the community continue to work on strengthening its position to meet future business and industry needs as they may arise.

### Strengths

- Rural Northwoods character
- Abundant natural resources
- National and State managed public forestlands
- Recreational lakes, rivers, and trout streams
- Extensive ATV and snowmobile trail system
- Access to State, County and town highway systems
- Established tourism and hospitality industries
- Small town atmosphere
- Strong town government
- Government building and equipment
- Availability of schools and medical facilities within driving distance
- Availability of some emergency services
- Available land for development
- Affordability of property
- Adequate workforce available within driving distance

### Weaknesses

- Remote location
- Extreme winters
- Long driving distances
- Low population density
- Lack of natural gas, water and sewer, and trash collection services
- Lack of police protection
- Limited emergency and medical services

- Aging population
- Lack of available housing
- Lack of high-tech people for jobs
- No centralized downtown area
- No industrial or commercial districts
- Low income of residents

## **6.8 BUSINESS AND INDUSTRY SITES**

The unincorporated areas of Loretta/Draper along STH 70 have traditionally been the commercial corridor. While the corridor may have seen greater commercial activities in years past, there remain existing businesses and future opportunities for commercial growth. The proximity of the corridor to STH 70 is a distinct advantage for future growth. Commercial and industrial lands are available in the town as identified on the future land use map.

## **6.9 TOURISM IMPACT TO THE LOCAL ECONOMY**

Information on tourism is not available at the town level; therefore, Sawyer County data must be examined. Sawyer County is a vacationland for local, and distance, travelers and ranks 34th in the state for visitor spending. Local events such as the Cranberry Fest, American Birkebeiner, Lumberjack World Championship, and natural resources significantly contribute to the number of visitors to the area and Sawyer County. Businesses that cater to tourism, such as motels, resorts, campgrounds, B&Bs, and retail stores complement the hundreds of miles of snowmobiling, cross country skiing, and biking trails as well as the many parks, golf courses, historic sites, and area attractions.

According to the State Department of Tourism, traveler spending statewide has continued to increase reaching an estimated \$13.3 billion in 2018. Visitors to Sawyer County in 2018 spent an estimated \$92.3 million.

Tourism is an extremely vital part of Sawyer County's economy. Counting all people in 2018 employed both directly and indirectly as a result of tourism in Sawyer County, traveler spending supported 1,002 full-time equivalent jobs in the county. Employees in the county earned an estimated \$23.2 million in wages generated from tourist spending.

## **6.10 REDEVELOPMENT AND CONTAMINATED SITES**

The Wisconsin Department of Natural Resources Environmental Remediation and Redevelopment Program maintain a list of contaminated sites, or "brownfields," in the state. The DNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the DNR database are oftentimes self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community. No brownfields are

identified in the Town; however, leaking underground storage tanks have been identified (Table 6.5).

Table 6.5: Remediation Activities, Town of Draper					
Status	Location	Type	Juris	County	Region
<b>CLOSED</b>	<b>03-58-000181 OXBO RESORT</b> OXBO DRAPER	LUST	DNR	SAWYER	NORTHERN
<b>CLOSED</b>	<b>03-58-000867 WILD WILLIES BAR</b> 3158 W STH 70, DRAPER	LUST	DNR	SAWYER	NORTHERN
<b>CLOSED</b>	<b>03-58-110337 GLENWOOD BOYS SUMMER CAMP</b> 8581 N GLENWOOD RD, DRAPER	LUST	DCOM	SAWYER	NORTHERN

Source: WI DNR, BRRTS on the Web

## 6.11 ECONOMIC DEVELOPMENT PROGRAMS AND ORGANIZATIONS

There are many programs at the federal, state, county, and regional level that can help the Town of Draper in the support and development of economic development efforts. In addition, there are programs available for individual businesses to assist in start-up and expansion. This section contains a list of the major agencies and programs that are most likely to be used by the Town 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.

### Federal Economic Development Programs

#### **USDA-Rural Development Programs**

##### USDA Rural Development: Business and Industry Guaranteed Loan Program

This program provides loan guarantees up to 80 percent for eligible projects. Maximum guarantees of up to \$10 million are available for each business. The program was established to improve, develop, or finance business, industry and employment, and to improve the economic and environmental climate in rural communities. For more information: <https://www.rd.usda.gov/>

##### USDA-Rural Development: Community Facility Loan (CFL) Program

The CFL program provides loan guarantees of up to 90 percent for eligible projects; however, unless extraordinary circumstances exist, typically the program will guarantee up to 80 percent. The program is designed to construct, enlarge, extend or otherwise improve public and community facilities that provide essential services in rural areas and town with populations of less than 50,000. For more information: <https://www.rd.usda.gov/programs-services/community-facilities-direct-loan-grant-program>

##### USDA-Rural Development: Rural Economic Development Loan Program (REDL)

The Rural Economic Development Loan (REDL) Program has the purpose of fostering economic development and employment in rural areas. The REDL program typically involves loan funding which passes through a rural utility, such as an electric cooperative to the ultimate borrower. The funds can be use for construction of business incubators, start-up costs for economic

development initiatives, job creation projects, and other reasonable expenses for projects, which will lead to jobs creation. For more information: <https://www.rd.usda.gov/programs-services/rural-economic-development-loan-grant-program>

### **U.S. Economic Development Administration (EDA)**

#### **EDA: Public Works and Development Facility Grant Program**

Under this program, grants are provided to help distressed communities or organizations which serve those communities with the goal of attracting new industry, encouraging business expansion, diversifying local economies and generating or retaining long-term, private sector jobs. For more information: <https://www.eda.gov/programs/>

### **U.S. Small Business Administration (SBA)**

The Small Business Administration (SBA) is a United States government agency that provides support to entrepreneurs and small businesses. The mission of the Small Business Administration is "to maintain and strengthen the nation's economy by enabling the establishment and viability of small businesses and by assisting in the economic recovery of communities after disasters". The agency's activities are summarized as the "3 Cs" of capital, contracts and counseling. For more information, visit: <https://www.sba.gov/>

## **State of Wisconsin Economic Development Programs**

### **Wisconsin Department of Administration (DOA)**

#### **Community Development Block Grant for Economic Development (CDBG-ED)**

Provides resources to local governments that will enable them to assist economic development projects in their community. The local unit of government is the applicant and recipient of the funds. A specific business, which must be located in a municipality of 50,000 or less, is loaned the funds for eligible business development uses. When the funds are repaid to the local government, they may stay in the community to be used as a revolving loan fund to assist other businesses in the community.

#### **Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)**

Provides grant funds to local governments that will enable them to provide needed public facilities (i.e., streets, sewer mains, water mains, etc.) to private business enterprises that are going to create full-time jobs by starting or expanding their businesses because of the availability of the funded public facilities.

### **Wisconsin Economic Development Corporation (WEDC)**

#### **Economic Development Tax Credit**

The tax credits, which are nonrefundable and nontransferable, must be applied against a certified business's Wisconsin income tax liability. Eligible activities include: job creation, capital investment, employee training and corporate headquarters location. Tax benefits are available to assist businesses that meet certain requirements and are located in, or are willing to locate in Wisconsin. For more information contact the Wisconsin Economic Development Corporation.

**Community Development Block Grant for Economic Development (CDBG-ED)**

Provides resources to local governments that will enable them to assist economic development projects in their community. The local unit of government is the applicant and recipient of the funds. A specific business, which must be located in a municipality of 50,000 or less, is loaned the funds for eligible business development uses. When the funds are repaid to the local government, they may stay in the community to be used as a revolving loan fund to assist other businesses in the community.

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Provides grant funds to local governments that will enable them to provide needed public facilities (i.e., streets, sewer mains, water mains, etc.) to private business enterprises that are going to create full-time jobs by starting or expanding their businesses because of the availability of the funded public facilities.

**Wisconsin Department of Tourism**

The Wisconsin Department of Tourism sponsors a Joint Effort Marketing (JEM) grant program that is available to non-profit organizations to support new, existing, one-time, and one-of-a-kind events; sales promotions; or destination marketing campaigns. The JEM program also assists communities in marketing hotel and meeting space to attract more business travelers.

**Wisconsin Department of Transportation (WisDOT)****Transportation Facilities for Economic Assistance and Development (TEA) Program**

The TEA program provides funds to governing bodies, private businesses, and consortiums for transportation facility improvement projects that are necessary to help attract employers to Wisconsin, or to encourage businesses to remain and expand in the state. For more information:

**<http://www.dot.wisconsin.gov/localgov/aid/tea.htm>**

**Wisconsin Housing and Economic Development Authority (WHEDA)****Small Business Guarantee**

The program provides loan guarantees of up to 80 percent on new loans for upgrading or expanding an existing business. Although changes for the guarantee limits are reportedly in process, current maximum guarantees amount to \$200,000 on loans up to \$750,000 and \$80,000 on loans up to \$250,000 for working capital. The WHEDA Small Business Guarantee program is designed to assist in the acquisition or expansion of existing small businesses. For more information:

**<https://www.wheda.com/>**

**Local and Regional Programs****Northwest Wisconsin Business Development Corporation**

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

**Indianhead Community Action Agency Revolving Loan Fund**

The Indianhead Community Action Agency (ICAA) Revolving Loan Fund (RLF) has the goal of creating and retaining employment opportunities in the ICAA nine county service area of northwest Wisconsin. For more information: <http://www.indianheadcaa.org/>

**Northwest Wisconsin Regional Economic Development Fund**

Recently, a regional revolving loan fund, the Northwest Wisconsin Regional Economic Development Fund (NWREDF), was formed due to a Wisconsin Department of Commerce initiative to consolidate and, thus, make better use of the monies in many of the underutilized local RLFs. NWREDF provides dollars for a wider range of projects, streamlines the application and administration process, and removes the current capitalization limits placed on communities. The administrative board of the fund makes decisions regarding specific projects and loans under consideration for funding and is made up of a representative from each county participating in the RLF.

**Northwest Wisconsin Business Development Fund (NWBDF)**

The Northwest Wisconsin Business Development Corporation administers several revolving loan funds providing long-term fixed rate, low down payment and low interest financing to industries in northwestern Wisconsin. For more information: <http://www.nwrpc.com/64/Economic-Development>

**Wisconsin Angel Network**

The Wisconsin Angel Network (WAN) is a public-private initiative managed through the Wisconsin Technology Council. WAN provides services and support to angel networks and early-stage investors, including: Deal Flow – connecting investors and Wisconsin entrepreneurs; Administration – helping to organize and create angel investor networks; Education – offering early-stage investing seminars and workshops; Networking events – increasing communication between investors.

**Sawyer County Development Corporation (SCDC)****SCDC Revolving Loan Fund**

Sawyer County Development Corporation (SCDC) is a non-profit organization responsible for conducting and coordinating the business and economic development efforts of Sawyer County. SCDC administers a Revolving Loan Fund which has the goal of providing capital for new and existing businesses in Sawyer County. Loans are made from the SCDC RLF at interest rates that range from 4%-6%. For more information: <http://www.scdc.us>

**Visions Northwest**

Visions Northwest is a public/private partnership group made up of stakeholders in the 10-County Region to promote regional economic development goals and efforts. As part of the

WBIC, Visions will collaborate with the Wisconsin Economic Development Corporation for faster development of the regions industries, workforce and regional identity.

**Summary**

Over the past several decades, the Town of Draper has been able to preserve its most valuable resource: our rural Northwoods character. Draper has remained unspoiled by industrial and commercial development in this remote corner of Sawyer County and that has become our biggest asset. Tourists seek adventures in our pristine forests and on our sparkling streams, rivers, lakes and trails. People are flocking to the area to escape urban life, buying up cabins and building new ones. Economic opportunities abound for those in the food, lodging, outdoor recreation and tourism industries, for hunting and fishing guides, for careers in the timber industry or forest services and for carpenters and tradesmen. As the demand for modernization is met with technology, options like fiber broadband will discreetly deliver high speed internet to residents who can pursue careers from home by teleworking, as many are already able to do using cellular phone or satellite platforms. The existing businesses are supported by local residents and the tourism industry, and Draper continues to offer a great place to visit and live without the destruction of natural resources or character that often accompany industrial and commercial development. The town will continue to work to provide residents with the infrastructure to support residential and economic development, while preserving our natural resources that are rare and unique.



## **INTERGOVERNMENTAL COOPERATION**

### **7.1 INTRODUCTION**

Intergovernmental cooperation involves working with neighboring and overlapping jurisdictions and agencies to understand how their future planning activities will impact the Town of Draper. At a minimum, this involves sharing information about the Town of Draper Comprehensive Plan with neighboring communities and agencies and vice versa. This element will include a review of actions and programs the community has and will take to foster continued joint decision making and coordination with adjacent and overlapping jurisdictions.

### **7.2 EXISTING INTERGOVERNMENTAL ACTIVITIES AND PARTNERS**

The comprehensive planning process requires the Town of Draper to document relationships and coordination efforts with the following jurisdictions.

- Towns of Winter, Chippewa, Lake and Flambeau
- Sawyer County, Ashland County and Price County
- Winter School District
- Flambeau River State Forest and Chequamegon National Forest
- State and Regional Agencies

#### **Towns**

The Town of Draper's relationship with its neighboring towns is one of mutual respect and compatibility from a land use and political perspective. Towns around Draper share a common rural character with abundant natural areas. Towns cannot annex land from one another; therefore, borders between the Town of Draper and adjacent towns are fixed. Each town is responsible for its own public services (i.e. road maintenance, garbage collection, fire protection etc.). However, as mutually beneficial opportunities for shared services arise, the Town of Draper has exercised these options to partner with other towns (especially the Town of Winter) when financial incentives/saving are represented.

#### **Counties**

Sawyer County has some jurisdiction within the town, particularly, as it pertains to zoning (both shoreland and non-shoreland), as Draper has adopted the county comprehensive zoning ordinance. In areas where Sawyer County has jurisdiction, the county seeks input from the town before making decisions affecting the town. Likewise, the town has attempted to maintain that link of communication with the county by providing recommendations. Future cooperation will be especially important as it relates to:

- Coordination with the Sawyer County Comprehensive Plan,
- Enforcement of zoning and shoreland regulations, and
- Possible revisions to the Sawyer County Zoning Ordinance and official map.

The Town expects Sawyer County will fully consider recommendations provided by Draper's Comprehensive Plan. Likewise, the Town expects the County to understand that the Future Land Use Map provides a general pattern for development.

Price and Ashland Counties forms the western and northern border of the Town of Draper. This close proximity requires Draper to communicate with the counties from time to time. This communication helps to minimize potential problems that may arise on the sharing of services and facilities. Continued interaction between Draper and Price and Ashland Counties is encouraged, especially relating to future land use decisions and potential development projects.

### **School Districts**

The Town of Draper's relationship with the Winter School District can be characterized as cooperative. The district has no plans to construct new facilities in the town. The Town of Draper appreciates the quality service provided by the school district.

### **State of Wisconsin**

WDNR and WisDOT are the primary state agencies with whom the Town of Draper must coordinate with to achieve many of the goals and objectives of this plan. WDNR takes a lead role in wildlife protection and the sustainable management of woodlands, stormwater regulations, wetlands, and other natural wildlife habitat areas.

WisDOT is a key player in the planning and development of highways in the town and region. The Town of Draper has a cooperative relationship with WisDOT and will continue to provide input into transportation decisions that may impact the town.

### **Northwest Regional Planning Commission**

The Town of Draper is part of the Northwest Regional Planning Commission (NWRPC). Historically, the Town of Draper has little interaction with NWRPC. During the update of this plan, NWRPC staff consulted plan commission members, provided mapping information, and completed reviews of the draft plan.

Under Wisconsin's 1999 Comprehensive Planning legislation, each regional planning commission may develop a comprehensive plan. Under this law, the NWRPC will be responsible for developing a regional plan for the ten-county northwest region. In development of this plan, the Town of Draper will be solicited for input relating to the overall future land use efforts already completed for the town.

### **Intergovernmental Planning Process**

On an element-by-element basis, the Town of Draper planning process consulted Sawyer County officials, local school districts, neighboring communities, and state agencies to complete inventories of available facilities, services, and programs. For example, during the development of the *Transportation Element*, WisDOT was contacted to obtain information on future state road improvements planned in the Town of Draper. The same was accomplished by contacts with the

WDNR which provided information regarding the Flambeau River State Forest and the U.S. Forest Service which provided information on the Chequamegon National Forest.

### **Intergovernmental Cooperation Agreements**

The Town of Draper has few formal cooperative agreements with any of its adjoining municipalities. Most intergovernmental coordination activities are informal and voluntary arrangements between the town and its neighbors. The Town of Draper has a mutual aid agreement with other fire departments and the U.S. Forest Service.

### **Existing Conflicts Between Draper and Other Governmental Units**

None

### **Potential Conflicts Between Draper and Other Governmental Units or Organizations**

Not at this time

### **Conflict Resolution Techniques**

The Comprehensive Planning Law requires that the Town of Draper's Intergovernmental Cooperation Element identify processes to resolve conflicts. What follows is a discussion of formal and informal techniques for resolving existing and potential conflicts when they arise. Each dispute and/or conflict resolution technique has a purpose. When thinking about how to resolve a conflict, the Town of Draper will need to determine whether the conflict can be settled out of court and which resolution process is the most appropriate for the type of conflict.

**Mediation** is a cooperative process involving two or more parties and a mediator. The mediator, a neutral third party with special skills and training in dispute resolution, helps the parties voluntarily reach a mutually agreeable settlement of the issue in dispute.

**Binding arbitration** is a process where a neutral person is given the authority to make a legally binding decision and is used only with the consent of all of the parties. The parties present evidence and examine witnesses and the arbitrator makes a determination based on evidence.

**Non-binding arbitration** is a technique in which a neutral person is given the authority to render a non-binding decision as a basis for subsequent negotiations between the parties after the parties present evidence and examine the witnesses.

**Early neutral evaluation** is a process in which a neutral person evaluates brief written and oral presentations early in the litigation process. The neutral person provides an initial appraisal of the merits of the case with suggestions for conducting discovery and obtaining a legal ruling to resolve the case as efficiently as possible.

**A focus group** can be used to resolve disputes by using a panel of citizens selected in a manner agreed upon by all of the parties. The citizens hear presentations from the parties; and after hearing the issues, the focus group deliberates and renders an advisory opinion.

**A mini-trial** consists of presentations by the parties to a panel of selected and authorized by all the parties to negotiate a settlement of the dispute that, after the presentations, considers the legal and factual issues and attempts to negotiate a settlement.

**A moderated settlement conference** is a process in which a neutral person, who hears brief presentations from the parties, in order to facilitate negotiations, conducts conferences. The neutral person renders an advisory opinion in aid of negotiation.

**A summary jury trial** is a technique where attorneys make abbreviated presentations to a small jury selected from the regular jury list. The jury renders an advisory decision to help the parties assess their position to aid future negotiation.

## LAND USE

### 8.1 INTRODUCTION

The Land Use chapter is intended to provide important background data, analyze trends, and define future needs related to community land use. This information will serve as the foundation for the development of goals, objectives, policies, programs, and actions. This planning element must be defined and utilized in conjunction with the other eight elements and will serve as a guide to future growth and development within the community. Tools to implement the community actions related to land use are defined and described under the Implementation chapter.

Defining appropriate land use involves more than making ecologically and economically intelligent choices. It is also about retaining values, lifestyles, cultural assets, and community character. The planning of future land use is sometimes perceived as an intrusion on the rights of private property owners. The actual purpose of this activity is to protect the rights of the individual and to give landowners, citizens, and local communities the opportunity to define their future development and growth scenarios.

Many northern Wisconsin communities are facing the same problems due to unchecked growth: pollution, a loss of community character, traffic congestion, and sprawling development. Taxes have reached all-time highs and infrastructure and maintenance costs continue to encumber local units of government. By giving communities the opportunity to define the way they wish to grow and by developing a “road map” to reach that destination, the magnitude of these problems can be reduced.

### 8.2 EXISTING LAND USE INVENTORY

The generalized existing land use pattern in the Town of Draper was defined through visual interpretation of digital aerial photography, field identification, and through consultation with the town plan commission (Map 11). The mapped land use boundaries are approximations based on photo-identifiable features and are not based on parcel classifications used for assessment and zoning purposes. Existing land uses were categorized based on a broad classification of use with approximated acreages for each land use category represented in Table 8.1.

A general description of each existing land use classification follows:

- Residential Structure (Single-Family) - Lands with single-family structures designed for human habitation including permanent, seasonal, mobile housing units (not designated mobile home parks) and recreational cabins and cottages.
- Commercial - Private and non-profit property, such as office buildings, gasoline stations, restaurants, retail sales establishments, shopping centers, parking lots,

restaurants, rental storage facilities, financial institutions, taverns, hotels/motels, and inns.

- Government/Institutional - Government administrative buildings and offices; libraries; fire halls/stations; government recycling facilities; hospitals, clinics, and special care-facilities; public schools and colleges; fraternal organizations; cemeteries; churches and other religious facilities,
- Agriculture - Land primarily for growing of croplands, livestock grazing, dairy farming, pastures, cranberry bogs, and farmsteads.
- Forestry - Private, public, and tribal owned forested lands, including land under forest crop law and applicable state and national forest lands.
- Communication & Utilities – Cellular, TV and radio towers and related facilities, wastewater treatment facilities, power substations, electric transmission lines, power generation facilities, and pipelines.
- Industrial - Manufacturing and processing plants, warehousing and distribution facilities, including controlled outdoor storage areas related to industrial facilities.
- Extraction – Quarries, gravel pits and other non-metallic mining operations.
- Outdoor Recreation - Public and private lands designed or designated as town, village, city and county parks and recreation areas; hunting preserves or other designed hunting management areas; golf courses, shooting ranges, and campgrounds.
- Conservancy - Public, private, and non-profit lands dedicated to the conservation of wildlife, wildlife habitat, fisheries, natural resources, and scenic/natural beauty.

**Table 8.1: Town of Draper Existing Land Use**

Land Use	Acres	Percent
Agriculture	479	.54%
Commercial	75	.08%
Residential	265	.30%
Forestry	86,052	97.26%
Outdoor Recreation	176	.2%
Government/Institutional	4	<.01%
Conservancy	2	<.01%
Industrial	32	.04%
Extraction	111	.13%
Water	1,281	1.45%
Total	88,477	100.0%

Source: Sawyer County & NWRPC

### 8.3 LAND USE TRENDS

It is a requirement of the land use element to analyze trends in the supply, demand and price of land in Draper. The 2008 existing land use assessment was the Town's first formal attempt to identify current land uses. The land use assessment was once again updated for the plan in 2021. Land use trends and land supply can be gleaned from assessment data. Property tax assessment was used as a surrogate for historical land used data. While having limitations, this information can be used as a broad indicator of land use change over a period of years. Table 8.2 provides property assessment data for the Town of Draper in two-year increments for residential, commercial, agricultural, manufacturing and forest real estate classes from 2013 to 2019.

Table 8.2: Property Tax Assessment, Town of Draper 1999-2008										
	RESIDENTIAL		COMMERCIAL		AGRICULTURAL		MANUFACTURING		FOREST	
	Parcels	Acres	Parcels	Acres	Parcels	Acres	Parcels	Acres	Parcels	Acres
2013	602	1,132	17	42	34	415	0	0	489	9,177
2015	608	1,133	18	43	34	414	0	0	495	9,341
2017	608	1,130	18	40	36	423	0	0	495	9,318
2019	615	1,139	17	39	36	423	0	0	498	9,299
Change	+13	+7	0	-3	+2	+8	0	0	+9	+122

Source: WI Department of Revenue 2013-2019

#### Land Prices

Land prices are dictated by the real estate market and the laws of supply and demand. Increasing the amount of available developable land can press land costs downward, while decreasing the supply of developable land can raise prices. Government regulation can also 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 unit of government due to the 'location specific' factors that dictate the price and by the fact that a limited number of properties are on the market at any given time.

The Wisconsin Department of Revenue Bureau of Equalization provides values for land and their improvements. Table 8.3 details the land values and improvement values according to the 2019 Statement of Assessments or the Town of Draper.

Table 8.3: 2019 Assessed Land Values, Town of Draper						
	Parcel Count			Value		
Real Estate Class	Land	IMPS	Acres	Land	Improvements	Total
Residential	615	476	1,139	\$11,620,400	\$21,083,600	\$32,704,000
Commercial	17	13	39	\$390,700	\$989,200	\$1,379,900
Manufacturing	0	0	0	\$0	\$0	\$0
Agricultural	36	0	423	\$52,600	\$0	\$52,600
Undeveloped	242	0	3,153	\$700,300	\$0	\$700,300
Ag Forest	29	0	510	\$314,000	\$0	\$314,000
Forest	498	0	9,299	\$12,355,400	\$0	\$12,355,400
Other	0	0	0	\$0	\$0	\$0
Real Estate Totals	1,437	489	14,563	\$25,433,400	\$22,072,800	\$47,506,200

Source: WI Dept. of Revenue, 2019

### **Land Supply**

Land supply is limited in part, due to a land owner's willingness to sell his or her property. Additionally, with nearly 55,000 acres of land held in public ownership, (Federal, State and County) this land area is not available for private purchase. However, the public ownership enables all persons the ability to access the property.

## **8.4 EXISTING LAND USE AND DEVELOPMENT REQUIREMENTS**

### **Zoning Ordinance**

Zoning is a locally enacted law that regulates and controls the use of property. Zoning involves dividing the community into districts or zones for agricultural, residential, commercial, industrial, and public purposes. The zoning text, which accompanies the maps, states which specific uses are permitted in each district and defines the requirements and/or conditions for those uses. This tool provides for orderly growth by protecting homes and property from harmful uses on neighboring properties.

The Sawyer County Board of Supervisors adopted the County Zoning Ordinance on March 1, 1971. This ordinance regulates and restricts the location, construction, and use of buildings and structures and the use of land in the unincorporated portions of Sawyer County, including the Town of Draper.

The Town of Draper has the authority to veto county zoning changes as outlined in Wis. Stat. § 59.69(5)(e)3. Referred to as the "ten-day rule", this authority allows the town to disapprove and reject proposed amendments to county zoning ordinances under certain circumstances. These rights must be exercised according to statutory procedures and do not apply to shoreland zoning or zoning of county-owned lands.



All other zoning permit activities, standards, and requirements are administered at the discretion of the county. These activities include issuance of conditional use permits (special exceptions), variances, and building and sanitary permits.

### **Sawyer County Zoning Districts**

Map 12 depicts zoning districts within the Town of Draper. Below is a brief description of each district. Some zoning districts are not represented in Draper, but are listed for informational purposes.

*Residential One District (R-1)*: This district provides for one-family and two-family year-round residential development protected from traffic hazards and the intrusion of incompatible land uses. It is intended to encourage such development around existing residential areas where soil conditions are suitable for such development and in those areas that can be economically and readily served by utilities and municipalities.

*Residential /Recreation One District (RR-1)*: This district is intended to provide for residential development and essential recreation oriented services in areas of high recreational value where soil conditions and other physical features will support such development without depleting or destroying natural resources.

*Residential/Recreation Two District (RR-2)*: This district is intended to provide for residential development and essential recreation oriented services in areas of high recreational value where soil conditions and other physical features will support such development without depleting or destroying natural resources.

*Agricultural District One (A-1)*: This district is intended to provide for the continuation of general farming and related activities in those areas best suited for such development and to provide for orderly development of residential, commercial, and industrial development.

*Agricultural District Two (A-2)*: This district is intended to provide for light and hobby farming and related activities and to provide for orderly development of residential, agricultural, and commercial activities in those areas best suited for development.

*Commercial District One (C-1)*: This district is intended to provide for the orderly and attractive grouping at appropriate locations of retail stores, shops, offices, and similar commercial establishments.

*Industrial One District (I-1)*: This district is intended to provide for manufacturing and industrial operations which, on the basis of actual physical and operational characteristics, would not be detrimental to surrounding areas by reason of smoke, noise, dust, odor, traffic, physical appearance, or industries requiring outdoor storage for raw materials and/or finished products may be required to provide a screen or fence in accordance with the provisions of Section 7.0 of the Sawyer County Zoning Ordinance.

*Forestry One District (F-1)*: This district provides for the continuation of forest programs and related uses in those areas best suited for such activities. It is intended to encourage forest management programs and also to recognize the value of the forest as a recreational resource by permitting as a conditional use certain recreational activities which when adequately developed are not incompatible to the forest.

*Wetland/Shoreland One District (W-1)*: This district shall include all wetlands within the jurisdiction of this ordinance which are wetland of five acres or more, excluding point systems, and which are shown on the Wisconsin Wetland Inventory Maps that are adopted and made part of the Sawyer County Zoning Ordinance. The regulatory provisions of this district do not require town approval and are not subject to town disapproval within the shoreland area described in Section 4.43. A portion of a wetland which is less than five acres in size, and which is located in the unincorporated area within the county, shall be included in the wetland/shoreland district where the wetland as a whole is five acres or larger but extends across municipal or county boundaries so that a wetland is not regulated in its entirety by the county.

The W-1 District is created to maintain safe and healthful conditions, to prevent water pollution, to protect fish spawning grounds and wildlife habitat, to preserve shore cover and natural beauty, and to control building and development in wetlands whenever possible. When development is permitted in a wetland, the development should occur in a manner that minimizes adverse impact upon the wetlands.

*Shoreland Protection One District (overlay district (SP)*: This district provides for the protection of waters and shoreland and for safe and orderly shoreland development in Sawyer County. The intent is to further the maintenance of safe and healthful conditions; prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, placement of structures and uses; and to preserve shore cover and the natural beauty. This district includes all lands in the unincorporated areas of the county (town) within the following distances from the normal highwater elevation of navigable water: 1,000 feet from a lake, pond, or flowage and 300 feet from a river, stream, or to the landward side of a flood plain whichever distance is greater.

*Planned Unit Development District (PUD)*: The PUD District is intended to provide for large-scale residential and/or commercial uses only. This district shall have no definite boundaries until such as approved by the Sawyer County Board on the recommendation of the Sawyer County Zoning Committee in accordance with the procedures prescribed for zoning amendments by Section 59.69 of the Wisconsin Statutes. Plans for the proposed development shall be submitted in duplicate and shall show the location, size, and proposed use of all structures and land included in the areas involved. The plans may provide for a combination of single and multi-family development as well as related commercial uses.

**Zoning Dimensional Requirements**

Based on each zoning district, specific dimensional requirements are specified. Table 8.4 represents the dimensional districts. Of note, minimum lot requirements for R-1, RR-1, and RR-2 are the same at 20,000 square feet.

<b>Table 8.4: Zoning District Dimensional Requirements, Sawyer County</b>								
	Zoning District							
Requirement	R-1	RR-1	RR-2	A-1	A-2	C-1	I-1	F-1
Building Height Limit*	35'	35'	35'	35'	35'	35'	60'	35'
Required Lot Area (sq/ft)								
with public sewer	10,000**	10,000	10,000	5 acres	5 acres	10,000	1 acre	5 acres
without public sewer	20,000**	20,000	20,000	5 acres	5 acres	20,000	1 acre	5 acres
Minimum Lot Width								
with public sewer	75'	75'	75'	300'	300'	75'	200'	300'
without public sewer	100'***	100'***	100'***	300'	300'	100'	200'	300'
	R-1	RR-1	RR-2	A-1	A-2	C-1	I-1	F-1
Yard Required								
Front	30'	30'	30'	50'	50'	10'	50'	30'
Rear	40'	40'	40'	50'	50'	20'	50'	40'
Side								
Principal Building	10'	10'	10'	20'	20'	10'	20'	10'
	30'	30'	30'	50'	50'	10'	50'	30'
Accessory Bldg	5'	5'	5'	10'	10'/50'	5'	10'	5'
Side-Principal Bldg.	10'							
Floor Area, Residence (sq/ft)								
1 Bedroom	500	500	500	500	500	500	500	500
2 Bedrooms	600	600	600	600	600	600	600	600
3 Bedrooms	700	700	700	700	700	700	700	700
Minimum Residence Width	20'	20'	20'	14'	14'	14'	----	20'
Minimum Lot Depth								
with public sewer	-----	200'	200'					
without public sewer	200'	200'	200'			200'		

Source: Sawyer County Zoning Ordinance; for all \*- see ordinance

**Sawyer County Zoning, Shoreland-Wetland Protection**

The Sawyer County Zoning Shoreland-Wetland Protection Ordinance establishes development standards for lands within the shoreland areas of the county. These areas are defined as lands which lie within 1,000 feet of the ordinary high-water mark (OHM) of navigable lakes, ponds, or

flowages and lands within 300 feet of the OHM of navigable rivers and stream or to the landward side of the floodplain, whichever distance is greater. Mapped wetlands five acres in size or larger are also regulated under this ordinance.

### **Floodplain Ordinances**

Sawyer County has an adopted Floodplain Zoning Ordinance. The official floodplain maps for Sawyer County are the Federal Emergency Management Agency (FEMA) Flood Hazard Boundary Maps (FHBM).

### **Private Sewage System Regulations**

The Wisconsin Department of Commerce and Sawyer County are jointly responsible for the regulation and monitoring of private on-site wastewater systems (POWTS). The state code outlining POWTS requirements in Wisconsin is Administrative Code Chapter “Comm 83”.

The Sawyer County Private Sewage System Ordinance regulates the location, construction, installation, alteration, design, and use of all private sewage systems in the county. This section of the ordinance incorporates the provisions of Chapter 145, Wisconsin Statutes.

### **Nonmetallic Mining**

Chapter NR 135, Wis. Adm. Code, defines the standards for reclamation and restoration of state nonmetallic mining operations. By law, each Wisconsin county (except Milwaukee County) is required to enact an ordinance and administer a program that regulates the reclamation of nonmetallic mining sites.

## **8.5 FUTURE LAND USE**

Defining appropriate land use is about more than making ecologically and economically intelligent choices. It is also about retaining values, lifestyles, cultural assets, and community character.

The future land use component is the focal point of the Town of Draper 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.

**Expected Future Trends in the Town of Draper**

- An increase in the average age of town residents. This trend is likely as more retirement age citizens move into the community.
- The number of seasonal residents and tourists will increase.
- Continued out-migration of young people seeking employment opportunities elsewhere.
- Demands for rural housing will continue to increase, coupled with increased demand for larger parcels of land.
- Additional public service and infrastructure expansion (roads) to accommodate additional shoreland development will be needed (developments, subdivision and or road ordinances).
- Shoreland development will continue to increase. Second tier shoreland development is likely as lakes become highly developed.
- Demand for waterfront property will continue to be high, with increased pressure to develop smaller lakes and riverfront property.
- Challenges to protecting and preserving the rural character of the community
- Increased traffic will occur on the roadway system to accommodate more residents and visitors to the area.
- More lake users resulting in more intensive recreational use of area lakes. Potential use conflicts may arise as additional users compete for resources.
- Areas within the town will be attractive to developers wishing to create condominium and town home communities.
- Land prices and property taxes will continue to rise.
- Seasonal housing units will continue to be converted to year-round permanent residences.
- Home-based business and tele-commuting will become more prevalent allowing more people the flexibility to live in rural areas such as the Town of Draper, if communication systems are enhanced.
- Water quality concerns will increase due to increased development.
- Fragmentation of the forest/woodland area will occur to accommodate residential development.

**8.6 PROTECTING PRIVATE PROPERTY RIGHTS**

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

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

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

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

## 8.7 PROJECTED LAND DEMAND

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 requires that comprehensive plans contain projections, in 5-year increments, of future residential, agricultural, commercial and industrial land uses.

Land use projections for the Town of Draper (Table 8.5) are based on Wisconsin Department of Administration estimates projection data and are also based on straight-line projections of land assessment trends. These projections are consistent with the Town’s vision for growth as well as the goals, objectives and policy recommendations detailed in this comprehensive plan. However, given the relatively small population and size of Draper, a small number of changes can impact actual land use. In particular, deviations from land consumption trends would impact future land use projections. Consequently, these projections should be used with care.

Table 8.5: Town of Draper Forecast Land Demand						
Land Use types	2019 assessed acres	Projected acres of land needed				
		2025	2030	2035	2040	Total acres needed
Residential	1,139	1,141	1,146	1,151	1,155	+16
Commercial	39	36	33	30	30	-9
Agricultural	423	434	442	450	458	+35
Manufacturing	0	0	0	0	0	0

Source: WI Dept. of Administration and NWRPC

Draper’s population and dwellings are scattered throughout the township and represents a very low-density development pattern, something the community desires to maintain into the future. As a result of the low-density development, “community design” for integrating connectivity between neighborhoods (sidewalks, public transit, etc.) is not a need. While comprehensive planning has sometimes been referred to as “smart growth”, the Town of Draper’s plan is not a “smart growth” plan as smart growth refers to urban planning principles and strategies

concentrating on redevelopment of areas within an urban core to prevent urban sprawl. As a result, smart growth areas are not applicable.

## **8.8 GROWTH COSTS**

The community development pattern significantly influences the cost of providing government and utility services to rural residents. Local units of government frequently have difficulty financing services and are continually searching for ways to generate revenue. Often times, local government seeks to increase the community tax base as a means of generating revenue. However, increasing evidence is becoming available which refutes this theory. In fact, some studies suggest that this method actually worsens the problem. The revenues generated by commercial and industrial development are oftentimes much more significant than that of residential development, and these forms of development generally “pay their way” with respect to government and utility services. Residential development, however, can place a higher demand for services that are not fully offset by the tax revenue generated (American Farmland Trust 1992, 1993). As residential growth increases, this disparity can grow larger, further exacerbating the problem.

Additionally, existing development ordinances generally support a scattered rural growth pattern, which further increases costs. The existing land use regulatory structure does not have mechanisms to encourage, promote, or support cost-effective development; and there are no incentives to landowners for engaging in cost-reducing development activities.

The Town of Draper supports a rural development pattern that promotes efficiency and serves to reduce the costs to government and utilities. It is recommended that the town measure the public costs of proposed future development against the public benefits. A compact and cost-effective development pattern should be defined in the town’s preferred future development pattern map. Additionally, the town can reduce development costs through the use of development techniques such as cluster or “conservation design” methods.

## **8.9 LAND USE CONFLICTS**

One of the primary goals of comprehensive planning is to reduce the potential for land use conflicts. In a rural setting, such as that found in the Town of Draper, land use conflicts are generally either: conflicts with the individual landowner; or uses which are undesirable to the community as a whole.

Land use conflicts may arise through sights, sounds, smells, or other activities on the landscape. This type of conflict is relatively common in cases where residential land use infringes upon areas of agricultural use. Typically, these types of conflict represent conflicts with individual landowners as both agricultural and residential uses are generally considered “desirable” land uses by the community.

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

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

Care was exercised by the Town of Draper to provide a future land use pattern that was coordinated and minimized the potential for land use conflict. In order to continue to reduce the potential for conflict, the town should remain cognizant of changes in planning and development requirements of adjacent and overlapping jurisdictions. Furthermore, the town should continue to communicate with neighbors and with the county on land use issues and policy.

## **8.10 FUTURE LAND USE**

### **Future Land Use**

The future land use map and its categories is a community's visual guide to future planning. The future land use map should bring together most, if not all elements of the comprehensive plan such as natural resources, economic development, housing, transportation and utilities and community facilities. It is a map of what the community wants to have happen; it is **not** a predication. The future land use map is not an official map, nor is it a zoning map. The Future Land Use Plan Map represents the long-term land use recommendations for all lands in the Town of Draper. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate and manage future development of the town.

Using all pertinent data available to them, the Town of Draper Planning Commission participated in a mapping exercise to identify the desired future land use scenario for the Town. Specifically, they used their broad knowledge of the town, the series of maps that were prepared as part of the planning process and their interpretation of the current trends. The goal was to produce a generalized future land use map to guide the town's growth over a 20-year planning horizon.



The future land use plan map (Map 13) has identified a number of future land use categories. The following is a description of the definition of the future land use categories as set by the Town of Draper:

**Agriculture**

Agricultural areas represent varying forms of activity. Areas defined on the map are generally those areas where future agricultural practices are expected to continue during the planning period. One home per nominal 40 acres on all areas currently zoned Agriculture more than 1/8<sup>th</sup> mile from a State, County or Town maintained road.

**Commercial**

There is no single commercial core found in the Town, but instead a few commercial developments are scattered throughout the town. Minimum lot area of 20,000 square feet is required. Shoreland Recreational Resorts and Mobile Homes are included within this category.

**Industrial**

Industrial activity is limited to a small area of the Town. Future land use relating to industrial/manufacturing activities is identified with the minimum lot area of 20,000 square feet is required.

**Rural Residential**

Rural activity centers with limited commercial and community services, including compact development within a defined boundary that is distinguishable from surrounding lands. This area may also be unincorporated rural hamlets or crossroads with a minimum lot area of 20,000 square feet without sewer required: for commercial/residential and industrial structures near key intersections or unincorporated areas. For the Town of Draper this would be the unincorporated areas of Loretta/ Draper at the intersections of County Highways GG and M with State Highway 70.

**Forestry**

This category is areas where the town has seen growth in residential development and is anticipated to continue to see this activity. In order to protect the natural resource base (woodlands and wetlands) and to promote lower density developments, it is recommended that development be limited to one home per nominal 40 acres on properties that border on or are within 1/8<sup>th</sup> mile of State, County or Town maintained roads and which are currently zoned Forestry.

**Shoreland**

Shoreland areas are represented by property adjoining a named lake, river or stream following the statutes and ordinances that dictate land uses abutting a classified lake.

**Governmental/Institutional**

Areas including government administrative buildings and offices, fire halls, government recycling facilities, utilities, hospitals, clinics and special care-facilities, public schools and colleges,

fraternal organizations, and cemeteries, churches and other religious facilities with a minimum lot area of 20,000 square feet required.

**Extraction**

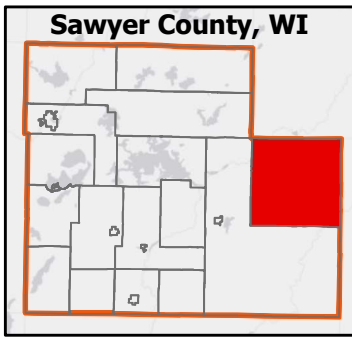
Areas currently mapped and future areas identified as extraction of non-metallic mineral extraction with a nominal 40 acres with specific requirements for shore land property ordinances.

**Outdoor Recreation**

This category includes existing mapped outdoor recreational areas and future areas for park & recreational development, whether private or public, including hunting preserves, designated hunting management areas, and motorized and non-motorized recreation areas with a nominal 40 acres.

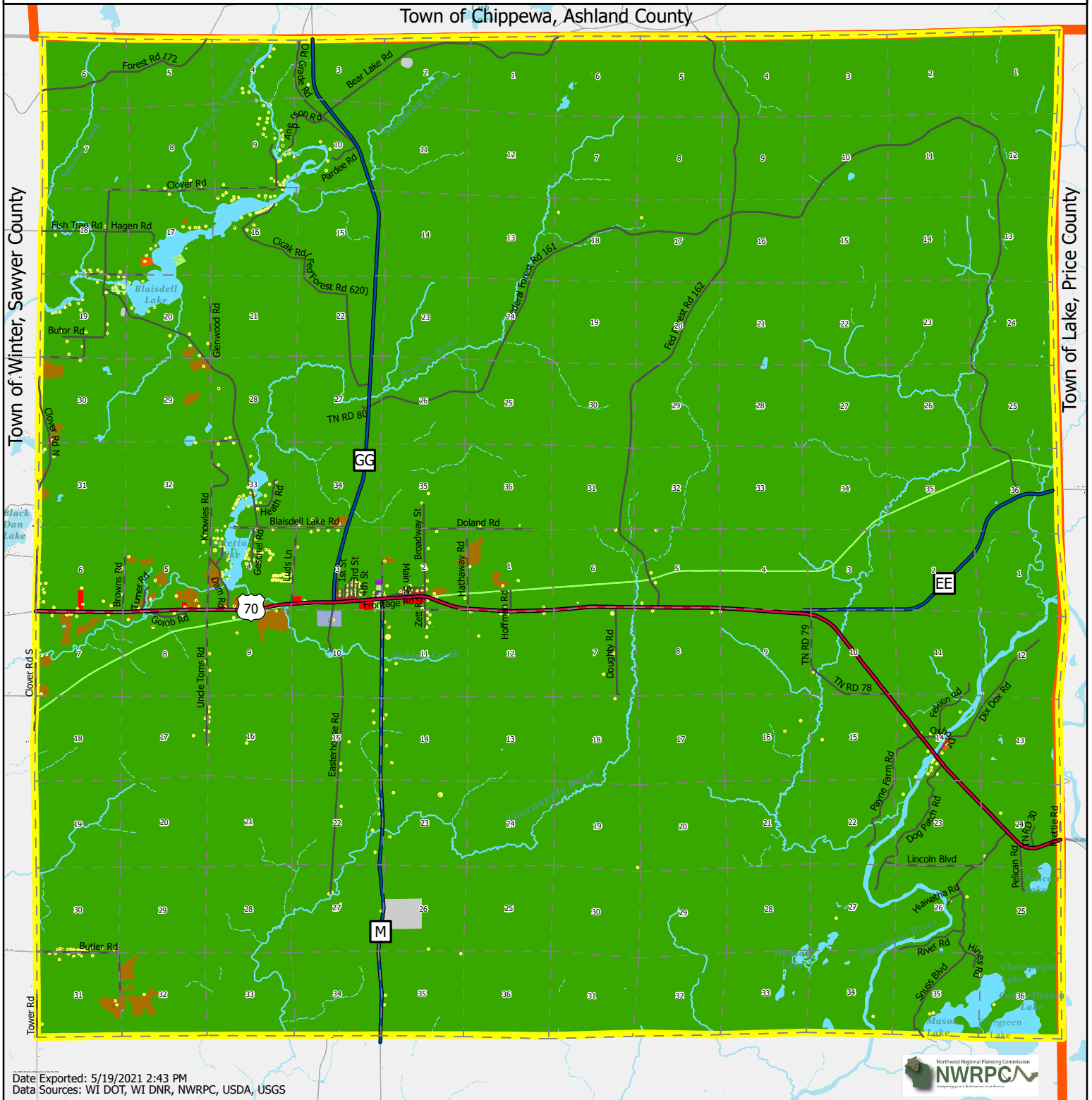
# Town of Draper Comprehensive Plan 2021

Map 10: Existing Land Use



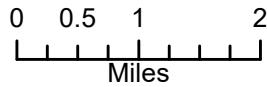
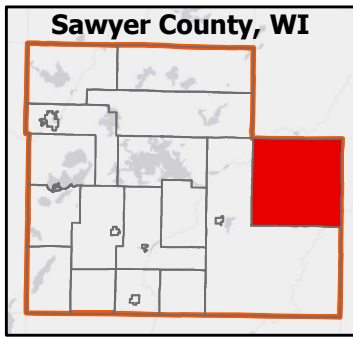
0 0.5 1 2  
Miles

- |               |                           |                 |
|---------------|---------------------------|-----------------|
| Agriculture   | Outdoor Recreation        | State Highway   |
| Commercial    | Recreational Resort       | County Highway  |
| Conservancy   | Single-family Residential | Local Road      |
| Extraction    | Intermittent Flow         | Town Boundary   |
| Forestry      | Perennial Flow            | County Boundary |
| Industrial    | Lake/Large River/Flowage  |                 |
| Institutional | PLSS Section              |                 |



# Town of Draper Comprehensive Plan 2021

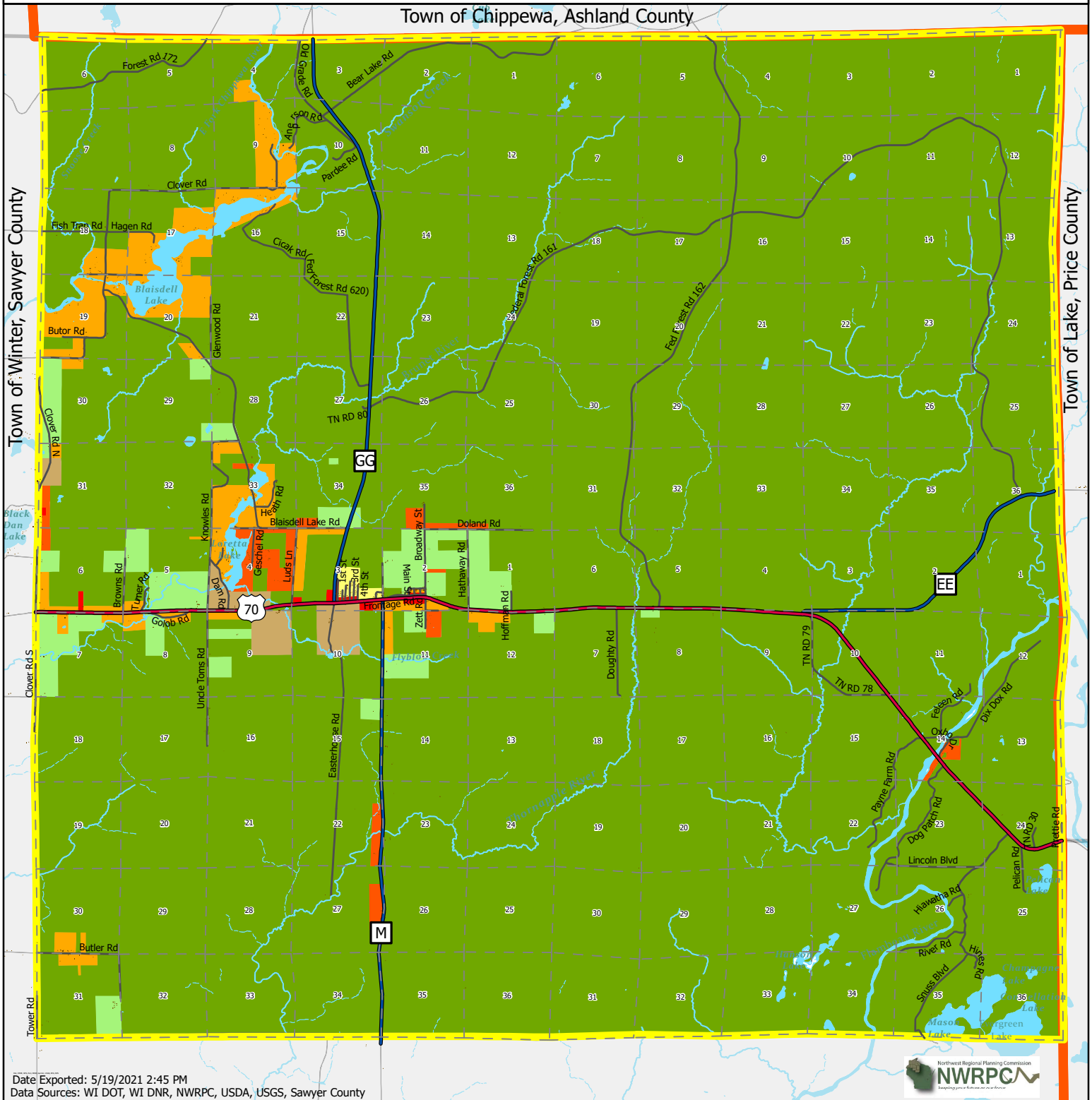
## Map 11: Zoning



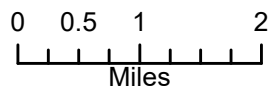
### Zoning Classification




















- Agricultural 1 (A-1)
- Agricultural 2 (A-2)
- Commercial 1 (C-1)
- Forestry 1 (F-1)
- Residential 1 (R-1)
- Residential/Recreational 1 (RR-1)
- Residential/Recreational 2 (RR-2)

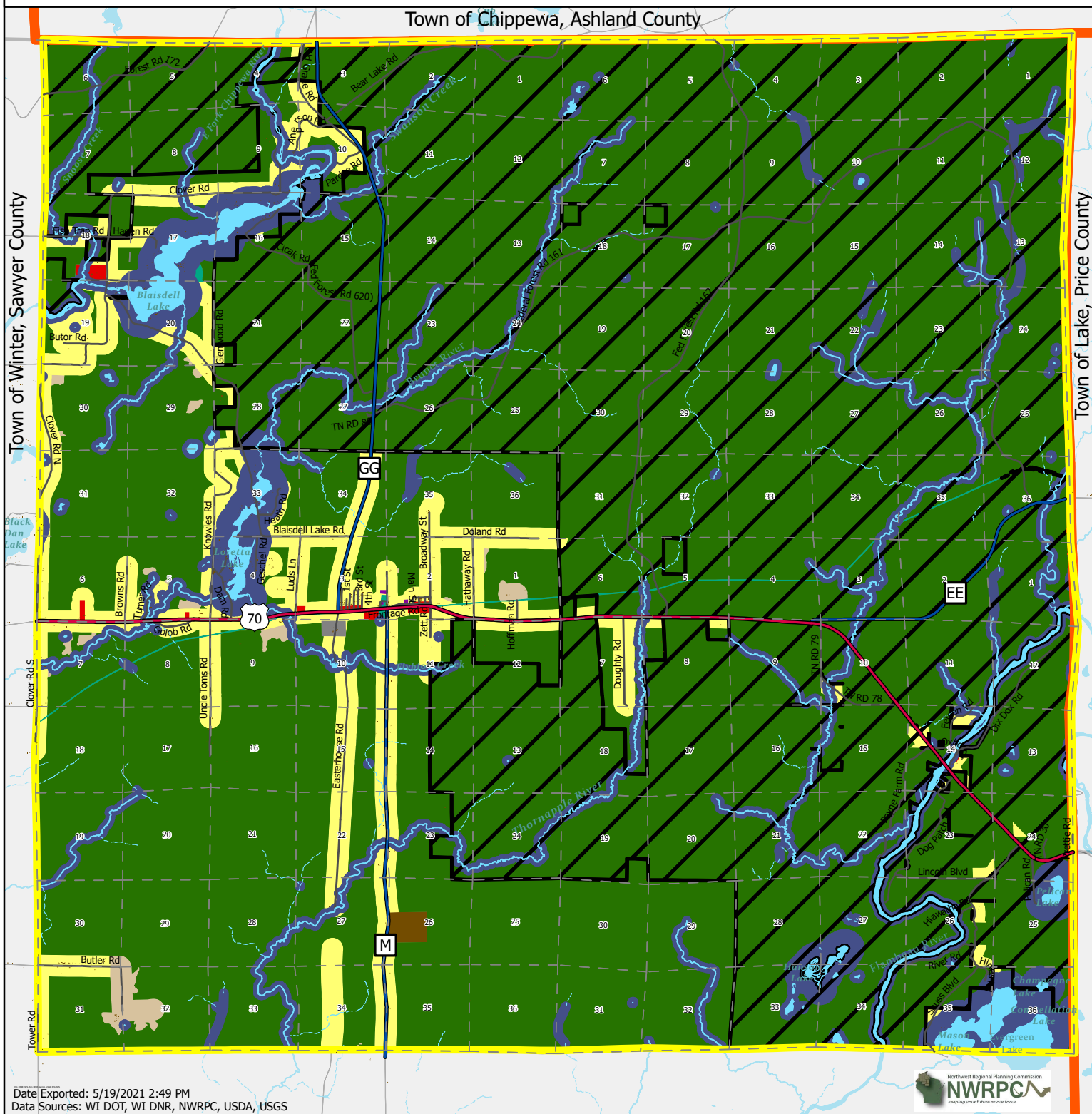
- Intermittent Flow
- Perennial Flow
- Lake/Large River/Flowage
- PLSS Section
- State Highway
- County Highway
- Local Road
- Town Boundary
- County Boundary



## Map 12: Future Land Use



- |   |                          |   |                          |   |                 |
|---|--------------------------|---|--------------------------|---|-----------------|
|  | Agriculture              |  | Public Lands             |  | State Highway   |
|  | Commercial               |  | Shoreland                |  | County Highway  |
|  | Extraction               |  | Intermittent Flow        |  | Local Road      |
|  | Forestry                 |  | Perennial Flow           |  | Town Boundary   |
|  | Government/Institutional |  | Lake/Large River/Flowage |  | County Boundary |
|  | Industrial               |  | PLSS Section             |   |                 |
|  | Outdoor Recreation       |   |                          |   |                 |
|  | Rural Residential        |   |                          |   |                 |



## **IMPLEMENTATION**

### **9.1 INTRODUCTION**

The purpose of this element is to explain how this plan will be utilized to guide future growth and development based on the “vision” as set for by the Town of Draper. The comprehensive plan addresses many important components critical to sustaining a healthy community while preserving the area’s natural resources and history. As change is inevitable, the plan may need to be amended to appropriately reflect those changes. This element includes a table of all the goals, objectives, and actions with a timeframe to begin work on those actions. In this way, this element serves as the master “to do” list for implementing the plan.

### **9.2 HOW TO USE THE PLAN**

The Town of Draper Comprehensive Plan is intended to help guide growth and development decisions within the town. The plan is an expression of the town’s wishes and desires and provides a series of actions/policies for assisting the community in attaining its goals. The comprehensive plan is not an inflexible or static set of rules. The objectives and actions are intended to allow flexibility in light of new information or opportunities. The plan is not an attempt to predict the future but an attempt to document community values and philosophies that citizens of the Town of Draper share. The plan guides considerations regarding not only land use but also addresses community issues such as housing, transportation and economic development.

The planning commission, town board, and citizens in reviewing all proposals pertaining to growth and development should utilize this document. Proposals should be examined to determine whether they are consistent with community wishes and desires as expressed in the plan. As part of the review, a thorough review of the plan is necessary with particular attention given to the goals and objectives. Where the impact of a proposed development is minimal, the evaluation may simply be a determination of whether or not the plan provides relevant direction and whether the requested action is in conformance with the plan. Development proposals with significant potential impacts will require a more detailed analysis in order to determine consistency.

### **9.3 CONSISTENCY REVIEW DURING PLAN DEVELOPMENT**

Within this implementation element, it is required to “describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan.” As a result of the comprehensive plan being developed in a coordinated and simultaneous effort, the planning process has ensured that the development and review of each element is consistent with the others; and based on that analysis, there are no known inconsistencies between the planning elements. In the future, as plan amendments occur, it is important that the Draper Plan Commission and town board both conduct consistency reviews.

Those reviews will ensure the document continues to represent an integrated approach to planning.

#### **9.4 MEASURING PLAN PROGRESS**

As part of the comprehensive planning process, a number of goals, objectives, and actions were developed that when implemented are intended to build stronger relationships and give direction to the town board and its residents, including year-round and seasonal. Many of the objectives and actions can be accomplished in the short term, while some will take longer to accomplish.

It is required to include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The task of developing a measurement tool to gauge the outcome of plan objectives and actions will be accomplished by the development of an implementation target for the identified actions. These targets will provide guidance to the plan commission and town board on when specific actions should be initiated. Based on the targets, the plan commission can then measure the progress of achieving implementation of the comprehensive plan.

The planning committee and citizens participating in the overall plan process developed the list of goals, objectives, and actions. The goals are the "purpose or end" that provides direction for the town and other governmental organizations. Objectives are statements that are measurable benchmarks the community works to achieve, and the actions are more specific statements that set preferred courses of action to carry out the objectives in the foreseeable future.

The Town of Draper covers approximately 88,500 acres of which approximately 34,540 acres are National Forest, 13,720 acres are owned by the State of Wisconsin, 6,520 acres are Sawyer County Forest. The largest private landowners are Great Lakes Rural NMTC Forestlands and Northwoods ATP which own approximately 8,145 and 7,274 acres, respectively.

#### **Vision:**

Over the next 20 years we anticipate little change to the "northwoods character" of the Township. However, we see the need to protect the quality of the resource base upon which we depend and to enhance the quality of life for resident and nonresident property owners. This plan is an attempt to articulate the balance between development and protection that exemplifies stewardship.

**Northwoods Character:** A combination of land use, appearance, and history that include woodlands, lakes, rivers, wildlife and climate along with lumber, agriculture, and recreational industries. It depends on extensive areas of forested lands with trails and wildlife, clean water with fish, clear air with an occasional hint of wood smoke, and dark skies with bright stars and sometimes northern lights. It has at its economic base a history of extractive industries (i.e. hunting, fishing, trapping and logging) which continue today under sustained yield management and form the basis for recreational and service industries.



## Goals and Objectives for the Town of Draper Comprehensive Plan

### HOUSING GOAL, OBJECTIVES, ACTIONS, POLICIES, AND PROGRAMS

**GOAL:** Provide a range of housing opportunities to meet the needs of current and future residents of the Town of Draper while protecting or enhancing the quality of the local environment.

**Objective 1.** Develop a protocol and ordinance for eliminating abandoned and dangerous buildings from the Town of Draper:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Determine what statutes/laws apply to this situation.	Town Clerk, Town Board	Done
Obtain approval from the Draper Town Board of Supervisors	Town Board	Done
Determine with certainty who has the power to enforce the statutes to get property owners to take action.	Town Clerk, Town Board, Towns Association	Done
Create a timeframe for subsequent activities	Plan Commission, Town Board	On-going
Determine (how to/who will) enforce the plan.	Town Clerk, Town Board, Towns Association	Done
Determine who should identify which structures are uninhabitable.	Plan Commission, Assessor, Sawyer County Health Dept.	On-going
Create a list of structures that need to be dealt with.	Plan Commission, Town Board	On-going
Find out who is responsible for each property/structure.	Town Clerk, Land owners	On-going
Draft a softly worded letter to all land owners on the tax rolls, stating our intention and inviting their comments.	Plan Commission, Town Board	On-going
Send letters by registered mail to responsible parties, publish resolution and post placards on buildings identified as uninhabitable.	Plan Commission, Town Board, Town Clerk	On-going
Follow up on enforcement where necessary.	Plan Commission, Town Board	On-going
Periodically review the plan as needed.	Plan Commission, Town Board	On-going



**Objective 2.** Discourage the development of mobile home parks within the township:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Enforce existing zoning regulations	Plan Commission, Town Board, Sawyer County Zoning	On-going

**TRANSPORTATION GOAL, OBJECTIVES, ACTIONS, POLICIES, AND PROGRAMS**

**GOAL:** Provide a safe, efficient and affordable transportation system for the residents of and visitors to the Town of Draper while protecting the aesthetic qualities of the Township.

**Objective 1.** Encourage regular use of the Namekagon Transit System by local residents:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Publicize its availability and economical service.	Namekagon Transit, Sawyer Co. Gazette, Plan Commission	On-going
Work towards establishing Loretta/Draper as a hub for the transit system.	Namekagon Transit, Winter Coop., Plan Commission	1 to 3 years
Promote development of a regular route to and from the Park Falls area.	Namekagon Transit, Price County, Plan Commission	2 to 5 years

**Objective 2.** Continue the high quality of Town road maintenance:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Maintain and improve road surfaces.	Town Board, Town Crew	On-going
Use Paser system of road surface evaluation annually	Town Board, Town Crew	On-going
Hire, train and retain qualified road crew employees	Town Board, Town Crew	On-going
Purchase and maintain updated highway vehicles and equipment	Town Board, Town Crew	On-going
Provide timely snow removal from town roads	Town Board, Town Crew	On-going

**Objective 3.** Work with Sawyer County to maintain and improve County Highways within the Town of Draper:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Remove snow from ROWs and intersections of town and State or County highways	Town Board, Town Crew	As soon as possible
Respond to needed repairs on other County Highways.	Sawyer County Highway Dept.	As needed

**Objective 4.** Encourage the development of hiking and biking trails and/or paths along roadways which allow for safe use by visitors and residents by:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Identify locations and routes for bicycle trails and facilities	Plan Commission Town Board Town Clerk Sawyer County Highway Dept., DNR, USFS	1 to 3 years
Identify and apply for grants for development of bicycle trails and facilities	Plan Commission, Town Board, Town Clerk, DNR, NWRPC	1 to 3 years

**Objective 5.** Establish consistent town-wide ATV routes and speed limits for use by tourists and visitors to Tuscobia State Trail and Draper School Forest Public Campground:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Expand ATV Ordinance to include all town and County roads within the township	Town Clerk Town Board Sawyer County Highway Dept. Sawyer County Snowmobile & ATV Alliance DNR	Done
Set speed limits for all town roads at 25mph and County roads at 35mph	Town Clerk Town Board Sawyer County Highway Dept. Sawyer County Snowmobile & ATV Alliance DNR	Done

## UTILITIES AND COMMUNITY FACILITIES GOAL, OBJECTIVES, ACTIONS, POLICIES, AND PROGRAMS

**Goal:** Encourage the enhancement of the utilities, community facilities and services which contribute to the overall improvement of the Town of Draper.

**Objective 1:** Maintain Continuity of Town Government to protect the town's assets, buildings, programs and resources

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Maintain statutory clerk and treasurer financial books and records	Town Clerk/Treasurer, Town Board, IT Provider, Accountant, Electors	On-going
Maintain Contingency Fund and General Fund Minimum Balances as established by Town Board Resolution	Town Clerk/Treasurer, Town Board	On-going
Maintain secure, backed up computer files, operating systems and network	Town Clerk/Treasurer, Town Board, IT Provider	On-going
Deposit Clerk and IT passwords and instructions for emergency access in safe deposit box	Town Board, Town Clerk, IT Provider, Chippewa Valley Bank	On-going
Ensure the secure administration of elections by maintaining a secure computer network, completing necessary certifications and training, appointing and training extra elections workers and chiefs and having an updated contingency plan	Town Clerk, IT Provider, Election Workers, County Clerk, WEC	On-going
Appoint and establish a Plan Commission by Ordinance to review and advise the town board on matters pertaining to land use and economic development in keeping with the goals stated in this plan	Town Board, Plan Commission	On-going

**Objective 2:** Facilitate fire protection for land owners:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Encourage participation in the volunteer department.	Fire Department, Town Board, Citizens, Businesses	On-going
Perform and enforce statutory campground and business fire inspections: Cooperating Parties	Fire Inspector, Fire Chief, DSPS, Businesses, Town Board	Semi-Annual
Develop a program for land owners to have regular inspections of their property to enhance fire prevention.	Fire Department, Land Owners, Town Clerk, Insurance Companies	On-going
Encourage regular snow removal to allow fire department access to properties.	Town Board Town Crew Fire Department Residents	On-going
Develop a fire prevention education/awareness campaign on the Town website and social media	Town Clerk	On-going
Ensure access for emergency vehicles to new construction by requiring 20ft clearance on all new driveways	Town Board	On-going
Remove unsafe structures and fire hazards from neglected properties	Plan Commission, Town Board, Health Department, Zoning, Fire Department, Property Owners	On-going
Chip or remove cut brush from town roads	Town Crew, Town Board	On-going
: Instruct Town Crew on duties if deployed by ICS request for emergency fire or disaster assistance	Town Board, Fire Department, Town Crew, Sawyer County Emergency Services, DNR, USFS	On-going

**Objective 3:** Construct helipad landing zone for emergency services life flight transport:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Construct helipad landing zone for emergency services life flight transport	Town Board Fire Department Life Link III	1-Year

**Objective 4:** Improve communications access in the Town:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Establish a town website and social media presence for increased communication with the public	Town Clerk	On-going
Maintain information and presence of Town information on the Winter Area Chamber of Commerce web site	Town Board Winter Chamber of Commerce	On-going
Coordinate with Norvado and Draper citizens to bring fiber broadband down County GG and up County M and complete “last mile” service connections	Norvado Sawyer County Economic Development Committee Town Board Citizens	1 to 3 years

**Objective 5:** Encourage development and maintenance of the campground along the Tuscobia Trail:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Develop a fee structure that provides funds for maintenance and improvement of the campground facilities.	Town Board	On-going
Increase tourism by establishing campground presence on trail maps, in print media, on social media and the town website	Town Clerk	On-going

## NATURAL, AGRICULTURAL, AND CULTURAL RESOURCES GOALS, OBJECTIVES, ACTIONS, POLICIES, AND PROGRAMS

### Natural Resources

**Goal:** To encourage use of the Town of Draper's natural resources that protects and/or enhances the quality of the environment for current and future residents and visitors.

**Objective 1:** Ensure that rules and regulations regarding land use are enforced:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Enforce zoning ordinances	Sawyer County Zoning Town Board Planning Commission	On-going
Work with adjacent governmental units	Sawyer County Zoning Town Board Planning Commission	On-going
Work with land owners and builders to develop appropriate site plans	Sawyer County Zoning Town Board Planning Commission	On-going
Enforce waste disposal statutes	Sawyer County Zoning Town Board Planning Commission	On-going

**Objective 2:** Protect surface water resources:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Ensure compliance with regulations for surface runoff and erosion from building sites and non-permeable surfaces	Sawyer County Zoning Town Board Planning Commission DNR	On-going
Control applications of fertilizers and pesticides	DNR Dept. of Agri.	On-going

**Objective 3:** Protect groundwater resources:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Insure compliance with waste water treatment systems regulations to control nutrient and other chemical pollution	Sawyer County Zoning Town Board Planning Commission DNR	On-going
Protect groundwater infiltration areas from excessive development	Sawyer County Zoning Town Board Planning Commission	On-going

**Objective 4:** Maintain or enhance the quality of forest, woodland, fish and wildlife habitat:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Encourage use of best land management practices that maintain the northwoods character of the township	Sawyer County Zoning Town Board Planning Commission DNR USFS	On-going

**Objective 5:** Maintain or enhance the quality of the air and the night sky:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Ensure compliance with air pollution regulations	Sawyer County health department Town Board Planning Commission DNR	On-going
Ensure compliance with lighting regulations	Sawyer County Zoning Town Board Planning Commission	On-going

**Objective 6:** Protect the area from invasive species:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Cooperate with education and control programs to control the spread of invasive species	Sawyer County Land and Water Conservation Town Board Planning Commission DNR USFS	On-going



**Agricultural Resources**

**Goal:** To encourage the development of sustainable agricultural practices in the Town of Draper.

**Objective 1:** Work with interested residents in developing small scale farming operations for specialty crops suited to the local climate:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Work with UW Extension personnel	UW Extension	On-going

**Objective 2:** Protect agricultural lands from undesirable fragmentation:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Enforce zoning regulations	Sawyer County Zoning Town Board Planning Commission	On-going

**Objective 3:** Minimize the environmental impacts of large scale agricultural operations on land, water and air resources:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Develop a large-scale agriculture ordinance for the Town of Draper	Sawyer County Zoning Town Board Planning Commission DNR Department of Agriculture	Done

**Cultural Resources**

**Goal:** To preserve and enhance the cultural and historic resources and heritage in the Town of Draper.

**Objective 1:** Identify historic and cultural resources in the Town of Draper:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Promote the Happy Land Historical Society	Town Board Planning Commission Historical Society	1 to 5 years
Record and archive oral histories from Town of Draper residents	Town Board Planning Commission Historical Society	1 to 5 years On-going
Share historical photos and stories on Town social media and website	Town Clerk	On-going

**Objective 2:** Work to promote identification of landmarks and historical artifacts in the Town of Draper:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Work with the State and local historical societies to preserve the Town's history	Town Board Planning Commission Historical Society	1 to 5 years
Preserve and restore Historic Town Hall	Town Board Town Hall Improvement Committee	On-going
Develop a local landmark program a) In the Town Hall b) At nearby sites of significance which may include Oxbo Bridge, CCC Camp, & Legion Hall	Town Board Planning Commission Historical Society USFS DNR	5 to 10 years

**Objective 3:** Coordinate preservation and enhancement of the Municipal Cemetery:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Modernize chart of grave sites to digital format	Sexton Town Clerk	1 Year
Update Cemetery Bylaws using Wisconsin statutes	Town Clerk Cemetery Board Annual Meeting	Done
Install permanent reference markers	Sexton Town Crew	1 to 5 years
Hire a professional sexton	Cemetery Board	Done

**ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, ACTIONS, POLICIES, AND PROGRAMS**

**Goal:** To provide a community climate that attracts and encourages the development of businesses that enhances the quality of life in the Town of Draper.

**Objective 1:** Work with local business owners and entrepreneurs to enhance retail access for residents and visitors:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Support and sustain businesses in the Town of Draper.	Town Board Local Business Owners SCDC	On-going
Promote local businesses and tourism through print and media advertising, on the Town social media and website	Town Clerk	On-going
Work with banks and landowners to find buyers or occupants for vacant businesses	Town Board Local Business Owners SCDC	On-going
Explore economic development grant opportunities to attract new businesses to the Town.	Town Board Local Business Owners SCDC	On-going

**Objective 2:** Work with neighboring communities to attract desirable new businesses to the Town:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Improve communications access to the area	Norvado Sawyer County-LCO Economic Development Committee Broadband Action Committee	1 to 5 years
Develop reasons for people to stop and stay in the Town of Draper <ul style="list-style-type: none"> <li>a. Historic sites</li> <li>b. Campgrounds</li> <li>c. Park improvements</li> <li>d. Bicycle Trails</li> <li>e. ATV and Snowmobile trails</li> <li>f. Restaurants &amp; Taverns</li> <li>g. Recreation &amp; Tourism</li> </ul>	Town Board Historical Society Fire Department Winter Coop Sawyer County Forestry Department DNR Community Club	On-going

**Objective 3:** Encourage development of bicycle trails, events and facilities to bring bicycle tourism industry to township:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Develop trails, trailheads and facilities to encourage bicyclists to explore our natural resources	Plan Commission, Town Board, Town Clerk, Sawyer County Highway Dept., DNR, USFS	1 to 3 years
Identify organizations and events who would coordinate development and events	Plan Commission, Town Board, Town Clerk, CAMBA, Tuscobia Ultra	1 to 3 years
Identify advertising and promotional markets to bring bicycle tourism to Draper	Plan Commission, Town Board, Town Clerk	1 to 3 years

## INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, ACTIONS, POLICIES, AND PROGRAMS

**Goal:** To establish mutually beneficial cooperative relationships with jurisdictions which are adjacent to and/or overlap with the Town of Draper.

**Objective 1:** Encourage cooperation with governmental units adjacent to the Town of Draper:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Maintain communication between adjacent governments	Town Clerk Town Board	On-going
Attend WTA meetings where representatives of local governments interact	Town Board	On-going

**Objective 2:** Encourage interactions with County, State and Federal governmental jurisdictions within the Town of Draper:

Policy/Action/Recommendation	Cooperating Parties	Time Frame
Host a Sawyer County Emergency Services meeting once a year	Sawyer County Emergency Services Administration County Fire Departments Law Enforcement Emergency Services Town Board	On-going
Maintain communication with National Forest, State Forest and County representatives each year. a. Forester b. Sherriff c. Surveyor d. Other departments as appropriate	Town Clerk Town Board USFS DNR (Flambeau Forest) Sawyer County Departments	On-going

**LAND USE GOALS, OBJECTIVES, ACTIONS, POLICIES, AND PROGRAMS**

**Goal:** To provide a system to ensure a coordinated development pattern that maintains the “northwoods” character of the Town of Draper.

**Objective 1:** Protect the general health, welfare and safety of the people of the Town of Draper:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Provide consistent and thoughtful enforcement of zoning regulations	Sawyer County Zoning Town Board Plan Commission	On-going

**Objective 2:** Protect shore land quality of lakes, rivers and streams:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Enforce shore land use regulations	Sawyer County Zoning Town Board Plan Commission DNR	On-going

**Objective 3:** Protect forest lands:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Enforce forest land use zoning	Sawyer County Zoning Town Board Plan Commission USF DNR	On-going

**Objective 4:** Protect agricultural lands:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Enforce agricultural land use zoning	Sawyer County Zoning Town Board Plan Commission Dept. of Agriculture	On-going

**Objective 5:** Enhance commercial property:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Encourage development of businesses within areas zoned commercial	Sawyer County Zoning Town Board Plan Commission Sawyer County Development	On-going

**Objective 6:** Protect the Northwoods quality of the Town of Draper:

<b>Policy/Action/Recommendation</b>	<b>Cooperating Parties</b>	<b>Time Frame</b>
Develop ordinances to encourage land use practices which maintain conditions consistent with the future land use map for the Town of Draper ( <i>i.e.</i> , subdivision control, waste disposal, commercial activities)	Sawyer County Zoning Town Board Plan Commission Towns Association	On-going

Some actions identified above are continuous or ongoing steps that do not have a specific implementation target date. These actions may involve the town board and or the plan commission. On an annual basis, the plan commission should monitor the plan's overall objectives and actions in an effort to realize its accomplishments and identify areas where additional resources or actions are needed.

While previously identified in the Land Use Element that there are no specific redevelopment or smart growth areas, several of the identified goals, objectives, and actions include references to promoting the redevelopment of abandoned or dilapidated parcels and the maintenance and rehabilitation of existing residential and commercial structures, where practical. Where applicable in implementing the comprehensive plan, redevelopment alternatives should at least be explored before new development of greenfields begins.

## 9.5 OTHER IMPLEMENTATION POLICIES AND PROGRAMS

As part of the overall comprehensive planning process, the identification of issues and opportunities presented by citizens and property owners of the town assisted in developing a future land use scenario covering a 20-year planning horizon. The future land use map is intended to assist the town in directing land use activities to areas best suited for such development and is based on background data, future projections, local issues and opportunities, natural resource constraints, and public input.

The Future Land Use Map (Map 13) incorporates the realities, ideas, goals, and visions described throughout the plan. The Future Land Use Map is one of the most important features of the Town of Draper Comprehensive Plan as it represents the town's vision for growth and development over the next 20 years. When making land use recommendations and decisions, the town planning commission and town board will use it extensively.

In order for the Future Land Use Map to be an effective tool for local decision-making, it is important that it be regarded as general in nature and should not be used for site-specific decisions. It is for this reason that only general locations for various land uses are shown on the map. The Future Land Use Map was built from the Existing Land Use Map, background data, and the community's desires for future development trends. Therefore, the Existing Land Use Map is the foundation of the plan. It represents the beginning point from which to build the future. As a result, areas that are not proposed for future development are represented by their existing land use in order to promote constancy in Draper. During the planning horizon, as developer proposals are presented, amendments may be necessary to reflect forces that change or shift local land use patterns and demand.

### **Ordinances and Programs**

#### **Purchase of Development Rights Program (PDR)**

The purchase of development rights is a **voluntary** protection technique that compensates the landowner for limiting future development on their land. The 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 private conservation organization purchases the development rights to a designated piece of property. The land remains in private ownership, and the landowner retains all the other rights and responsibilities associated with the property.

#### **Transfer of Development Rights (TDR) Program**

The TDR program is a non-regulatory (voluntary) approach that allows the right to develop property to be transferred from one parcel (or zoning district) to another. Under a TDR program, development rights to a 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. The TDR program has been widely implemented at the local level due to the fact that it requires no major financial contribution by local government.

Benefits of the TDR program include:

- ▶ The public benefits from the conservation easements, which protect and preserve sensitive natural features and wildlife habitat.
- ▶ Owners of sending area properties receive economic compensation for their properties where development would normally be precluded due to sensitive natural features or zoning restrictions.
- ▶ Owners of receiving area properties can increase their development density, accommodating a greater number of uses or tenants.
- ▶ Little financial contribution on behalf of local government.

### Acquisition

This type of land preservation tool involves the direct purchase of land for the purposes of preservation and protection. This tool should be used in cases where other protective mechanisms fail to meet objectives and/or in cases of high-priority acquisition lands. Acquisition efforts should be coordinated with other local, state, and national acquisition initiatives (lake associations, environmental groups, USFS, WWDNR, etc.). Depending on the acquisition, funding assistance from federal, state, or not-for-profit groups may be found.

### Conservation Easements

When a landowner sells their development rights, a legal document known as a conservation easement is drafted. 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 its natural attributes or agricultural value. The conservation easement becomes a part of the landowner's deed and remains on the deed even if the land is sold or passed through inheritance thereby ensuring the development will not occur on the property.

The conservation easement does not automatically allow public access to the land; the land remains in the hands of the 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. A purchase of development rights program works to ensure that incompatible development will not take place; the PDR becomes a part of the deed and keeps the land in its agricultural or natural state in perpetuity. An effective purchase of development rights program requires initial financial support and on-going administration. Additionally, the program requires a review board to assess the lands of landowners requesting entry of their parcel into the PDR program.

### Land Trusts

Land trusts are non-profit voluntary organizations that work with landowners to use a variety of tools to help them protect their land. Such organizations are formed with the purpose of protecting open space, scenic views, wildlife, etc.; and they use a variety of techniques to raise money for operating expenses and the acquisition of easements. Land trusts also provide adequate monitoring and stewardship. In the United States, land trusts can hold conservation easements, which means that the organization has the right to enforce the restrictions placed on the land.

Land Protection Tool	Pro	Con
<b>Donated Conservation Easements</b>	<ul style="list-style-type: none"> <li>• Permanently protects land from development pressures.</li> <li>• Landowners may receive income, estate, and property tax benefits.</li> <li>• No or low cost to local unit of government.</li> <li>• Land remains in private ownership and on the tax rolls.</li> </ul>	<ul style="list-style-type: none"> <li>• Tax incentives may not provide enough compensation for many landowners</li> <li>• Little local government control over which areas are protected.</li> </ul>
<b>Purchase of Development Rights</b>	<ul style="list-style-type: none"> <li>• Permanently protects land from development pressures.</li> <li>• Landowner is paid to protect their land.</li> <li>• Landowners may receive estate and property tax benefits.</li> <li>• Local government can target locations effectively.</li> <li>• Land remains in private ownership and on the tax rolls.</li> </ul>	<ul style="list-style-type: none"> <li>• Can be costly for local unit of government.</li> </ul>
<b>Transfer of Development Rights</b>	<ul style="list-style-type: none"> <li>• Permanently protects land from development pressures.</li> <li>• Landowner is paid to protect their land.</li> <li>• Landowners may receive estate and property tax benefits.</li> <li>• Local government can target locations effectively.</li> <li>• Low cost to local unit of government.</li> <li>• Utilizes free market mechanisms.</li> <li>• Land remains in private ownership and on tax roll</li> </ul>	<ul style="list-style-type: none"> <li>• Can be complex to manage</li> <li>• Receiving area must be willing to accept higher densities.</li> </ul>

### Conservation Design Subdivisions

The conservation design subdivision concept is an alternative development design to the conventional residential subdivision. Conventionally designed subdivisions are typically characterized by land divided into house lots and streets, with minimal (if any) open space. Usually, the remaining open space lands consist of the undevelopable portion of the subdivision (steep slopes, wetlands, floodplain, etc.). The conventional subdivision lacks communal open space, community woodlands, or other open areas where people can meet and interact.

The purpose of a conservation design subdivision is to provide opportunity for development while maintaining open space characteristics, encouraging interaction among residents through site design, and protection of habitat 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 community open space land and provides recreational, aesthetic, and social benefits to subdivision residents.

The conservation design subdivision has proven economic, environmental, and social advantages over conventionally designed subdivisions<sup>1</sup> including:

#### Economic Advantages

- ▶ Lower infrastructure and design (engineering) costs
- ▶ Attractiveness of lots for home development
- ▶ Reduction in demand for public parklands

#### Environmental Advantages

- ▶ Protection of conservation areas and upland buffers (which would normally be developed)
- ▶ Reduced runoff due to less impervious surface cover
- ▶ Improved water filtration due to presence of vegetation and buffers
- ▶ Opportunities for non-conventional septic system design

#### Social Advantages

- ▶ Opportunities for interaction among residents (common open space)
- ▶ Pedestrian friendly
- ▶ Greater opportunity for community activities

#### Best Management Practices (BMP)

Best management practices describe voluntary procedures and activities aimed at protection of natural resources. BMP's are described in detail in the Wisconsin Department of Natural Resources publications titled "Wisconsin Construction Site Best Management Practice Handbook", and "Wisconsin's Forestry Best Management Practices for Water Quality". Shoreland BMP's are a set of specific actions that landowners can take to help protect and preserve water quality.

#### Town Subdivision Ordinance

The development of a subdivision (land division) ordinance is intended to control the division of land within the town in order to promote public health, safety, and welfare by regulating the division and re-division of land. The ordinance must be at least as restrictive as the county ordinance but can be more restrictive. The Wisconsin Towns Association has developed a model Subdivision Ordinance for consideration by towns in Wisconsin.

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<sup>1</sup> Randall Arendt, *Conservation Design for Subdivisions*, (Island Press, Washington D.C., 1996), pp 3-16.

**Other Adjoining and Overlapping Jurisdiction Comprehensive Planning Processes**

The Town of Draper encourages early dialog between all adjoining and overlapping jurisdictions (towns and counties) as they develop or revise their comprehensive plan. This dialog will ensure that local input and consistency between comprehensive plans is reached. Where inconsistencies are identified and a resolution cannot be reached, future actions can be developed to bring the parties together to address their concerns.

**9.6 PLAN UPDATES AND REVISIONS**

The Town of Draper Comprehensive Plan is intended to be a living document. Over time, social and economic conditions and values tend to change. The comprehensive plan should be updated periodically to reflect these changes. Systematic, periodic updates will ensure that not only the statistical data is current but also the plan's goals, objectives, and actions reflect the current situation and modern needs. Under current law, it is required that an update of the plan be undertaken every ten years. However, it is recommended the plan be reviewed for consistency at least once every five years. This will ensure that any changes in the social and economic conditions or community values are reflected within the plan.

To ensure that both year-round and seasonal residents are involved in plan amendments, the following process and protocol should be followed to allow public involvement and comment. The Town of Draper Plan Commission shall undertake a review of the plan at five-year increments from the time of formal adoption by the town board and shall consider necessary amendment(s) to the plan resulting from property owner requests and changes to social and economic conditions. Upon the plan commission review, recommended changes to the plan shall be forwarded to the town board. The Town of Draper Board of Supervisors shall call a public hearing to afford property owners time to review and comment on recommended plan changes. The public hearing shall be advertised using a Class I notice. Based on public input, plan commission recommendations, and other facts, the town board will then formally act on the recommended amendment(s). During plan amendments, it is important that the Public Participation Plan be utilized to ensure public input.

**9.7 CONCLUSION**

The Town of Draper Comprehensive Plan is intended to be a dynamic and evolving document. Periodic revision and update of the plan will ensure that it is accurate and consistent with the wishes and desires of the community. Plan recommendations in this document provide the basis for evaluation of development proposals and give the community a means for achieving their community vision. The specific action statements are meant to serve as the mechanisms for achieving the goals and objectives, which were defined throughout the planning process. Ultimately the success of the planning process will be measured by the future quality of life experienced by both residents and visitors. Overall, the comprehensive plan provides a guide

and policy framework for development of the Town of Draper that reflects the community vision as set forth by the community.