

The Village of Oliver Comprehensive Plan









Village of Oliver Comprehensive Plan

Approved for Public Review by Planning Commission February 26, 2008 Recommended by the Planning Commission April 29, 2008 Adopted by the Village of Oliver Board April 29, 2008

Planning Commission

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Acknowledgement

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Prepared for Village of Oliver by the Consulting Team of

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AN ORDINANCE TO ADOPT

THE COMPREHENSIVE PLAN OF THE VILLAGE OF OLIVER, WISCONSIN.

Adopted April 29, 2008

The Village Board of the Village of Oliver, Wisconsin does ordain as follows:

SECTION 1. Pursuant to sections 60.22(3) of the Wisconsin Statutes, the Village of Oliver is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

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

SECTION 3. The plan commission of the Village of Oliver, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Village Board the adoption of the document entitled "VILLAGE OF OLIVER COMPREHENSIVE PLAN", containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

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

SECTION 5. The Village Board of the Village of Oliver, Wisconsin does, by the enactment of this ordinance, formally adopt the document entitled "VILLAGE OF OLIVER COMPREHENSIVE PLAN", pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. Within five years of the adoption of this ordinance the Village shall undertake a review of progress made on each of the plan's elements, including their respective goals, objectives, and actions, and, within ten years of said adoption the Village shall formally consider undertaking an update and revision of this plan.

SECTION 7. This ordinance shall take effect upon passage by a majority vote of the memberselect of the Village Board and posting as required by law.

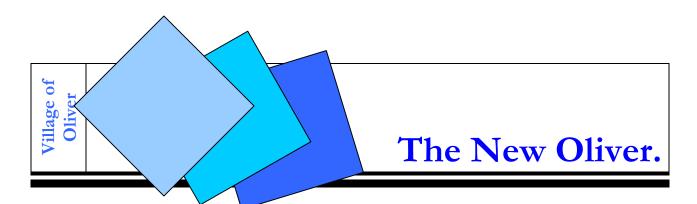
Voting aye: Trustees Caine, Rude and Ruzic.

Voting nay: None.

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From Old Oliver comes New Oliver.

The place that became Oliver may originally have been known as Bear's First Pause, a well-situated resting point on the canoe route between Fond du Lac and the mouth of the St. Louis River. That name, though, was lost to history by the time the first families moved to Oliver seeking work in the burgeoning steel plant across the river in Morgan Park.

Oliver was incorporated as a village in 1919 but its village hall and jail had been built four years earlier and the post office had been there since 1912. Serbian families, with close ties to fellow Serbs in Gary-New Duluth, were the dominant ethnic group. In time the town would have a Catholic church (the Orthodox church was in Gary-New Duluth), bank, a school, several stores, the Hotel Oliver, and several well-known bars including the Palace and Horseshoe.

The town was named after Henry W. Oliver, a dominant force in the nation's iron ore mining and steel industries. The connection to the steel industry was made manifest when the Oliver Bridge was built, complete with a walkway to allow workers to walk from Oliver to the Morgan Park steel plant.

Although nearly every acre was platted by speculators seeking a quick fortune, all but a few of the lots remained unsold and went tax forfeit. What was developed became the "old" Oliver that existed for most of the 20th Century. The town's reputation was firmly fixed during Prohibition when Oliver was a well-known haven for those with a thirst. But, over the course of the century one by one businesses and services left – the post office, church, school, and all but a couple bars.

But that all quickly changed in the 1990s. Sanitary sewer service was installed and people rediscovered the village's superb natural setting along the river. Almost overnight "old" Oliver became the "new" Oliver. The now cleaned up St. Louis River was once again seen as a valuable asset. People, desiring larger lots but with urban utilities and located within a convenient commute of Superior and Duluth flocked to Oliver. The main transportation route was no longer the walkway across the Oliver Bridge but Highway 105 leading to Superior. In a decade the village doubled in size in terms of homes.

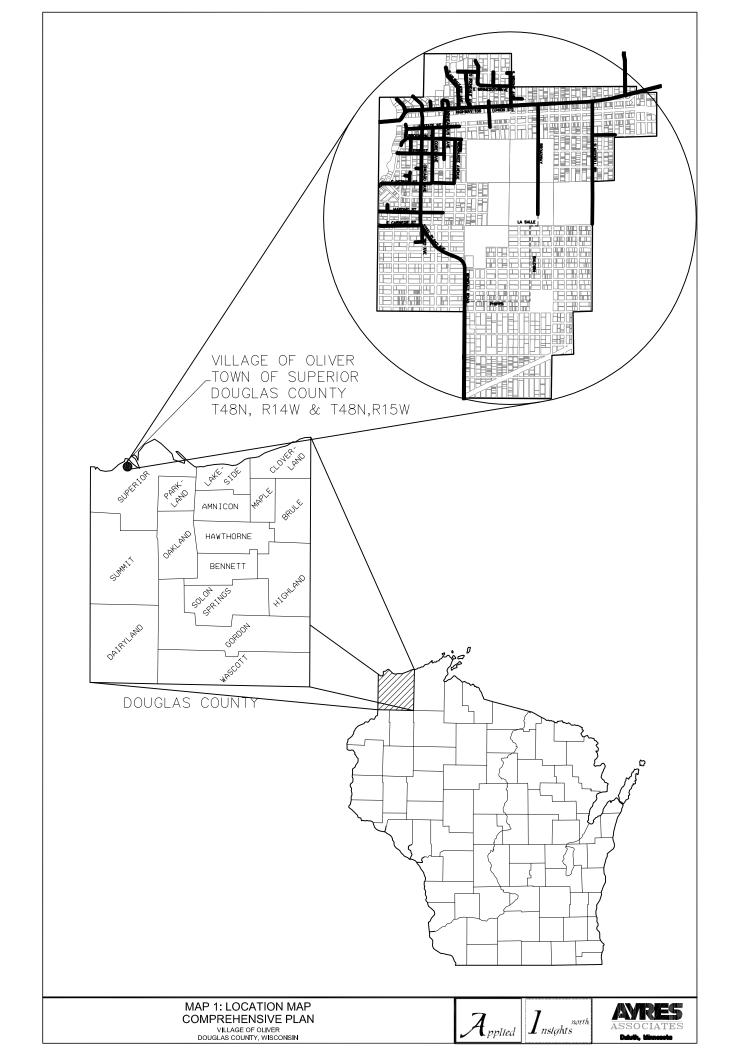
The tremendous changes in the past ten years were not planned but were spurred by deliberate village intentions. With this plan, Oliver establishes a cohesive, written set of objectives and policies designed to further grow the community and enhance it as a quality place for people to live and work.

How this plan will be used.

Wisconsin's "smart growth" legislation (SS 66.1001) requires that after January 1, 2010 all programs and actions of local governmental units related to zoning, subdivision regulations, and official mapping must be guided by, and consistent with, that governmental unit's adopted comprehensive plan. The legislation further defines the basic content of a comprehensive plan, stipulates public participation procedures for creating and reviewing the plan, and standardizes the procedure for adopting a comprehensive plan.

The Village of Oliver undertook the creation of this plan in part because state law requires it. But the Village understands how the plan will guide Village decisions and how the Village can use it to influence and coordinate actions by other governmental entities who impact the village.

This document follows the structure required by state law. Chapters succinctly present summary assessments of the issues for each required element along with the relevant goals, policies, and actions. Where appropriate, detailed information on each element is presented in the appendices.



Wisconsin SS 66.1001(2)(a) Issues and opportunities element: Background information on the local governmental unit and statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period.

This chapter highlights the most significant issues and opportunities facing Oliver. Subsequent chapters explore individual topics, some of which are generally addressed in this chapter.

Recent Community Growth.

Once the early boom years were over, Oliver shrank in terms of population and economic activity. For several decades it was a small, slowly changing community. And then it suddenly and rapidly expanded, in terms of housing and population, in the late 1990s and early 2000s. Consider:

- In the 1950s there were just 34 homes in Oliver.
- Over the next 40 years another 31 homes were added.
- Since 1997 a total of 69 homes were built in Oliver, doubling the size of the village almost over night.
- Between 1980 and 2000, a time when Superior and Douglas County as a whole lost population, Oliver grew by 42%.

This growth is expected to continue. The Wisconsin Demographic Services Center projects Oliver to grow by another 47% by 2020, and, the Metropolitan Interstate Council sees growth of 76% by 2030.

A comparison of the US Census information suggests this growth has several components:

- Between 1990 and 2000, greater than anticipated growth occurred in these age groups –
 5-9 year olds, 10-19 year olds, 30-49 year olds, and people over age 65. This means
 young families with children and retired people saw Oliver as a great place to live.
- Median income in Oliver is substantially greater than that for Douglas County as a whole and nearly equal to the state average.
- Just 8.3% of Oliver residents were below the official poverty level in 1999 compared to 11.0% for Douglas County and 8.7% for Wisconsin.

Several factors fueled this growth. A key one was the village's decision to extend sanitary sewer service into the community. This eliminated a long-standing impediment to development in the area, which has heavy clay soils.

Another factor was the recognition by the newcomers that Oliver is a pleasant place to live and raise a family. Oliver's compactness offers a small town feel but its average lot sizes are larger than those commonly found in similar communities. In addition, Oliver lies adjacent to the St. Louis River and thousands of acres of public forest. Finally, while seemingly remote due to its setting, the village is just minutes from downtown Superior, employment, shopping, and services.

The growth is not driven by local economic activity. Oliver has just a handful of small businesses. Most residents work in Superior or Duluth. That could change as investors and business owners learn of the village's recent and predicted ongoing growth spurt.

Sustaining Community Growth.

Oliver is committed to continuing the growth trend while retaining the values that make the community attractive and desirable. There are four essential sets of action to be taken by the Village to accomplish this.

The most significant action proposed in this plan is to consolidate public land ownership within Oliver. As seen in Map 2, much of Oliver is owned either by the Village or Douglas County. This large amount of intermixed ownership arose from the speculative platting of Oliver that occurred in the early 1900s. Nearly all land was divided into lots, a small portion of which was sold and development, but most of which eventually went for tax title to either the village or the county. The result is the complex mingling of ownership that seriously complicates packaging of land for development. Douglas County does not manage any of its holdings within Oliver for forestry or special uses.

In order for Oliver to actively promote and direct new development, the public lands must be consolidated into a single ownership. The Village believes it is better positioned to undertake the promotion of the land. Major components of this action are:

- The Village and County negotiate an arrangement by which all County-owned land within Oliver is conveyed to the Village. An alternate action would be to negotiate a massive parcel exchange through which the Village and County secure unified blocks of ownership; under this approach the Village would seek to own developable land while the County's ownership block would be in the non-developed southern and eastern sections of the village.
- There are various ways to structure the proposed land conveyance or exchange especially regarding sharing of proceeds from the sale of land to private developers.
- The essential ingredient is to act quickly and thoroughly insuring that the greatest amount
 of developable land is consolidated at the soonest date. It should be noted that both the
 Village and County would benefit through the planned expansion of the property tax base
 within Oliver through this action.
- The consolidated blocks of land not to be developed are to be designated as permanent open space to protect natural resource values such as wetlands and adjacent lands and to provide accessible recreation land.

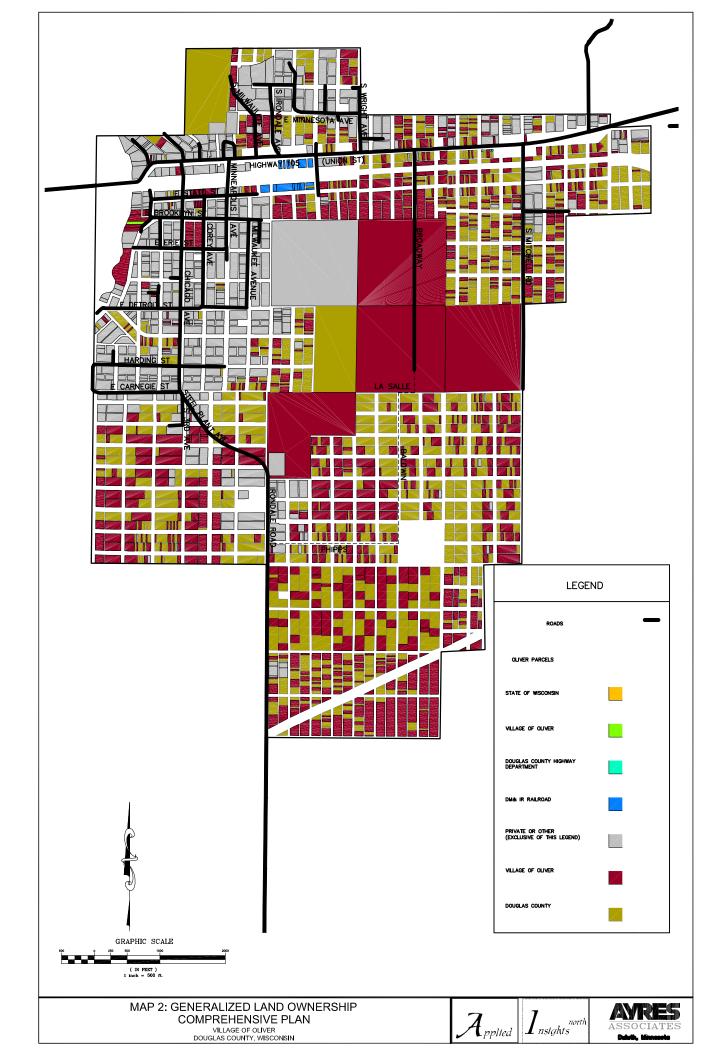
The second critical set of actions, intrinsically tied to the first, involves utilities.

- Oliver's water supply system needs to be upgraded so it can handle more than 50 homes.
- Both water and sanitary sewer services need to be expanded, in planned phases, to facilitate development of the newly consolidated Village-controlled blocks of land.

Revising the local zoning ordinance is the third action and it supports the first two.

- Separate the current Commercial and Business District zone into two districts, one for commercial retail and services, and, another for light industry. The intent is to more clearly define where uses should be located and to foster neighborhood-oriented commercial businesses in the core of the community.
- Generally update the ordinance to include, among other things, language protecting the community from negative uses such as adult use establishments, enhanced sign controls, and enhanced development design guidelines.
- Consider establishment of a rural residential zone, which would have a minimum lot size
 of 2.5 acres or more.

The fourth set of actions focuses on what is being called "The New Oliver" and is discussed in the next section.



The New Oliver.

The explosive growth of the growth of the past ten years and its continuation over the next 10-20 more brings with it more than just new homes and residents. It has changed the old Oliver into the "new" Oliver, a community whose natural attractiveness will require attention and action in order to be sustained over time. And, it requires that Oliver must become more assertive in identifying itself so that others recognize its qualities and needs.

What does being more assertive mean for Oliver? As noted above, it means assuming more control of development within the village, of being more involved in encouraging it and directing it to desired locations.

It also means showing a new level of pride in Oliver. This can be done through simple acts such as developing a new logo for Village stationery, or, through the erection of attractive entrance signs welcoming people to town.

It may mean more expensive actions such as devising an identifiable streetscape for the core section of the town along Highway 105. Such an action can establish community identity and foster new development. It could mean adding to the village park or creating a new riverside park to help bring residents together and to help them enjoy the natural beauty of the area.

It will also mean listening to the needs and desires of the rapidly expanding citizenry. New people mean new ideas and new energy, things that any small community should relish and take full advantage of.

Overall Goal Statement.

It is the Village of Oliver's goal that it will be an attractive small town community providing urban amenities within a rural setting convenient to the metropolitan center of Superior-Duluth.

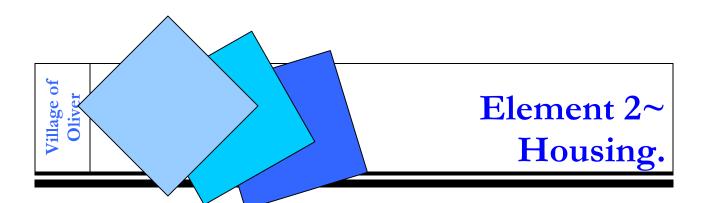
Attributes that describe the essence of the future Village of Oliver

- Pleasing blend of small town living, rural setting, and proximity to large cities.
- Large lot residential development with utility service.
- Natural setting of St. Louis River and access to thousands of acres of public land.
- Ease of access into Superior and Duluth for employment, shopping and services, entertainment, and social and educational services.

Strategies for Sustaining the New Oliver

The following summarizes the core strategies to be undertaken by the Village to enhance and sustain the desired future of Oliver:

Expand and enhance the core village-density residential area, served by utilities, to the east and south. Promote additional rural density residential areas south of the village core and east along Highway 105. Designate and promote a neighborhood-oriented commercial district along Highway 105 in the village core, which area is to have identifiable "urban" design elements including street lighting, curb and gutter, and the like. Designate a light industrial district east along the railroad corridor. Designate the undeveloped, forested areas in far south and east for recreation and resource protection. Enhance access to the St. Louis River by developing a community park connected to the existing boat launch. Encourage the development of appropriate trails into the publicly owned St. Louis and Red River Streambank Stabilization Area including a trailhead in Oliver. Foster the image of "The New Oliver" through a distinctive community logo and entrance signs.



Wisconsin SS 66.1001(2)(b) Housing element: A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit.... The element shall...identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

This chapter presents an overview of housing conditions within Oliver. Additional details can be found in Appendix B ~ Housing Background.

Assessment of Situation.

Oliver is in an unusual position for most older, small Wisconsin communities in that its housing stock is overwhelming new and in good condition.

- 52% of Oliver's 134 residential structures were built since 1997.
- Only 25% are more than 50 years old.
- Most of Oliver's housing is single-family detached homes; there are a total 12 units of duplex or multiple unit housing.
- Most housing units are owner-occupied; as of the 2000 Census there 19 rental units.
- According to the 2000 Census, 54% of the homes were valued between \$50,000 and \$100,000. 25% were valued over \$100,000. These numbers, however, do not reflect the 49 units built since 2000, all of which are probably valued over \$100,000.
- The Village's assessor has determined that 88% of the homes are in average condition (i.e., typical quality in terms of condition, design, and utility), 8% in good condition (highest rating available), and 4% in fair condition. None were considered to be in poor condition.

Some of the new housing was provided through an affordable housing program operated through the Northwest Wisconsin Community Action Program.

There is no manufactured housing park (conventionally known as a mobile home park) in Oliver. Manufactured homes are located on single lots and placed on permanent foundations.

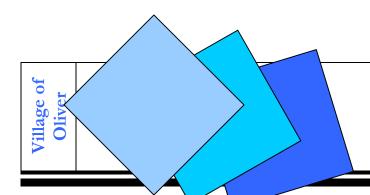
Currently, land is actively being developed for the location of additional single-family homes.

The lack of public transit and a robust neighborhood business district is a significant detriment to the potential location of senior citizen housing or housing for households without access to an automobile.

Goals, Objectives, Actions, Policies & Programs.¹

GOAL	An adequate supply, range, and option of housing units, for all income levels including owner and renter options, of styles and sizes in keeping with the small village atmosphere of Oliver.		
	OBJECTIVES	A.	The development of additional, predominantly single-family, housing.
		B.	Housing stock maintained in sound and attractive condition contributing to an appealing community in which to live.
	POLICIES	1.	Make land available for residential development for a mix of income levels and for both owner and rental occupancy.
		2.	Expand utility capacity to support additional residential development.
		3.	Modify and upgrade land use controls to facilitate residential development.
	ACTIONS & PROGRAMS	a.	Execute agreement with Douglas County by which the Village secures control of County-owned land within the village for the purpose of encouraging residential development on target parcels in keeping with future land use map. The Village is to request the County to enforce a moratorium on any sales of County land within the Village during the period the agreement is being negotiated.
		b.	Upgrade water utility pumping and storage capacity.
		c.	Develop phased plan of utility extension to facilitate residential development on target parcels in keeping with future land use map.
		d.	Upgrade zoning ordinance to support urban and rural density of residential development, and, to establish more comprehensive design standards for new development.
		e.	Aggressively market developable land to potential developers including those whose developments will offer a mix of housing styles, tenancy options, and price ranges.
		f.	Pursue funding to assist owners to upgrade their housing units.

¹ In this document these key terms are defined as follows: Goal – a desired end condition within Oliver; Objective: a measurable attribute of the goal; Policy – a definite method or course of action that guides present and future decisions related to the goals and objectives; Action & Program – specific activities that follow stated policies and are intended to help achieve the goals and objectives.



Element 3~ Transportation.

Introduction.

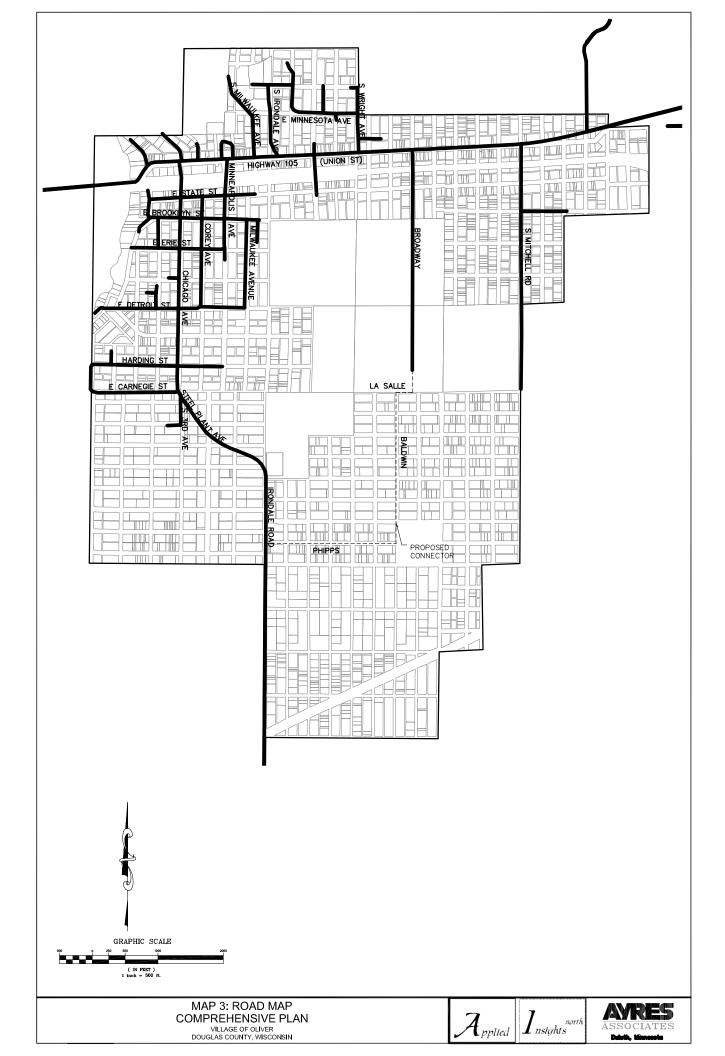
Wisconsin SS 66.1001(2)(c) Transportation element: A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking, and water transportation.

This chapter presents an overview of roads and transportation conditions within Oliver. Additional details can be found in Appendix C ~ Transportation Background.

Assessment of Situation.

Oliver's road system is not complex, comprising of one State highway running east and west, one County road running south to north, and a network of village streets (see Map 3). The CN Railroad runs through town parallel to State Highway 105. Nonetheless, there are a number of issues and opportunities that need addressing, especially in light of the village's spectacular recent growth.

- State Highway 105 is slated for resurfacing in 2008. This will upgrade the quality of the highway but it does not address such issues as pedestrian lanes and urban design within the core portion of the village.
- Speeding is an issue on County Road W. Possible responses include increased enforcement, enhanced signage, and traffic calming design (e.g., curb and gutter, narrow driving lanes, etc.).
- All village streets are gravel, which seems to suit residents. At some point, the village
 may need to consider paving key streets although this would increase property taxes and
 require assessments to benefiting property owners.
- The main school bus route is County Highway W. This requires students to cross the highway, which has considerable traffic and a perceived speeding issue. An alternative would be to designate a loop through the village. This would require upgrading the designated streets to accommodate buses during spring thaw.
- There is a lack of a safe pedestrian and bicyclist route connecting the residential neighborhoods on the north side of Highway 105 to the core of the village where businesses, village hall, and the community park are located.
- Signage to the St. Louis River boat access needs to be improved. In addition, Detroit Street, which leads to the access, could be improved with a paved surface to prevent erosion and landscaping to help delineate the route and buffer adjacent homes from traffic.
- The railroad crossings were recently upgraded. There do not appear to be safety concerns with these crossings. But, there is a noise issue. Since the crossings lack safety lights and traffic barriers, the trains, roughly 20 per day, loudly sound their whistles at each one. Train speed is also a concern in terms of safety and noise.
- There is not a designated connecting route to the Wrenshall Grade snowmobile trail.



GOAL	A safe, efficient, o	quali	ity transportation system serving the needs of residents and
	OBJECTIVES	A.	Well maintained existing village roads.
	0202020	B.	Main roadways that insure safety, smooth traffic flow, while enhancing identification of village as an urban area.
		C.	Designation of an alternative school bus route to County W in core of village.
		D.	Safe pedestrian and bicyclist routes to core of village from all residential neighborhoods.
		E.	Clearly signed route to St. Louis River access.
		F.	Multiple crossings of the CN Railroad tracks allowing for passage of emergency vehicles in the event a train blocks one or two crossings.
		G.	Trucking and commercial traffic flow, to the degree possible, is separated from and does not conflict with residential neighborhoods.
	POLICIES	1.	Work with Douglas County, Wisconsin DOT, and Metropolitan Interstate Council on transportation issues.
		2.	Adopt and implement an ongoing five-year capital improvement program for roads, paths, and sidewalks.
	ACTIONS & PROGRAMS	a.	Upgrade a designated alternative school bus route serving core portion of village.
		b.	Identify pedestrian / bicycle lane or travel route connecting north side residential neighborhood to village core.
		C.	Identify specific means of creating urban feel, and slow traffic, on County Highway W and State Highway 105 in village core. Work with State and County to implement this plan.
		d.	Work with CN Railroad, WisDOT and Douglas County to secure crossing signals and barriers at the two main crossings in Oliver, and, to obtain a reduced train speed through town.
		e.	Establish five-year capital improvement program.
		f.	Create a new north-south connector route along the alignment of Broadway, LaSalle, Baldwin, and Phipps Streets.

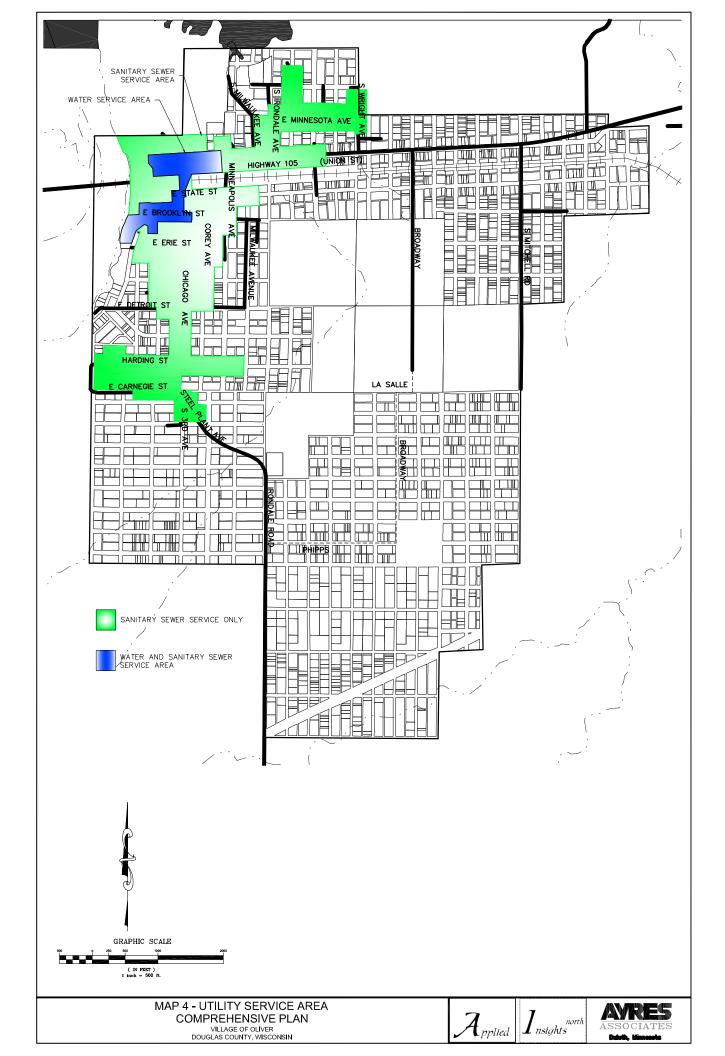
Wisconsin SS 66.1001(2)(d) Utilities and Community Facilities element: A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

This chapter presents an overview of public utilities and community facilities within Oliver. Additional details can be found in Appendix D ~ Utilities and Community Facilities Background.

Assessment of Situation.

One result of Oliver's long history as an exceptionally small community is a minimal level of public facilities there. The following highlights the current situation:

- Oliver has a public water utility. However, limited pumping and pressurized storage capacity means that no more than 50 homes can be served; currently, 44 are connected.
- Oliver operates a sanitary sewer collection utility with wastewater being sent to the
 Western Lake Superior Sanitary District's treatment plant in Duluth. Most homes and
 businesses in the village are connected. The collection system is in good condition, but
 as with most communities, Oliver may have some minor issues with infiltration and inflow
 that require investigation and remedial action.
- Oliver contracts with the City of Superior for fire protection. Police protection is provided by the Douglas County Sheriff's office.
- Oliver contracts with the private firm Waste Management, Inc. for garbage collection services. Residents are not mandated by ordinance to subscribe to the service. WMI provides recycling collection as part of its service.
- There is no school or public library within Oliver.
- The Village owns and maintains Oliver Park (baseball field and play equipment) in the central portion of town; a citizens group is currently raising money to make improvements to the park. The Wisconsin DNR maintains the newly upgraded boat access on the St. Louis River. The County-owned Wrenshall Grade snowmobile trail is located in the southern section of Oliver. In addition, there are thousands of acres of County and State owned land immediately adjacent to Oliver providing recreational opportunities; however, the ability to use the State-owned St. Louis and Red Rivers Streambank Stabilization Area is limited due to the lack of a management plan for the property.



Oliver has the potential to develop a new recreational facility along the St. Louis River. The Village acquired property where several homes had slumped towards the river. This property has excellent views of the river and can be connected by a trail to the DNR boat access. The result could be an attractive community park enhancing Oliver's connection to the St. Louis River.

	unity facilities and services that contribute to the attractiveness of sining within the village's fiscal limits.
OBJECTIVES	Updated water utility with capacity to serve all residences and businesses.
	B. Water and sanitary sewer service to entire core portion of the community.
	C. Recreation facilities that meet needs of residents, serve to draw the community together, and provide increased access to the St. Louis River.
	D. Full participation in solid waste service.
	Application of effective on-site wastewater technologies for development not served by public sanitary sewer system.
Policies	Provide public water and sanitary sewer service within the area identified in the comprehensive plan.
	2. Provide recreational facilities that meet the needs of residents.
	3. Seek regional, state, and federal assistance in the development of public facilities.
	 Require development not served by public sanitary sewer system must use effective on-site wastewater treatment technology.
	 Cooperate with public and private entities to provide community facilities and services to Oliver residents even if such facilities or services are not located within the village.
Actions &	a. Identify action and cost to upgrade water supply system.
Programs	b. Extend available utilities to serve new development.
	c. Support current efforts to improve Oliver Park.
	 d. Prepare a development plan for a new community park along the St. Louis River.
	e. Request the Wisconsin DNR to prepare a management plan for the St. Louis and Red Rivers Streambank Protection Area, whic plan should contain recreational trails accessible from Oliver.
	f. Consider an ordinance to require all residences and businesses to have regular solid waste collection service.
	 g. Prepare, in conjunction with transportation needs, a five-year capital improvement program for public utilities and recreation facilities.
	h. Establish a motorized recreational vehicle trail corridor along most or all of the proposed connector route that uses the Broadway / LaSalle / Baldwin / Phipps street alignment; this corridor is to provide access to the Wrenshall Grade trail.
	 Insure the zoning ordinance requires effective on-site wastewate treatment technologies for development not served by sanitary sewer system.
	j. Participate in cooperative efforts with public and private providers of public services that may not be feasible to for the Village to provide on its own

Wisconsin SS 66.1001(2)(e) Natural, Agricultural and Cultural resources element: A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

This chapter presents an overview of natural, agricultural and cultural resources within Oliver. Additional details can be found in Appendix E \sim Natural, Agricultural and Cultural Resources Background.

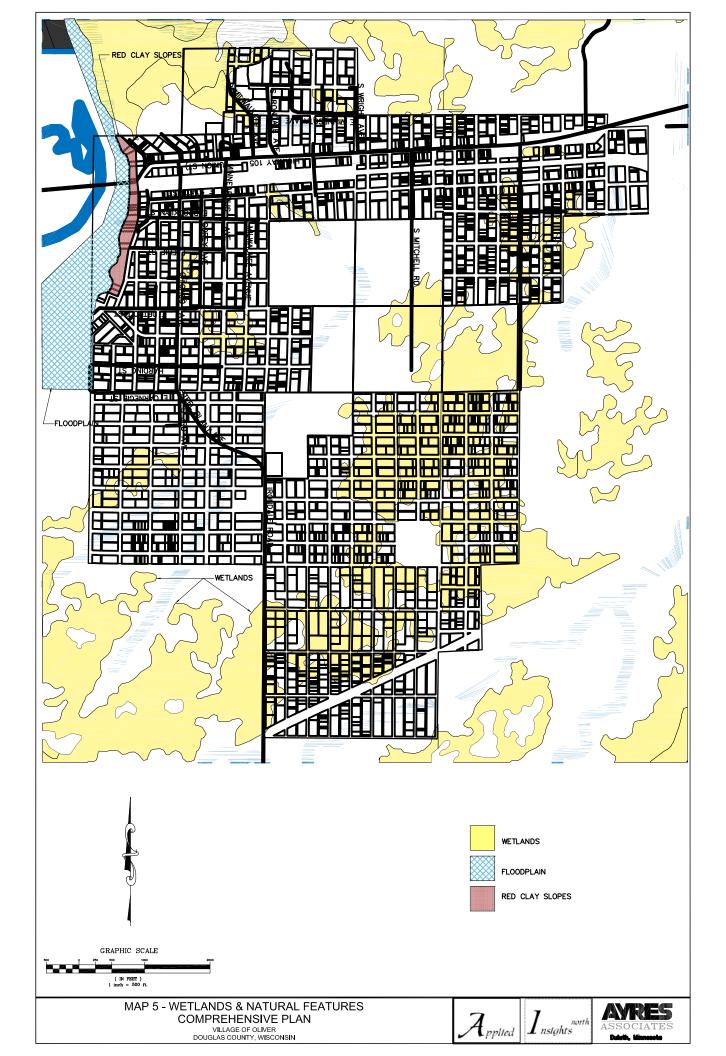
Assessment of Situation.

Natural resources play an important role in Oliver, both in defining the community and governing aspects of development. The following summarizes key issues:

- The St. Louis River is the most important natural resource in the area. Protecting its aspects water quality, wetlands, shoreline, and vegetated uplands is the dominant natural resource issue.
- The highly erodible and unstable steep clay soil slopes are a major issue for Oliver. The
 recent slumping of several homes, which subsequently were acquired and razed by the
 village, serves to highlight the potential severity of this concern. This issue is not
 confined to the riverbank but also applies to any steeply sloped area within Oliver.
- A considerable portion of Oliver is covered by wetlands (see Map 5). Retaining these areas and their associated drainage ways is important to maintaining an appropriately natural process of stormwater retention, release, and flow.
- The southern side of the St. Louis River was historically a mature conifer and hardwood forest. It is now a much younger forest dominated by early successional tree species. As a means to restore habitat within the estuary and to protect against erosion and sedimentation, it has been recommended that these extensive forested areas be managed to a status similar to their original condition. Currently, the large amount of forested public land within Oliver is not being intentionally managed.

Oliver has a limited number of cultural resources but they are important to the community:

- Oliver was likely a traditional resting place along the St. Louis River canoe route
 underlying the advantages of its location with a narrow channel and views both up and
 down stream. Although artifacts from American Indians and the early fur trade have been
 found in Oliver, there is no known site of habitation.
- One of two structures on Wisconsin's historic site inventory, the Oliver Bridge harkens to
 the community's earliest days. Completed in 1915 the bridge included a walkway to
 permit workers living in Oliver to commute to the steel works and associated factories on
 the Duluth side of the river. The bridge with its now closed walkway emphasizes Oliver's
 early strong connections, both ethnically and economically, with Duluth.



- The former village hall is the other structure on the state inventory. Now a private residential building, the former hall was built in 1915, four years before Oliver was incorporated as a village.
- Recreational facilities are also considered by the smart growth legislation as a cultural
 resource. As noted elsewhere in this document, Oliver has a solid list of such resources
 including: Oliver Park, St. Louis River boat access, Wrenshall Grade snowmobile trail,
 undeveloped public forested land within Oliver, and extensive tracts of public forest land
 adjacent to the community.

Oliver's rich history is a key cultural resource in and of itself. The community's roots are deep in a dominantly Serbian, blue color workforce employed at the area's steel mill and associated factories. In its early years the village was vibrant and raucous. During the Prohibition-era it gained a reputation as being a "wet" island in a dry sea. Long after Prohibition ended and the village lost one business after another, Oliver retained its cross-border watering hole status and the mixed reputation that went with it.

In the substantially larger (in terms of population and housing units) "new" Oliver of the 21st century much of the community's historic character will be diluted and perhaps lost. And part of this is the way communities change by incorporating the stories and histories of incoming residents. While the less savory aspects of the past may well be left there, it will be important to the community to remember, respect, and honor its roots even as new branches are grafted onto the community tree.

GOAL	Conserve, protect, and manage Oliver's natural resources.		
	Develop broader	tural base while retaining community's historical foundation.	
	OBJECTIVES	 Consolidated tracts of public owned forests whose condition trends toward pre-settlement characteristics. 	
		. Retention of functionality of wetlands and natural drainage ways.	
		. Elimination of human-caused erosion and sedimentation into St. Louis River and local drainage ways.	
		. Greater recognition and utilization of community historic and incoming cultural values.	
		Preservation and protection of surface and ground water, water quality, environmentally sensitive areas, especially wetlands and red clay slopes, and threatened and endangered species.	
	Policies	Ensure that future building and growth follow good practices to protect the environment especially regarding retention of wetlands, retained functionality of drainage ways, and prevention of erosion of red clay slopes.	
		Support and foster community oriented events that incorporate cultural traditions and build community cohesiveness.	

ACTIONS & PROGRAMS

- a. Execute agreement with Douglas County by which the Village secures control of County-owned land within the village for the purpose of creating large blocks of land for natural resource management (e.g., wetland protection, forestry, recreation).
- b. Review zoning and other land use controls with the intent to make any needed changes to insure protection of natural resources with specific attention to surface and ground water, environmentally sensitive areas such as wetlands and red clay slopes, threatened and endangered species, and stream corridors including the St. Louis River.
- c. Prepare a forest management plan for consolidated blocks of land.
- d. Consider creation of a community festival, perhaps based on cultural food traditions or in conjunction with Gary-New Duluth neighborhood (e.g., focused on the Oliver Bridge).
- e. Enact ordinances governing construction site erosion control, and post-construction storm water management.

Element 6 ~ Economic Development.

Introduction.

Wisconsin SS 66.1001(2)(f) Economic development element: A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit.

This chapter presents an overview of economic development issues within Oliver. Additional details can be found in Appendix F ~ Economic Development Background.

Assessment of Situation.

Oliver has long been a small community at the fringe of the Superior-Duluth metropolitan area. For the most part, economic activity has consisted of businesses that serve local residents, and, because of its border location, people who cross the state line for drinking.

Oliver's current set of businesses consists of two taverns, a mini-storage enterprise, a heating fuel distribution center, and a small construction truss manufacturer.

Although Oliver has direct rail service, it lacks direct access to major road corridors and is not conveniently located to serve a large geographic area for retail sales or services.

However, the community's recent surge in housing and population is establishing a threshold market capable of supporting additional neighborhood level businesses. And there is a community desire for a range of such businesses. Given the amount of growth that has occurred to date and the community's desire to continue that growth, it is reasonable to believe that in the near future, especially if land is attractively packaged, that these types of businesses will be seeking to locate within Oliver.

It is also reasonable to think that Oliver could attract additional small manufacturers, who may take advantage of the rail access, or simply are of a nature and scale that can operate in Oliver. Again, attractive packaging of land could facilitate such investments.

GOAL	A business distric	ct tha	at meets more of the retail and service needs of residents.
	Increased number of employment opportunities within Oliver.		
	OBJECTIVES	A.	Several new retail or service businesses located in the business district.
		В.	Several new light industrial operations.
	POLICIES	1.	Define the retail business district and the light industry district.
		2.	Package Village owned land for sale to appropriate businesses in the two districts.
		3.	Work with existing and proposed businesses to secure regional, state, and federal assistance to expand or locate in Oliver.
	ACTIONS & PROGRAMS	a.	Assemble for sale Village owned land within the business and light industry districts (once Village has negotiated a land consolidation program with Douglas County). Formally identify all or a portion of the land east along Highway 105 and south to and just beyond the CNR Railroad tracks as the "Oliver Business and Industrial Park."
		b.	Promote the "new" Oliver with realtors and local and regional development agencies as a quality community in which to live and locate businesses.
		C.	Identify specific actions (e.g., street improvements, lighting, streetscaping, signage, etc.) to denote the Oliver business district and make it more inviting for potential new business owners.
		d.	Consider establishment of an economic development authority, which could have responsibility for conducting economic development activity within the Village.

Wisconsin SS 66.1001(2)(g) Intergovernmental cooperation element: A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services.

This chapter presents an overview of cooperation issues and opportunities between Oliver and other units of government.

Assessment of Situation.

Oliver's historically small size and out-of-the-way location has meant that intergovernmental issues have been limited over the years.

Oliver has a single unit of government with which it shares a land border – the Town of Superior – although there is little development along those borders. Across the St. Louis River Oliver shares a border with the City of Duluth but there the only point of contact is the Oliver Bridge. And, of course, the village lies wholly within Douglas County.

The Village is engaged in several agreements that qualify as processes under Chapter 66 of Wisconsin State Statutes or as a memorandum of understanding. These are:

- Contract with City of Superior to provide fire and emergency medical treatment (EMT) service.
- Allocation agreement with the Western Lake Superior Sanitary District to provide wastewater treatment service.
- Participation in the Metropolitan Interstate Council for intergovernmental coordination, transportation planning, and other similar services.
- Participation in the multi-jurisdictional comprehensive planning process under the aegis of Douglas County.

Currently, the Village cannot identify any particular intergovernmental conflicts it has adjacent or any other unit of government.

As a result of this plan, the Village anticipates several critical intergovernmental efforts, including:

- Working with Douglas County to undertake a land exchange in order to implement key elements of this plan, and, to plan improvements to County Road W.
- Working with the Superior Public School District regarding bus route changes within Oliver.
- Encouraging the WisDNR to develop a management plan for the St. Louis and Red Rivers Streambank Protection Area.
- Coordinating planning along State Highway 105 with both WisDOT and the Town of Superior.

 Continued participation in the Metropolitan Interstate Council regarding land use, transportation, and other local matters.

GOAL	Maintain mutually beneficial and harmonious relationships with adjacent and overlapping governmental jurisdictions.		
	OBJECTIVES	A.	Enhanced communication with other units of government.
		B.	Coordination or cooperation with other units of government in the delivery of services.
	POLICIES	1.	Oliver will participate in appropriate multi-jurisdictional processes and agreements.
		2.	Oliver will establish and maintain lines of communication with other units of government in regards to issues and activities pertinent to Oliver.
		3.	Oliver will coordinate with Douglas County and other entities regarding land use planning and related activities.
	ACTIONS &	a.	Share comprehensive plan with other units of government.
	Programs	b.	Undertake exchange or deeding of land process with Douglas County and then maintain ongoing dialogue/process regarding development of the property.
		C.	Continue service contract with Western Lake Superior Sanitary District.
		d.	Continue contract with City of Superior for the provision of fire and EMT services.
		e.	Participate in planning process for the St. Louis and Red Rivers Streambank Erosion Protection Area.
		f.	Continue participation in the Metropolitan Interstate Council.

Wisconsin SS 66.1001(2)(h) Land use element: A compilation of objectives, policies, goals, maps and programs to guide the future development of public and private property.

This chapter provides an overview of land use issues and opportunities within Oliver. Detailed supporting information is in Appendix G ~ Land use Background.

Assessment of Situation.

As shown in Map 6, the land use pattern in Oliver is straightforward and was established in the community's beginning years. There is the core village comprised of residential development in a basic grid system design with a small commercial district along Highway 105; the community park is located here as well. Newer residential development has expanded north of the highway in a more suburban style and south along County W in single lot development. A single light industrial operation is located on the east side of town. The vast majority of the community is undeveloped forest and wetland (see Table G-1 in Appendix G).

This pattern of development is supported by the Village's zoning ordinance and map (Map 7) and utility system.

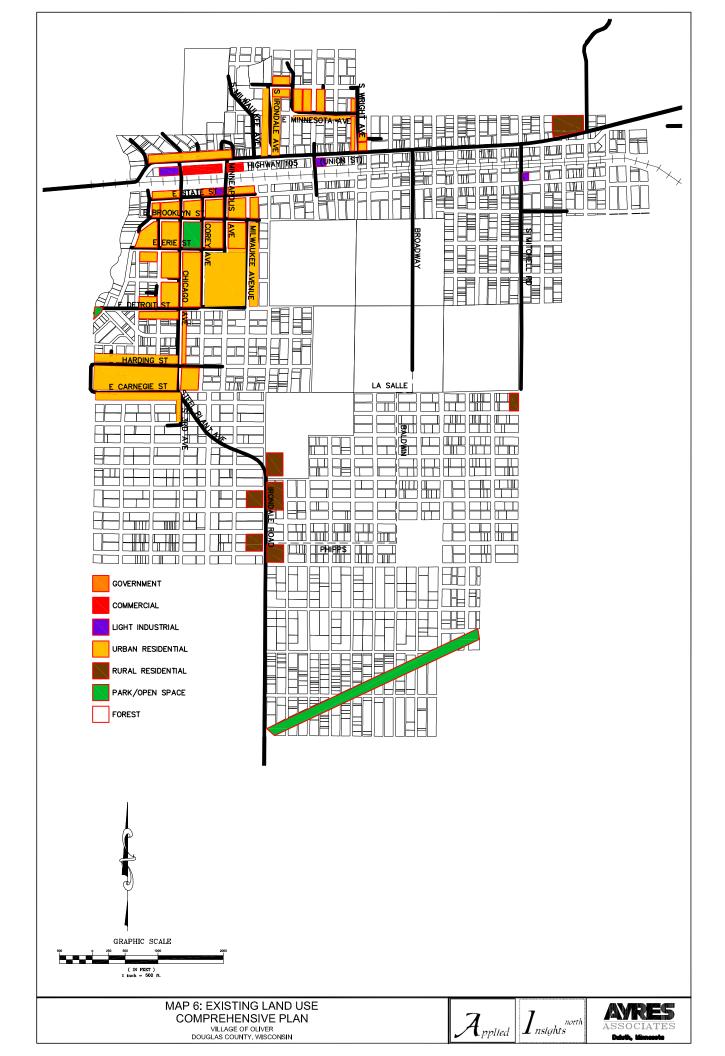
The village has supported the recent surge in development and will support additional development. As discussed throughout this document, a major factor in continuing development is the proposed exchange or deeding over of County-owned land (see Map 2). This will facilitate the packaging of land for development. Another key factor is the need to upgrade the village's municipal water supply system.

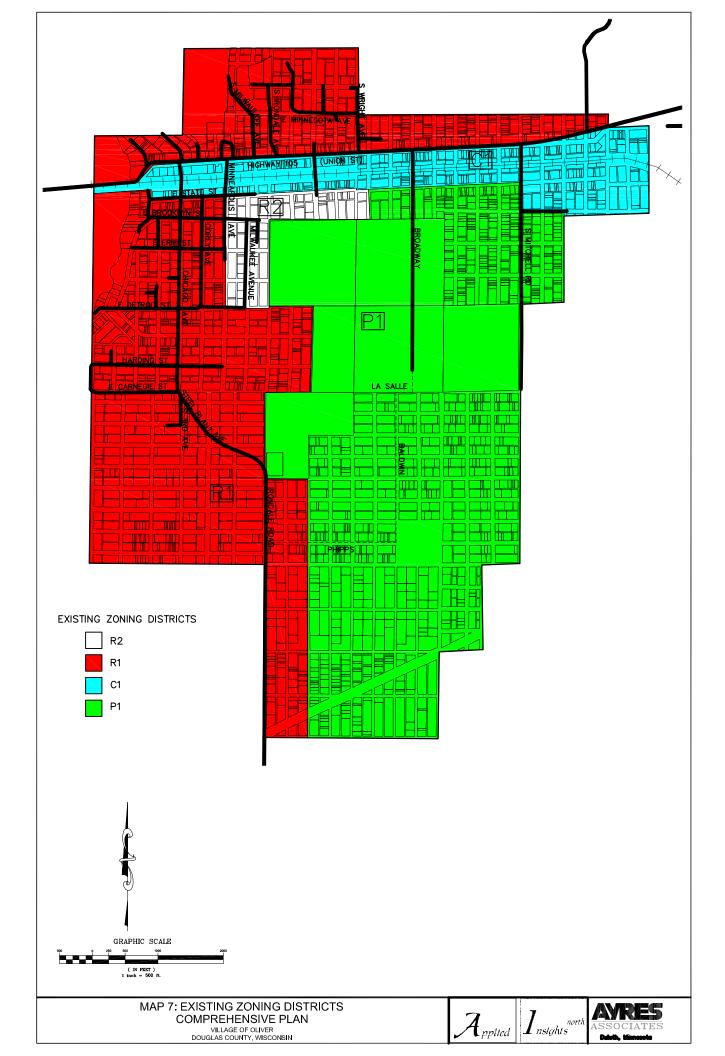
As shown in Map 8, the Village proposes to encourage additional development along these lines:

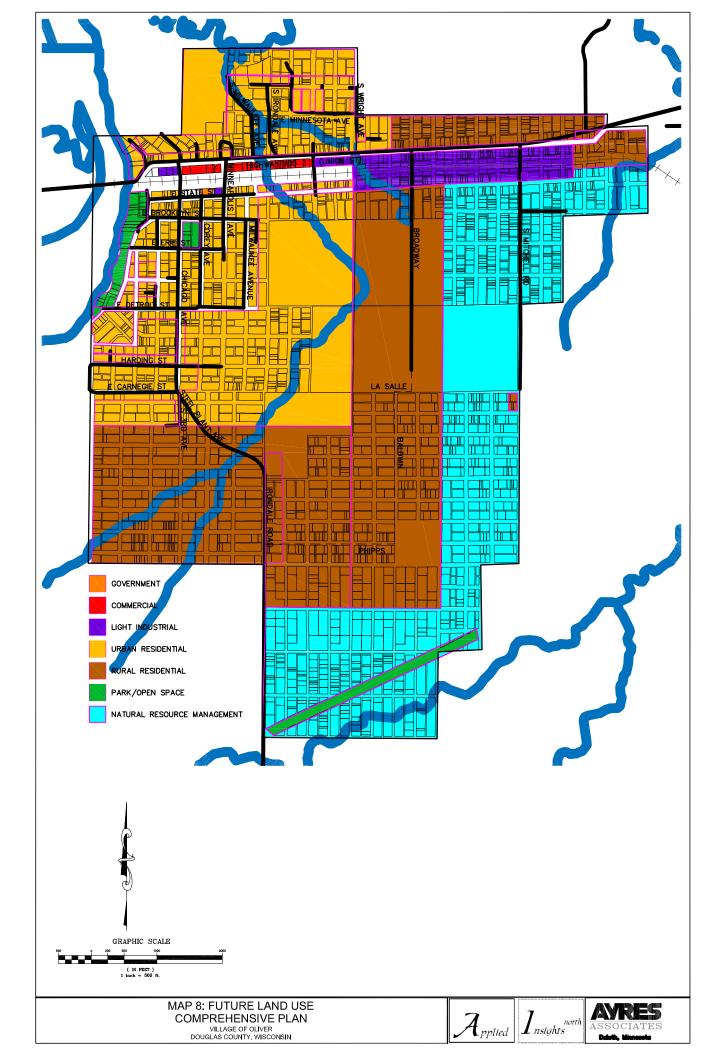
- A natural expansion of residential development to the east and south of the village core.
- A focus on neighborhood oriented commercial retail and service development around the existing business district along the south side of Highway 105.
- Promotion of additional light industrial development east of the village core along Highway 105 and the railroad tracks.
- Rural density residential is to be fostered on developable land outside of the area served by utilities.
- Large tracts of land will be designated open space to protect wetlands, promote forest management, and provide recreational opportunities.

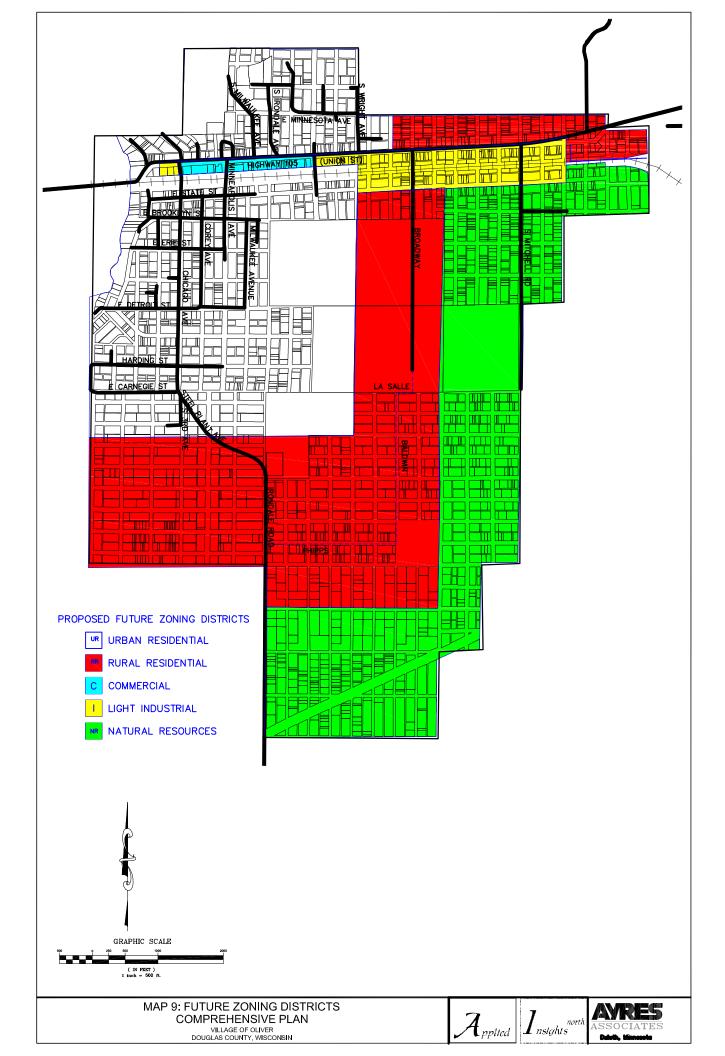
Public water and sanitary sewer service will be extended as demand warrants within area designated for non-rural residential and commercial uses.

The village's zoning ordinance needs to be upgraded. Map 9 shows the likely distribution of the proposed land use districts.









GOAL	A land use pattern that sustains Oliver's core village character with a surrounding rural setting.		
	OBJECTIVES	A.	Natural growth of residential area served by utilities.
		B.	Sufficient amounts of appropriately located and desirable land for commercial and light industrial development.
		C.	Sufficient amount of designated parks and open space, with access to the river and surrounding public land base.
	POLICIES	1.	Encourage, foster, and support development that conforms to the comprehensive plan and the future land use map.
		2.	Extend utilities to non-rural residential and commercial areas as per comprehensive plan and future land use map.
		3.	Maintain land use controls and other ordinances that support the comprehensive plan and the future land use map.
		4.	The Village is to secure payments-in-lieu-of-taxes for real property that is exempt from payment of property taxes. At a minimum, said payment is to equal the property's share of the cost of the Village's provision of basic services such as police, fire, road construction and maintenance, and recreation.
	ACTIONS & PROGRAMS	a.	Conduct land exchange or deeding over of County-owned land within the village in order to implement the desired future land use pattern.
		b.	Update the village zoning and other related ordinances so that they support realization of the desired future land use pattern.
		C.	Enact an ordinance requiring the Village to negotiate payment-in- lieu-of-taxes for any property that is declared exempt from payment of property taxes.

Element 9 ~ Implementation.

Introduction

Wisconsin SS 66.1001(2)(i) Implementation element: A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to implement the objectives, policies, plans and programs of this plan.

This chapter presents the planned approach by Oliver to implement this comprehensive plan.

According to Wisconsin's "smart growth" legislation, in this chapter the community must:

- Describe how each element of the plan will be integrated and made consistent with other elements.
- Include a mechanism to measure progress toward achieving all aspects of the plan.
- Include a process for updating the plan, which must be done so no less than once every ten years.

Implementation Measures

The Village of Oliver has identified a suite of strategies intended to bring about the desired type and magnitude of change described in this plan. Under each strategy is a series of actions some of which can be taken unilaterally by the Village and others that require coordination with other units of government. The implementing actions are listed in a rough order of priority within each strategy.

	General Implementation Actions.
1	Adopt this comprehensive plan by ordinance with specific provision to review plan within 5 years and update it within 10 years. The five year review is to include an assessment of progress on each element's goals, objectives and actions.
2	Revise the village zoning ordinance and zoning district map. This process is to include a review of the sign regulations, historic preservation provisions, site plan regulations, design review, subdivision review and approval process, and applicable aspects of building, mechanical, housing and sanitary codes.
3	Initiate and execute an agreement with Douglas County whereby the County either deeds over its holdings with Oliver to the Village or the two entities exchange parcels to achieve consolidated holdings.
4	Coordinate land use planning actions and processes with Douglas County using the framework of the County and Village plans.
5	Continue to be involved with the Metropolitan Interstate Council on land use and transportation issues.
6	Prepare five-year capital improvement program for roads, utilities, and parks.
7	Consider an ordinance requiring all households and businesses to have regular solid waste collection.

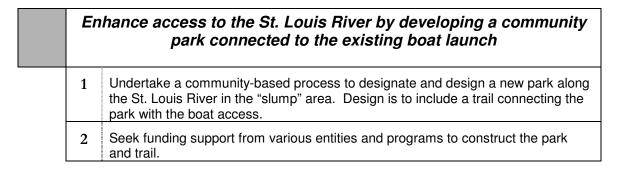
	Expand and enhance the core village-density residential area, served by utilities, to the east and south.					
Package land for promotion of development in a phased manner to facilitate cost effective extension of water and sanitary sewer service.						
2	Upgrade the water supply system to accommodate current and expanded residential development.					
3	Work with Superior Public Schools to identify a preferred alternative bus route, and, then upgrade the route as may be necessary.					
4	Use a public / private partnership to raise funds and upgrade Oliver Park.					
5	Work with CN Railroad, WisDOT, and Douglas County to secure crossing signals and barriers at the Chicago and Minneapolis Avenues crossings, and, to obtain reduced train speeds through town.					
6	Develop a designated bicycle / pedestrian route connecting the village core and the north side residential area (Irondale and Minnesota Avenues).					
7	Work with Douglas County on methods to create an urban feel and slow traffic along County W (Chicago Avenue).					

	Promote additional rural density residential areas south of the village core and east along Highway 105.	
1	Amend zoning ordinance and map to identify these areas for low density, large lot rural residential development.	
2	Package land parcels in this area and promote their development.	

Designate and promote a neighborhood-oriented commercial district along Highway 105 in the village core, which area is to have identifiable "urban" design elements including street lighting, curb and gutter, and the like.	
1	Amend zoning ordinance and map to designate this area specifically for commercial retail and services.
2	Secure funding to design and implement improvements to the area; this may happen in phases over time. Village should seek low cost approaches for undertaking the design effort (e.g., university student project, pro bono project by design professional (individual firm or through a professional association).
3	Package land in this area and promote it for development.

De	Designate a light industrial district east along the railroad corridor.			
1	Amend zoning ordinance and map to designate one or more exclusive light industrial districts.			
2 Package land in this area and promote it for development.				
3 Contact local and regional economic development agencies to seek assistan firms desiring to expand or locate in this area.				

Designate the undeveloped, forested areas in far south and east for recreation and resource protection.		
1	Amend the zoning ordinance and map to designate this area permanent open space.	
2	Create a natural resource management plan for the consolidated tracts of forested land in southern Oliver. Depending on the mechanism used between County and Village on the exchange/deeding of public land, this effort will either be a County or Village one. This work may be done through contract with a professional forester, or, as a university student project.	
3	Work with interested user groups to locate recreational trails, motorized and non-motorized, within and through this area.	



	Encourage the development of appropriate trails into the publicly owned St. Louis and Red River Streambank Stabilization Area including a trailhead in Oliver.			
	1	Encourage the WDNR to develop management plan for St. Louis and Red River Streambank Stabilization Area, and, actively participate in the process.		
		As part of the management plan process, identify location of trails through area that could connect with Oliver.		
	3	Work to implement those aspects of the management with relevance to Oliver such as development of trailheads within the village.		

	Foster the image of "The New Oliver" through a distinctive community logo and entrance signs.			
	Initiate a competition to create a new community logo, and, monumental entrance signs into Oliver.			
	Incorporate the new logo into village stationery and similar items.			
	Install monumental entrance signs along Highway 105.			
,	Undertake a low-key "marketing" campaign with economic development agencies, realtors, and investors regarding the "New" Oliver as a means to attract businesses and residential development.			
	Create a community festival highlighting the village's history and cultural traditions specifically including those of new residents.			

Consistency in Planning and Implementation

Wisconsin's "smart growth" legislation requires integration of and consistency between the plan's various elements. In addition, the legislation requires that future decisions made by the community regarding land use issues (zoning, subdivision, official mapping) be consistent with the plan.

This plan was developed as a holistic document throughout the planning process. This ensured that the development and review of each element was consistent with the others. A review of the document reveals no inconsistencies between the elements.

Once the plan is adopted, it becomes the touchstone for all village decisions on land use related matters. The plan is to be considered by the planning commission, village board, and citizens in devising and reviewing proposals related to growth and development. Actions concerning zoning, subdivision, official mapping, and land use in general are to undergo specific consistency reviews to ensure that conformance with the plan is achieved; the level of the analysis will depend upon the scale and complexity of the proposals

This appendix provides background information used in the presentation and analysis of Element 1, Issues and Opportunities.

Population and demographic trends.

Table A-1. To	otal Popul	ation of C	Oliver, Dou	glas Cou 2020	nty, and S	Sections o	of Dougla	s County,	1980
		Census		Projections			Change		
	1980	1990	2000	2010	2020	80 - 90	90 - 00	00 - 10	10 – 20
Oliver	253	265	358	443	529	15.4%	12.8%	9.3%	8.8%
Douglas Co.	44,421	41,758	43,2878	44,734	46,281	-6.0%	3.7%	3.3%	3.5%
Superior, city	29,571	27,134	27,368	27,351	27,385	-8.2%	0.9%	-0.1%	0.1%
Area A	4,394	3,983	4,156	4,459	4,773	-9.4%	4.3%	7.3%	7.0%
Area B	3,325	3,487	3,815	4,173	4,545	4.9%	9.4%	9.4%	8.9%
Area C	2,065	2,009	2,096	2,224	2,357	-2.7%	4.3%	6.1%	6.0%
Area D	1,315	1,231	1,228	1,261	1,295	-6.4%	-0.2%	2.7%	2.7%
Area E	3,752	3,914	4,624	5,266	5,926	4.3%	18.1%	13.9%	12.5%

Notes:

Projections provided by State of Wisconsin, Department of Administration, Demographic Services Center, 2006.

Area A = Villages of Oliver and Superior; Towns of Superior and Parkland.

Area B = Village of Poplar; Towns of Oakland, Amnicon, and Hawthorne.

Area C = Towns of Lakeside, Cloverland, Maple, and Brule.

Area D = Towns of Summit and Dairyland.

Area E = Villages of Lake Nebagamon and Solon Springs; Towns of Bennet, Highland, Solon Springs, Gordon, and Wascott.

In addition, the Minnesota Demographic Center has projected change in the population of the Duluth-Superior Metropolitan Area, which includes Douglas and St. Louis (Minnesota) Counties, as follows: 239,971 in 1990; 243,815 in 2000; 235,000 in 2010; and 242,400 in 2020.

Table A-2. Average Family and Household Size in Oliver, 1990 and 2000				
	1990	2000		
Persons / family	3.41	3.04		
Persons / household	2.94	2.82		

Notes:

Source: US Census Bureau.

Household = all people who occupy a housing unit as their usual place of residence of some of which may be family or non-family households.

Family = a group of two or more people who are related by birth, marriage, or adoption.

The following table presents data regarding the number of households in Oliver compared to population. The key finding of the table is the higher rate of change in the number of households versus the change in population due to the decreasing size of the average household.

Table A.3. Household and Population Projections, 2000 - 2020						
		Change				
	2000	2010	2020	2000-10	2010-20	
Households	127	164	200	29.1%	22.0%	
Population	358	443	529	23.7%	19.4%	
Avg HH Size	2.82	2.70	2.65			

Source: US Census Bureau; Wisconsin Demographic Services Center.

The Metropolitan Interstate Council, the planning organization for the Duluth-Superior area including Oliver, has projected that Oliver will grow in population by 73% (358 to 619) between 2000 and 2030; the number of households in Oliver should grow by 76% (127 to 224). These estimates are substantially greater than those listed in Table A-3

The Census contains information regarding the movement of people. The following information concerns where Oliver residents over the age of five lived in 1995:

- Of 326 people over the age of five in Oliver in 2000, 197 (60.4%) lived in the same house as they had in 1995.
- The remaining 129 (39.6%) lived somewhere else in 1995.
- Of those 129 people, 79 had lived in either Superior or Duluth in 1995, 28 had lived elsewhere in Douglas or St. Louis counties, and 14 had lived somewhere outside of the two counties.

Age distribution.

Table A-4. Age Distribution of Oliver Population, 1990 and 2000				
Age Group	1990	2000		
<5	25	24		
5 – 9	14	35		
10 – 14	25	33		
15 – 19	26	27		
20 - 29	46	28		
30 – 39	46	61		
40 – 49	37	71		
50 – 59	18	36		
60 – 64	6	14		
65+	22	32		
Total	265	358		

Source: US Census Bureau.

Educational levels.

Table A-5. Educational Attainment, Oliver and Douglas County, 2000				
Educational Level	Oliver	Douglas County		
Less than 9 th grade	4.3%	5.0%		
9 th to 12 th grade, no diploma	15.6%	9.9%		
High school graduate	50.2%	36.2%		
Some college, no degree	16.9%	22.3%		
Associate degree	3.5%	9.1%		
Bachelor's degree	6.9%	12.9%		
Graduate or professional degree	2.6%	5.4%		

Source: US Census Bureau.

Income levels.

Table A-6. Household Income in Oliver, 1999				
Annual Household Income	Percent of Households			
Less than \$20,000	13.5%			
\$20,000 – 39,999	31.0%			
\$40,000 – 49,999	19.0%			
\$50,000 – 99,999	23.8%			
\$100,000 and over	12.7%			

Source: US Census Bureau.

Median income for Oliver in 1999 was \$41,750 compared to \$35,326 for Douglas County and \$43,791 for Wisconsin.

Table A-7. Median Household Income by Age of Household, 1999			
Age of Head of Household	Median Income		
Under 25 years	N.A.		
25 to 34 years	\$38,125		
35 to 44 years	\$41,250		
45 to 54 years	\$58,125		
55 to 64 years	\$45,417		
65 to 74 years	\$14,306		
75 years and older	\$42,083		

Source: US Census Bureau.

In 1999 8.3% of Oliver residents were below the official poverty level. Comparable rates were 11.0% for Douglas County and 8.7% for Wisconsin.

Employment characteristics.

There were 264 people over the age of 16 in Oliver in 1999. Of these, 177 people were in the labor force; of these 172 were employed and 5 were not. The remaining 87 people over the age of 17 were not in the labor force.

Most employed residents of Oliver work outside of Oliver (145); 17 are employed in Oliver.

Table A-8. Employment Category of Oliver Workers Older than 16, Number **Employment Category** Agriculture / Forestry / Fishing 5 Construction 30 Manufacturing Wholesale Trade 5 Retail Trade 30 5 Information Transportation / Warehousing / Utilities 10 Finance / Insurance / Real Estate 8 11 Professional / Scientific / Management / Administration 36 Education / Health / Social Services Arts / Entertainment / Accommodations / Food 13 9 Public Administration 8 Other Services

Source: US Census Bureau.

Table A-9. Location of Workplace for Oliver Workers Older than 16, 1999			
Work Place Location	Number		
City of Superior	85		
Duluth, MN	31		
Oliver	17		
Cloquet, MN	7		
Hibbing, MN	4		
St. Cloud, MN	4		
Twin Lakes Twp, Carlton County, MN	3		
Town of Superior	3		
Sacramento County, CA	2		
Willmar Twp, Kandiyohi County, MN	2		
Ely, MN	2		
Hermantown, MN	2		

Source: US Census Bureau; MCD/County to MCD/County Work Flow Files.

Employment forecasts.

Table A-10. Douglas County Labor Force and Employment and Projection							
	2001	2002	2003	2004	2005	2006	Projection
							2014
Labor Force	22,734	22,899	22,976	22,935	22,832	23,053	
Employed	21,624	21,586	21,563	21,604	21,635	21,898	23,742
Unemployment Rate	4.9%	5.9%	6.1%	5.8%	5.2%	5.0%	

Source: Wisconsin Department of Workforce Development.

Note: Projection based on projected increase for entire northwest region.

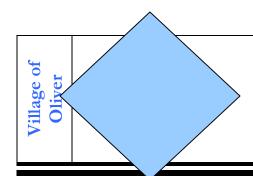
The MIC has projected minimal employment change in Oliver between 2000 and 2030 although precise numbers could not be determined from the information provided by the agency.

Douglas County Survey

As part of the multi-jurisdictional comprehensive planning process for Douglas County, the Northwest Regional Planning Commission conducted a survey of residents and property owners throughout the county. Unfortunately, the response rate to the survey was exceptionally low with, for example, only 13 people or 9.1% of the potential respondents in the Village of Oliver submitting completed surveys. As a consequence, the results cannot be evaluated for any valid trends within the community.

Among the results, which at least provide some anecdotal insight in community thinking, are:

- 8 of the 13 respondents had lived in Oliver 10 years or less.
- 3 respondents indicated they would develop their currently undeveloped land within the next 20 years.
- Among their reasons for living in Douglas County, respondents indicated natural beauty (10), clean air and water (10), rural character (9), and geographic isolation (7).
- When asked what type of growth they would like to see in Douglas County over the next 20 years, the Oliver respondents noted as follows single family residential (8), multifamily residential (2), recreational homes (4), commercial (8), tourism-related (5), preservation (10), and no growth (1).
- 8 respondents agreed that Douglas County's rural character should be preserved.
- 10 agreed that Douglas County's population should be maintained.
- 7 respondents stated that town/village recreation facilities need "lots of improvement" and 6 indicated that town (village) roads need lots of improvement.
- 5 respondents indicated that village services need a "little improvement", 6 noted that fire protection needs a "little improvement" and 6 indicated that ambulance service "needs a lot of improvement.



Appendix B ~ Housing Background.

This appendix provides background information used in the presentation and analysis of Element 2, Housing.

Table B-1. Housing Units by Occupancy and Status				
		Оссі		
Year	Number	Owner	Renter	Vacant
1990	102	71	19	12
2000	128	108	19	1
2007	134	N.A.	N.A.	N.A.

Source: US Census Bureau; Village assessor.

Most houses in Oliver are single-family detached homes as shown by the following 2000 US Census sample data:

- 87 single-family detached homes.
- 28 manufactured homes.
- 2 duplex.
- 8 5-9 unit structures.

As noted in Table B-2, over half of Oliver's housing stock has been built in the past 10 years. This growth was fueled by the extension of sanitary sewer service into the village.

Table B-2. Year Housing Structure Built			
Year Built	Number	Percent	
1997 or later	69	51.5%	
1987-1996	7	5.2%	
1977-1986	11	8.2%	
1957-1976	13	9.7%	
1956 or earlier	34	25.4%	

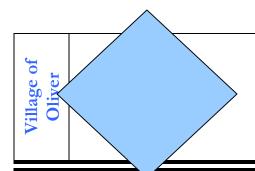
Source: Village assessor.

Table B-3: Value for Specified Owner- Occupied Housing, 1999			
Value Percent			
Less than \$25,000	2.6%		
\$25,000 – 49,999	18.4%		
\$50,000 – 99,999	53.9%		
\$100,000 and greater	25.0%		

Source: US Census Bureau (SF3).

The US Census no longer provides measures of housing quality. The Village assessor's records show that 119 homes (88.8%) are considered in average condition, 10 (7.5%) in fair condition, and 5 (3.7%) in good condition; none are considered in poor condition. This assessment was verified by a windshield survey of the community conducted by the consultant.

Nearly all (125) homes are served by municipal sanitary sewer; the rest have on-site septic systems (one has a holding tank). Most (89) homes have their own wells to provide drinking water; 44 are served by the village's water system, which is restricted to a maximum service of 50 homes.



Appendix C ~ Transportation Background.

This appendix provides background information used in the presentation and analysis of Element 3, Transportation.

Goals and Functional Classification

The Metropolitan Planning Organization, or designated transportation planning entity, for the Duluth-Superior metropolitan area in which Oliver lies, is the Metropolitan Interstate Council (MIC). A review of that agency's plans indicates no conflicts with the goals and objectives of Oliver regarding transportation.

The MIC has defined a functional classification for the metropolitan area's roads. All roads in Oliver are considered local streets except for Highway 105, which is a minor arterial, and County Road W, which is a collector route. Oliver's plan is in accord with these designations.

The MIC has created a number of specific transportation plans including transit and bicycling routes. MIC's Duluth-Superior Metropolitan Area Bike Map (2003), which reflects regional planning objectives, identifies Highway 105 through Oliver as a "secondary connector route", providing a connection between Superior and far western Duluth.

Condition

There is approximately 10 miles of roads in Oliver: 6.7 miles of village streets; 1.8 miles of County road (CR W); and 1.5 miles of State highway (Highway 105). All village roads are gravel and in good condition.

One issue raised during the planning process was the desire to route school buses off a portion of Chicago (CR W) so as to provide safer loading/unloading sites. However, the current condition of the gravel roads is such they cannot handle buses during the spring break-up period. To upgrade a loop around one block (Oliver Park), which is about 2,300 feet of roadway, would cost \$187,000 at \$85 per lineal foot. The upgrade would bring the road to a 24-foot wide surface with 3-foot gravel shoulders and an 18-inch pavement surface (8" of breaker run, 8" of class 5 base, and 2" of class 5 surface).

General

The MIC has projected that traffic volume on Highway 105 through Oliver will increase from 2,320 vehicles per day in 2000 to 3,000 vehicles by the year 2030.

There is no public transit service in Oliver or connecting Oliver to the rest of the metropolitan area. Transit service in the area is provided by the Duluth Transit Authority (DTA), which operates in Duluth and Superior. DTA and MIC officials state that there is no likelihood of service for Oliver in the foreseeable future. The closest routes are in Duluth along Commonwealth Avenue (hourly service daily; distance from Oliver is 1.33 miles), and along Tower Avenue in the Village of Superior (also hourly service; distance from Oliver is 5 miles).

Private firms located in Duluth but which serve the entire region provide transit services for disabled citizens. Only one, Northern Access, provides wheelchair and stretcher service. The other, Freedom Transportation Services, provides general transport services.

As noted in Appendix Table A-9, most people in Oliver have jobs in Superior. According to the 2000 Census, most people drove an automobile to work (145; 117 alone and 28 car pooled) followed by

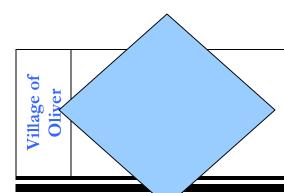
walking (7), and other (4). Several people (6) worked at home and, as noted, there is no public transit service available.

Transportation Plans and Programs

The Metropolitan Interstate Council conducts transportation planning in the Duluth-Superior area. A review of their plans and programs revealed no conflicts with the proposed Oliver plan.

There are a number of state-level transportation programs that may have application in Oliver. They are:

- Rustic Roads Program: This program is intended to help preserve what remains of Wisconsin's scenic, lightly traveled country roads for the leisurely enjoyment of bikers, hikers, and motorists. Designated roads remain under local control.
- Wisconsin Bicycle Plan Transportation Plan 2020: This 1998 document is a blueprint for improving and expanding bicycle transportation routes in the state. The MIC's bicycle planning efforts are coordinated with this plan.
- Wisconsin Pedestrian Policy Plan 2020: This plan has the goals to: Increase the number
 and improve the quality of walking trips in Wisconsin; reduce the number of pedestrian
 crashes and fatalities; increase the availability of pedestrian planning and design
 guidance and other general information for state and local officials and citizens. The plan
 serves to help communities identify actions they can take to establish pedestrian travel as
 a viable, convenient, and safe transportation choice.
- Wisconsin State Highway Plan: This plan addresses the 11,800 miles of State Trunk Highway routes in Wisconsin. Programmed work to resurface Highway 105 is part of this plan.



Appendix D ~ Utilities & Community Facilities Background.

This appendix provides background information used in the presentation and analysis of Element 4, Utilities and Community Facilities.

Utilities

Oliver is responsible for the sanitary sewer collection system within the village (see Map 4). The system is connected to the Western Lake Superior Sanitary District (WLSSD) system, whose treatment facility is in Duluth. The village has an allocation agreement with the WLSSD governing the amount of flow allowed; this agreement can be amended to accommodate additional service within Oliver. The collection system is 10 years old and in good condition. As with most communities, Oliver may have some minor issues with infiltration and inflow that require investigation and remedial action.

Most (125) homes in Oliver are connected to the sanitary sewer system. Of the remaining homes, eight have on-site septic systems and one has a holding tank.

Oliver operates its own drinking water supply system but limits in its pumping and pressurized storage capacity limit it to 50 homes. Currently, 44 homes are connected to the water supply system. All other homes have their own private wells.

The estimated cost to upgrade the water supply system so that it could serve the entire village is \$100,000 to 125,000 for construction. The estimated cost to extend water mains throughout the village is \$115 per lineal foot.

There is no storm water drainage sewer system in Oliver. Drainage is handled through surface drainage ways. The DNR boat access has an experimental parking lot and on-site storm water handling system intended to minimize surface runoff adjacent to the river.

Services

Solid waste service is provided under a contract by the Village with Waste Management, Inc.. This is a five-year contract granting WMI sole rights to collect garbage in the village. Individuals are not required by ordinance to sign up for the service and the contract does not apply to businesses. Recycling pick up is part of WMI's service.

Oliver does not have its own police force; police protection is provided by the Douglas County Sheriff's office.

Oliver contracts with the City of Superior to provide fire protection and EMT/first responder service.

Oliver does not have a public library. Residents may use either the Superior or Duluth libraries by paying non-resident user fees.

Oliver is located with the Superior School District. There are no school buildings located within Oliver.

Childcare services are privately provided within Oliver and other local communities. There are no public childcare services provided in Oliver.

Community Buildings and Parks

The Village owns and maintains Oliver Park, which is a square block facility with baseball field and play ground equipment.

The Wisconsin DNR owns and maintains a boat landing on the St. Louis River within Oliver.

The Wrenshall Grade snowmobile trail traverses the community in the southern portion of Oliver. The trail is owned and maintained by Douglas County.

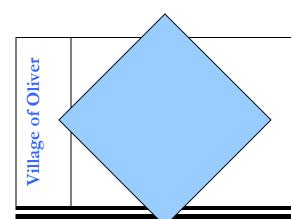
Other

There are no telecommunications facilities, power-generating plants, or major electrical transmission lines within Oliver.

A gas / petroleum pipeline crosses the far southern portion of the community. There is no development near the corridor.

There are no cemeteries or health care facilities within Oliver. Nearest cemeteries are in the adjacent Town of Superior. Major regional health care facilities are in Superior and Duluth.

There are no government run day care centers in Oliver.



Appendix E ~ Natural, Agricultural & Cultural Resources Background.

This appendix provides background information used in the presentation and analysis of Element 5, Natural, Agricultural and Cultural Resources.

Natural Resources

There has not been a separate analysis of the natural resources of Oliver, but an extensive analysis and plan for the entire St. Louis River estuary has been completed that provides information relevant to the village. This document is the "Lower St. Louis River Habitat Plan" (May 2002, St. Louis River Citizens Action Committee; http://www.stlouisriver.org/habitatplan/habitatplan.html).

The following narrative from that document describes the formation of the St. Louis River estuary.

"The present St. Louis River channel was shaped primarily by the glaciers of the Pleistocene epoch, which began approximately 2 million years ago. As glaciers advanced and retreated across the land, receding for the last time around 10,000 years ago, the melting ice and flowing meltwater left behind complex patterns of sediment, including moraines, drumlins, beach sands, and lake-bottom clays. These glacial deposits, which form many of the surface features we see today, greatly influence the flow and habitat conditions of the river.

"The bedrock over which the St. Louis River flows is part of the Canadian Shield, the stable ancient core of the North American continent. From below Jay Cooke State Park to the Fond du Lac neighborhood, the river crosses the Fond du Lac Formation, which is made up of brown to red sandstone, siltstone, and shale approximately 950-1,040 million years old. Below Fond du Lac, coarse-grained, dark gray gabbro forms the high ridgeline on the Minnesota side of the river. This gabbro, along with the fine-grained volcanic basalts that are visible along the Lake Superior shoreline in Duluth, formed as the result of continental rifting about 1,100 million years ago.

"On the Wisconsin side of the river, bedrock is buried beneath thick layers of red clay, silt, and sand-remnants of a time over 11,000 years ago when the area was covered by Glacial Lake Duluth, which formed as meltwater was trapped in front of the ice of the retreating Superior Lobe of the Laurentide Ice Sheet. The red clay that is so characteristic of the Wisconsin side of the river was deposited in the deep water of this glacial lake.

"As the glacial ice retreated to the northeast, outlets of progressively lower elevation were exposed in the eastern part of the basin. The lake level dropped in stages as water drained away through these lower outlets. As the lake level fell, water began flowing into the western end of the lake, cutting a deep channel—the ancestral St. Louis River—into the easily eroded red clay sediments.

"As the heavy weight of the ice was removed, the land began to rise, a process known as 'isostatic rebound'. Since the land to the north and east was the last to lose its covering of ice, it was the last to rebound. As the land rose faster in the northeast, the water in Lake Superior shifted toward the western end of the lake, flooding the lower portion of the St. Louis River and its tributaries, and forming the freshwater estuary that we see today."

The south side of the river, including Oliver, was historically (pre-European settlement) a mixed forest of aspen, spruce and fir with white and red pine. Today aspen dominates the land that was harvested roughly one hundred years ago. Neither the Village nor the County is actively managing the forest

within Oliver. The St. Louis River plan calls for this forest to be managed to "a dynamic spruce-fir forest with its various successional stages represented in more natural proportions, with embedded patches of other mixed conifers".

The St. Louis River plan identified stresses to the estuary's natural systems as being:

- Loss of habitat.
- Increased sedimentation.
- · Competition from undesirable exotic species.
- Exposure to sediment-associated contaminants.
- Degraded water quality.

The plan then identified critical sources of those stresses:

- Residential, commercial and industrial development within the watershed and immediate harbor area.
- · Commercial shipping resulting in the need for dredging and filling.
- Contaminated sediments from a variety of historical and commercial sources.
- Forest management practices that contribute to increased peak runoff flows that increase erosion and sedimentation.

While Oliver was not identified as a specific area of concern regarding these stresses and their sources, certain of those issues could apply. These include loss of habitat due to development, sedimentation from development including roads, and inappropriate forest management practices.

The St. Louis River plan presented a number of strategies to address habitat and natural resource issues in the lower river area. Among them are the following, which have some application to Oliver:

- Protect critical remaining natural areas. These include the upland conifer and hardwood forests in the St. Louis and Red River Streambank Stabilization Area immediately adjacent to Oliver. Also included are the clay-influenced bays, which generally could be considered to apply to the steep clay slopes of Oliver. Regarding the Streambank Stabilization Area, the plan specifically suggests creation of a management plan to restore mature conifer and hardwood forest to control erosion of red clay sediment, and, protect water quality through control of off-highway vehicles and restoration of stream crossings that have been degraded by uncontrolled use of these vehicles.
- Reduce peak stream flows that result from land use patterns. Suggested actions include retaining wetlands throughout the watershed, retaining mature forest stands within the watershed, and re-establishing conifer forests in appropriate areas of the watershed, focusing first on areas where this would have the greatest impact (e.g., sites on red clay soils adjacent to steep slopes, grassy open areas, and forests currently dominated by early successional hardwood species).
- Improve stormwater management. While primarily aimed at Duluth with the objective to eliminate sanitary sewer overflows caused by uncontrolled stormwater, the strategy could generally be applied throughout the watershed.
- Restore natural drainage systems and processes. The primary recommendation is to identify existing drainage systems to determine where water flows naturally and plan any future developments in a way that retains a more natural flow of water through the watershed, reduces runoff and sedimentation, and minimizes the increase in impervious surface.

There are no known threatened and endangered species specifically living or using habitat within Oliver. However, there are a number of aquatic species (plants and animals) in the St. Louis River and animals such as the gray wolf and bald eagle may travel through the area.

There are no known metallic and nonmetallic mineral resources in Oliver.

Agricultural Resources

There are no agricultural activities within Oliver nor are any anticipated given the community's size, soils (heavy clays), and lack of historical agricultural activity.

Cultural Resources

A search of the Wisconsin Historical Society's Architecture and History Inventory (AHI) revealed two sites of interest:

- Oliver Bridge: record # 17201; original construction circa 1910.
- Former Oliver Village Hall: record # 17200; construction 1915.

The Oliver Bridge, which is privately owned, has been recently upgraded and is presumed to remain in place. There are no proposals within this plan that would impact the structure.

The former village hall is now a privately owned residence. There are no proposals within this plan that would impact the structure although the Village would support efforts to maintain the building's historic look.

Oliver may have been a resting place on the traditional canoe route to and from the mouth of the river and Fond du Lac. Possibly known as Bear's First Pause, what is Oliver today occupied a key vantage point with views both up and down the river. Catlanite (American Indian in origin) and clay (European in origin) pipes have been found in Oliver.

There are the following parks, open spaces, and recreational resources in and near Oliver:

- Oliver Park: a block-sized facility, owned by the Village, with baseball field and play equipment.
- St. Louis River boat landing: the Wisconsin DNR owns and maintains a boat landing on the river within the village. The landing has a dock and bathrooms. The parking area is an experimental design intended to eliminate contamination from surface runoff into the river.
- Wrenshall Grade Snowmobile Trail: Douglas County owns and maintains this trail, which
 runs east to west across the southern portion of the village. It provides access to trail
 systems in both Wisconsin and Minnesota.
- Undeveloped public land within village limits: the Village and County own hundreds of acres of undeveloped land within the village. There are no formal designations for this land at this time, but it is available for recreational uses such as hiking.
- Adjacent county and state owned land: immediately adjacent to the village are thousands
 of acres of county and state owned land available for recreational uses including hiking
 and hunting. Part of this is the state-owned St. Louis and Red River Streambank
 Stabilization Area that consists of 5,000 acres running along the river west of Oliver.

The shape of Oliver was established at its founding. The business and governmental function district ran along Highway 105 and along the railroad tracks. Residential development was on either side of this district with the bulk being to the south.

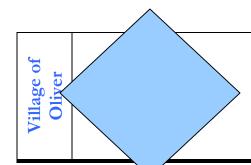
This basic community design has held true over the years. The business district has shrunk and businesses are now only located on the south side of the highway. The village hall has moved from its historic first home to a location just south of the tracks. New residential development has expanded the traditional southern neighborhood and has moved more to the north as well. However, the basic design of a dense residential development surrounding a core business district remains.

Grants and Programs

The following is a partial list of various programs that may have application for the Village and landowners within Oliver.

 Runoff Management Program: The WDNR has two grant programs to support the implementation of source-area controls to prevent runoff contamination and the installation of treatment systems to remove pollutants from runoff.

- Wisconsin Forest Landowner Grant Program: Administered by the WDNR this program
 provides cost shares up to 65% for development of a management plan, tree planting,
 timber stand improvement, and fencing.
- Stewardship Incentives Program: Administered by the WDNR and the Farm Service Agency this program is identical to the previous one.
- Forestry Incentives Program: Administered by the Natural Resources Conservation Service (NRCS) this federal program provides up to 65% cost share for development of a forest management plan and tree planting.
- Wildlife Habitat Incentives Program: This federal program, administered by NRCS, provides up to 75% cost share for wildlife practices and plantings and wetland restoration.
- Environmental Quality Incentives Program: This federal program, administered by NRCS, provides up to 75% cost share for tree planting for erosion control, stream buffers, and ecosystem management.
- Wisconsin Historic Preservation Fund Subgrants: The Wisconsin Historical Society's Division of Historic Preservation offers subgrants in the form of income tax credits for income-producing historic buildings, historic homes, and archeological sites.
- Wisconsin Humanities Council Historic Preservation Grants: The Wisconsin Humanities
 Council offers up to \$10,000 grants for projects that enhance appreciation of the need for
 historic preservation or increase public awareness of the importance of particular historic
 buildings or decorative art works. Preference is given to small towns and rural
 communities under 30,000 people.
- Wisconsin Coastal Management Grants Program: This program provides funds to enhance and restore coastal resources.
- National Trust for Historic Preservation/Jeffris Preservation Services Fund: This program
 provides funding to small communities to use in the planning stages of historic
 preservation projects.



Appendix F ~ Economic Development Background.

This appendix provides background information used in the presentation and analysis of Element 6, Economic Development.

General

Economic development and activity within Oliver is limited. The following are the businesses formally operating in the village: Nor-Truss (manufacturer); El Dorado (bar); Oliver Tavern (bar); Riverside Storage (mini-storage); and Como Oil (oil and LP distribution).

According to the 2000 Census, there were 19 jobs within Oliver in 1999, and, another 6 people worked out of their homes.

Oliver is not well situated within the Superior-Duluth area to attract retail businesses. There is limited through traffic, the local market is small, and the main Tower Avenue commercial district in Superior is just minutes away.

Oliver could attract additional light manufacturing ventures given the community's rail service. However, it is remote from the area's main highway routes (I-35 in Minnesota and Highways 53 and 2 in Wisconsin).

Oliver is best suited for attracting additional neighborhood oriented retail and service businesses, especially when investors recognize the recent and proposed growth in the community. The community desires additional neighborhood level retail including such operations as a convenience store, restaurant, and laundromat. Further, Oliver is an attractive place to live, which could bring owners of on-line businesses to the community.

Contaminated Sites

According to the Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment website, there are no leaking underground storage tanks (LUSTs) in Oliver.

Economic Development Programs and Organizations

There is a large number of organizations and programs that could provide assistance to Oliver, local businesses, and individuals starting up businesses.

Federal

- US Department of Commerce Economic Development Administration: Two programs by
 this agency could apply to Oliver. The Public Works and Economic Development
 Facilities Assistance Program supports the construction or rehabilitation of public
 infrastructure and development facilities necessary to generate private sector jobs and
 investment. The Economic Adjustment Assistance Program can provide funding to
 address the immediate needs of businesses and communities undergoing transition due
 to sudden and severe loss of jobs, and, to demonstrate new approaches for economic
 competitiveness and capacity for threatened regions and communities.
- USDA Wisconsin Rural Development: This agency operates several loan and grant programs. The Community Facility Guaranteed Loan Program provides funding to local units of government to construct, enlarge, extend, or otherwise improve community facilities providing essential services in rural areas. The Rural Economic Development Loans and Grants Program helps develop projects that will sustainably increase

economic productivity, job creation, and incomes in rural areas. The Business and Industry Direct Loan Program is intended to improve, develop, or finance business, industry, and employment and improve the economic and environmental climate in rural communities; loans to public bodies can be used to finance community facilities and construct and equip industrial plants for lease to private businesses. The Community Facilities Direct Loans and Grants Program provides funding for essential community facilities such as municipal buildings and health and safety facilities; funds can also be used for day care centers and activity centers for the handicapped.

State

- Wisconsin Department of Commerce: There are at least three programs available to units of government from this agency. The Community Development Block Grant (CDBG) for Economic Development provides resources to local governments that will enable them to assist economic development projects in their community. The CDBG Public Facilities for Economic Development program provides grant funds to local governments to provide needed public facilities (e.g., streets, sewer mains, etc.) to private business enterprises that are creating new full-time jobs. The Community-Based Economic Development Program provides financing assistance to local governments and community-based organizations that undertake planning or development projects or provide technical assistance in support of business and community development.
- Wisconsin Departments of Tourism and Commerce: The Tourism Development Initiative is designed to assist tourism businesses that have been severely affected by consecutive winters with minimal snowfall.
- Wisconsin Department of Transportation: WisDOT operates the Transportation Facilities Economic Assistance and Development Program (TEA) to help support new business development by funding transportation improvements needed to secure jobs in the state.

Regional

- Northwest Regional Planning Commission: Covering the ten counties of northwestern Wiscconsin, NRPC's purpose is to assist communities within the area to promote sustainable economic development, develop public facilities, provide planning and technical services, efficiently manage and conserve natural resources, and protect the environment. The agency has developed three nonprofit corporations focused on specific needs financing for business start up and expansions (NW Business Development Corporation), technology based business development (Wisconsin Business Innovation Corporation), and affordable housing (NW Affordable Housing, Inc.).
- Northwest Wisconsin Business Development Corporation: Allied with NRPC, the NWBDC operates a revolving loan fund to address gap in private capital markets for long-term, fixed rate, low down-payment, and low interest financing to assist businesses create and retain jobs.
- SuperiorLife Technology Zone Program: The statewide Technology Zone program is
 intended to promote regional cooperation in developing a technology base. Douglas
 County is part of the SLTZ, which was designated in 2002 by the Wisconsin Department
 of Commerce. The zones apply income tax incentives for high-tech development.
- The Development Association: This nonprofit organization's mission is to assist the
 retention, expansion, creation, and recruitment of businesses in Superior and Douglas
 County. It is the lead economic development organization for Douglas County. It
 operates the Douglas County Revolving Loan Funds and manages the Superior Business
 Center incubator facility.

Outside of the Village Board, which serves to generally promote the community, there is no formal economic development organization within Oliver.

Appendix G ~ Land Use Background.

This appendix provides background information used in the presentation and analysis of Element 8, Land Use.

Table G-1 indicates the generalized existing land use in Oliver. Map 6 shows the distribution.

Table G-1. Generalized Existing Land Use in Oliver			
Land Use	Acres	Percent of Total	
Residential	77	5.9%	
Commercial	2	0.2%	
Light Industry	2	0.2%	
Parks & Recreation	6	0.5%	
Government	1	<0.1%	
Railroad	26	2.0%	
Roads	86	6.5%	
Forest / Natural Areas	1,083	82.4%	
Water	31	2.3%	
Total	1,314	100%	

As noted in table B-2, agriculture is not a factor in Oliver.

Map 7 in the Land Use chapter depicts the current zoning districts. Table G-2 shows the extent of each district in terms of acres.

Table G-2. Existing Zoning				
District Acres Percent of Total				
C1 Commercial & Business	115	9.0%		
R-1 Residential	1,132	88.2%		
R-2 Residential	36	2.8%		
Total	1,283	100.0%		

The following is a brief description of the zoning districts for Oliver.

- C1 Commercial and Business: This district is intended to provide for the orderly and
 attractive grouping, at appropriate locations, of retail stores, shops, offices and similar
 commercial establishments. It is also intended to provide for small manufacturing
 operations, at appropriate locations. It is intended to encourage such development
 around existing business and commercial areas where soil conditions are suitable for
 such development and in those areas which can be economically and readily served by
 utilities and municipal facilities.
- R-1 Residential: This district provides for one- and two-family year-round residential
 development protected from traffic hazards and the intrusion of incompatible land uses. It
 is intended to encourage development around existing residential areas where soil
 conditions are suitable for such development and in those areas which can be
 economically and readily served by utilities and municipal facilities.
- R-2 Residential: This district provides for one-family, two-family and multi-family year-round residential development protected from traffic hazards and the intrusion of incompatible land uses. It is intended to encourage development around existing residential areas where soil conditions are suitable for such development and in those areas which can be economically and readily served by utilities and municipal facilities.
- P-1 Planned Unit Development: The P-1 district is intended for large-scale residential development. This district shall have no definite boundaries until such are approved by the Village Board. The plans may provide for a combination of single and multi-family development as well as related commercial uses.

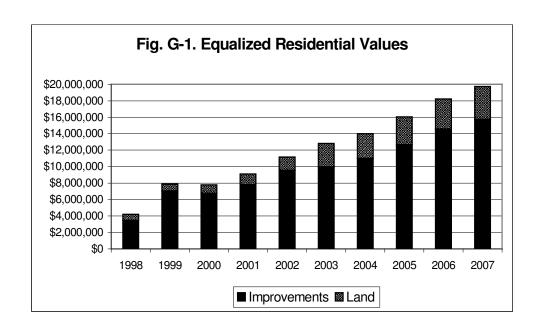
An assessment of Oliver's zoning ordinance finds:

- In general, the ordinance is not up-to-date and is lacking definitions and regulations found in more current ordinances.
- The C-1 Commercial and Business District should be separated into two distinct districts one for commercial retail and services, and, one for light industry. Under the current language and map, an unattractive mix of industrial and retail uses could emerge.
- There may be a need for a third residential district covering large lot (2-5 acres) development in the truly rural portions of the village.

Table B-2 shows the trend in new residential construction in Oliver. There has been no other type of development in recent years with the exception of a new mini-storage facility.

Figures G-1 and G-2 show the change in equalized values for residential and commercial property in Oliver from 1998 to 2007 (source: Wisconsin Department of Revenue).

- Residential improvement values grew by nearly 350% during this time and land values grew by nearly 460%. Total value grew from \$4,199,500 to \$19,731,000.
- Commercial values grew in several spurts with the most significant being in 2007.
 However, given the small base of properties, a change at a single site (addition, closure, new) can cause a huge change in terms of percent. Total value of commercial grew from \$159,600 to \$1,070,000.



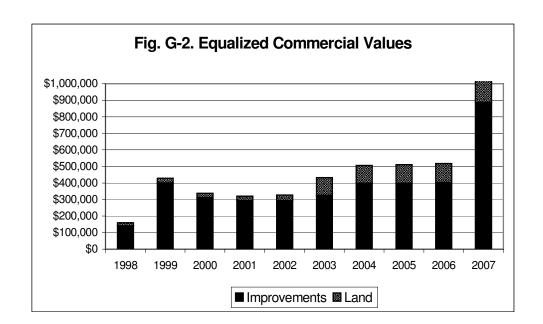
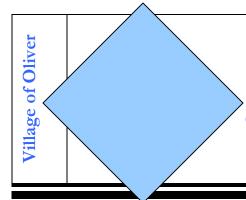


Table G-3 presents an estimated projection of change in land use in terms of acres over the next 20 years. The rationale for these projections is as follows:

- The biggest expected change is in residential development. This projection halves the difference between the projections in new households presented in Appendix A.
- Commercial land use is expected to grow in response to meeting the neighborhood retail
 and service needs of the increased population. The projection estimates two new
 buildings (with two or more businesses within them) to be constructed.

- Light industry is expected to double due to active marketing of prime land along Highway 105 and the rail corridor. The marketing is facilitated by the proposed land consolidation measures presented in this plan.
- Recreational acreage will expand through the development of the proposed riverside community park and trail.
- All gains in the above land uses will come out of the forested land base. An estimated 132 acres of land will be converted into the other uses.

Table G-3. Projected Future Acres of Land Use					
Land Use	2007	2012	2017	2022	2027
Residential	77	86	95	105	116
Commercial	2	3	4	4	4
Light Industry	2	2	4	4	4
Recreation	6	8	8	8	8
Forest/Undev.	1,083	984	972	962	951



Appendix H ~ Assessment Relative to Comprehensive Planning Grant Goals.

Preparation of this plan was financed in part by a Wisconsin Comprehensive Planning grant received by Douglas County. Under the terms of the program, comprehensive plans prepared with the grant money have to seek to achieve each of 14 goals. The following assessment identifies how Oliver's plan addresses these goals.

1 ▶

Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.

Oliver's plan:

The core concepts of Oliver's plan focus on building within the existing developed area and naturally expanding outward.

2 ▶

Encouragement of neighborhood designs that support a range of transportation choices.

Oliver's plan:

Oliver does not have many choices for transportation since most functions (employment, school, shopping, services, religion) are located outside of the community and there is no public transit service. The plan does promote pedestrian and bike paths as a means to connect the village.

3 ▶

Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.

Oliver's plan:

Key concepts within the plan address retaining forested and wetland areas in large tracts of public ownership, and, promoting best practices in areas with slope.

4 ▶

Protection of economically productive areas, including farmlands and forests.

Oliver's plan:

There are no agricultural lands within Oliver. The plan specifically addresses retaining much of the forested land in large tracts of public ownership under a designated management plan.

5 ▶	efficient develo	nt of land uses, densities and regulations that promote patterns and relatively low municipal, state and utility costs.
	Oliver's plan:	The plan clearly promotes this principle.
6 ▶	Preservation of	f cultural, historic and archeological sites.
	Oliver's plan:	The plan clearly does this.
7 ▶	Encouragemer government.	nt of coordination and cooperation among nearby units of
	Oliver's plan:	The plan has specific references to maintaining existing cooperative relationships and to initiating new ones.
8 ►	Building of con design standar	nmunity identity by revitalizing main streets and enforcing ds.
	Oliver's plan:	A key element of the plan is developing a distinctive and functional "urban" feel to the business district core of the village.
9 ▶		dequate supply of affordable housing for individuals of all throughout each community.
	Oliver's plan:	The plan promotes this principle by seeking to make more land available for residential development.
10 ▶	supply of devel	ruate infrastructure and public services and an adequate lopable land to meet existing and future market demand for numercial and industrial areas.
	Oliver's plan:	The plan specifically addresses upgrading and expanding public water and sanitary sewer service to meet current and future community needs.
11 ▶		expansion or stabilization of the current economic base and a range of employment opportunities at the state, regional 5.
'	Oliver's plan:	While operating within a limited market niche, Oliver's plan seeks to expand economic activity by making land available and promoting it for commercial and light

Balancing individual property rights with community interests and goals

Oliver's plan:

The plan recognizes this basic balancing act and does not overly promote either value to the detriment of the other.

Planning and development of land uses that create or preserve varied and unique urban and rural communities.

Oliver's plan:

Oliver is an unique community and the plan seeks to retain this vital quality.

Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

Oliver's plan:

Within the limitations dictated by remoteness, distance, and absence of public transit to the area, the plan seeks to improve the transportation system of the community.