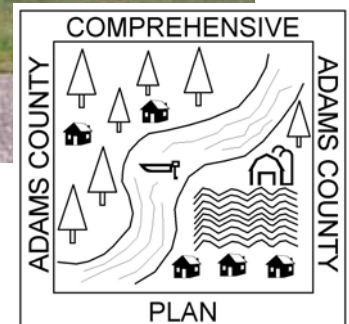


TOWN OF ADAMS

COMPREHENSIVE PLAN

ADOPTED 2006



Prepared by:

North Central Wisconsin Regional Planning Commission

TOWN OF ADAMS

Town Board

James Bays, Chair

Ronald Johnson, Supervisor I

Gary Hartley, Supervisor II

Joyce Jefferson, Clerk

Hope Eggersdorf, Treasurer

Plan Commission

John Wallendahl, Chair

Richard Dahlke

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Photo Credits: Town Plan Commission

Draft August 2004
Revised Draft February 2005
Final Draft January 2006
Adopted May 2006

This plan was funded by a grant from the
Wisconsin Department of Administration and Adams County.

RECEIVED

MAY 18 2006

NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION

66.1001(4) "Ordinance to adopt comprehensive plan.

(Only for use by towns authorized to exercise VILLAGE POWERS under s.60.22).

STATE OF WISCONSIN
Town of Adams, Adams County

SECTION I – TITLE/ PURPOSE

The title of this ordinance is the Town of Adams Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Adams to lawfully adopt a comprehensive plan as required under s. 66.1001(4)©, Wis. Stats.

SECTION II – AUTHORITY

The town board of the Town of Adams has authority under its village powers under s. 60.22, Wis. Stats., its power to appoint a town plan commission under ss. 60.62(4) and 62.23(1), Wis. Stats., and under s.66.1001 (4), Wis. Stats., to adopt this ordinance. The comprehensive plan of the Town of Adams must be in compliance with s. 66.1001(4)©, Wis. Stats., in order for the town board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

The town board of the Town of Adams, by ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the town board present and voting, provides the authority for the Town of Adams to adopt its comprehensive plan under s. 66.1001(4), Wis. Stats., and provides the authority for the town board to order its publication.

SECTION IV – PUBLIC PARTICIPATION

The town board of the Town of Adams has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by s. 66.1001(4)(a), Wis. Stats.

SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Adams, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the town board the adoption of the Town of Adams Comprehensive Plan, which contains all the elements specified in s. 66.1001(2), Wis. Stats.

SECTION VI – PUBLIC HEARING

The Town of Adams, has held at least one public hearing on the ordinance, with notice in compliance with the requirements of s. 66.1001(4)(d), Wis. Stats.

SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

The town board of the Town of Adams, by the enactment of this ordinance, formally adopts the document entitled Town of Adams Comprehensive Plan Ordinance under pursuant to s. 66.1001(4)©, Wis. Stats.

SECTION VIII – SEVERABILITY

If any provision of this ordinance of its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance are severable.

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.
The town clerk shall properly post or publish this ordinance as required under s. 60.80, Wis. Stats.

Adopted this 10th day of May, 2006.

James Bays
James Bays, chairman

Joyce Jefferson
Joyce Jefferson, Clerk

Gary Hartley
Gary Hartley, Supervisor

Ron Johnson
Ron Johnson, Supervisor

RECEIVED

JAN 19 2006

NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION

RESOLUTION 10-2005

STATE OF WISCONSIN
TOWN OF ADAMS, ADAMS COUNTY

66.1001(4)(b) Resolution by Plan Commission to Recommend Adoption of
Comprehensive Plan

The Plan Commission of the Town of Adams, Adams County, Wisconsin by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the town plan commission present and voting resolves and recommends to the town board of the Town of Adams as follows:

(Choose one of the alternatives below)

✓(ALTERNATIVE ONE) Adoption of the Town of Adams Comprehensive Plan.

~~(ALTERNATIVE TWO) Amendment of the Town of Adams Comprehensive Plan.~~

The Town of Adams Plan Commission, by this resolution, further resolves and orders as follows:

All maps and other materials noted and attached as exhibits to the Town of Adams Comprehensive Plan are incorporated into and made a part of the Town of Adams Comprehensive Plan.

The vote of the town plan commission is regard to this resolution shall be recorded by the clerk of the town plan commission in the official minutes of the Town of Adams Plan Commission.

The town clerk shall properly post or publish this resolution as required under s. 60.80, Wis. Stats.


Adopted this 16th day of January, 2006.



Plan Commission Chairman



Plan Commission Member



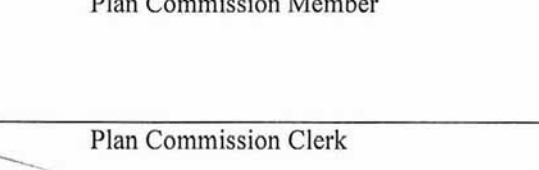
Plan Commission Member



Plan Commission Member



Plan Commission Member



Plan Commission Clerk

TOWN OF ADAMS

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ATTACHMENTS:

- A. Adams County Plan Process
- B. Public Participation Plan
- C. Community Survey
- D. 2000 Census Summary
- E. Population, Household, Employment, & Land Use Projections
- F. Addendum to Town of Adams Comprehensive Plan

Map 1 Location Map

1. ISSUES AND OPPORTUNITIES

Background

The Town of Adams is a nine-mile by six-mile town with 54 sections including the Village of Friendship and City of Adams, located in the central part of Adams County, Wisconsin. The Towns of Strong's Prairie and Preston to the north, the Town of Lincoln to the east, the Town of Quincy to the west, and the Town of Easton to the south bound the town. It is one of the seventeen towns in the county. See the locational reference map.

Over the years the town has been dominated by forestry and scattered agricultural uses. However, recently, more and more non-farming uses, mainly scattered residential development, have been locating in the town.

Additional information on many of the topics within this town's comprehensive plan is described in more detail within the respective element in the Adams County Comprehensive Plan.

See the Adams County Comprehensive Plan for more detailed information.

The Planning Process

The Town of Adams joined with all the local units and Adams County to apply for funding to complete a comprehensive plan. An application was prepared and submitted in 2002 and approved in 2003. The North Central Wisconsin Regional Planning Commission has coordinated this effort and is assisting with the development of these plans.

A Planning Committee was created to oversee the development of the plan. The working group met to analyze and discuss information that was gathered and presented by the NCWRPC.

A three-phase process over a three-year period was developed for the completion of the Adams County Comprehensive Plan and all of the local unit plans (except for the Town of Rome, which completed a plan in 2002). Phase one was the inventory stage where data was collected, information was reviewed and maps were prepared. The second phase was the development of the 18 local unit plans, including this one. Finally, phase three was the creation of the County Comprehensive Plan, where the local unit plans were merged together to form a county level plan.

Draft local plans were provided to all local units in August 2004. North Central Wisconsin Regional Planning Commission staff met with each local unit over the fall and winter to review the draft text and maps. Revised drafts were prepared and distributed to the Towns in February 2005. See Attachment A for more detailed information.

Public Participation

An important part of any planning process is public involvement. Public involvement provides the citizens of the town an opportunity to express their views, ideas, and opinions on issues that they would like addressed on the future development of their town. Local officials use this input to guide policies and decisions with greater awareness of the public's desires and consensus. See sample Public Participation Plan in Attachment B.

Community Survey

The Town of Adams Land Use Committee mailed surveys in 2002 to 761 property owners, with 350 surveys returned, providing a 46 percent response rate. This is the summary of how property owners in the Town of Adams responded to the "Smart Growth Questionnaire 2002." See Community Survey in Attachment C.

Thirty-two and one half percent of survey responses were from people who have resided in the Town of Adams for less than five years. Seventy-seven people own land in the town, but do not use it as their primary residence. Of those who said they reside in the town just under a third have been here for less than five years. Among property owners seventy-nine percent have owned their property for more than five years. Sixteen respondents said they plan to move to the town within five years, and eleven plan to sell or subdivide their property. Only 7.7 percent of respondents live on a farm, 3.4 percent live in trailer parks, and 11.7 percent live in a subdivision. Most live either on an individual lot of one to five acres (35%), or on a non-farm lot over five acres (39%).

When asked about their primary concern with roadways in the township thirty-nine percent of responses mentioned timely road maintenance, 22.6 percent mentioned snow removal, 15.7 percent brought up mowing along roadways, and 13.5 percent mentioned resurfacing existing roadways. Only slightly more than two percent of responses mentioned building new roads.

On the question of current planning and zoning practice thirty-eight percent of respondents felt that it was adequate, while 16.8 percent felt that there is too much regulation and 5.4 percent felt current regulations are too weak. Over eight percent felt that current regulations were not being enforced, but 31.7 percent said they didn't know about the current level of regulation in the town. When asked in which areas the Town should do more planning 33.8 percent of responses mentioned commercial and industrial development. Just under a quarter of responses supported land use planning, while nearly a fifth mentioned long-range road repairs and 13.8 percent garbage collection. Four and a half percent mentioned planning for social services.

Relationship to County Plan

As mentioned earlier, this plan is part of a county-wide planning effort. The Adams County Comprehensive Plan contains much of the detailed background information that is briefly mentioned throughout this document. Although this plan refers to the County Plan, there is no change in the existing relationship between the Town of Adams and Adams County.

Town Demographics

A. Population

The Town's population has increased over the last ten years according to the Census. As displayed in Table 1, the Town experienced an 8 percent increase between 1990 & 2000. Meanwhile the county grew at the rate of 27 percent over the same time period. All of the surrounding towns were equal or higher than Adams, with the exception of Lincoln, which declined in the ten-year span. Between 1990 and 2000, Adams has added 97 persons. The town is about 6 percent of the total population of the county.

Annually, the Wisconsin Department of Administration publishes population estimates for all minor civil divisions. These numbers vary slightly from the U.S. Census information. In the 2003 estimates the county and all of the towns show growth.

Minor Civil Division	1990	2000	2003	1990 - 2000 % Change	1990 - 2000 Net Change
Adams	1,170	1,267	1,282	8%	97
Strongs Prairie	1,028	1,115	1,129	8%	87
Preston	1,057	1,360	1,418	29%	303
Lincoln	318	311	318	-2%	-7
Easton	824	1,194	1,221	45%	370
Quincy	927	1,181	1,242	27%	254
Adams County	15,682	19,920	20,452	27%	4,238

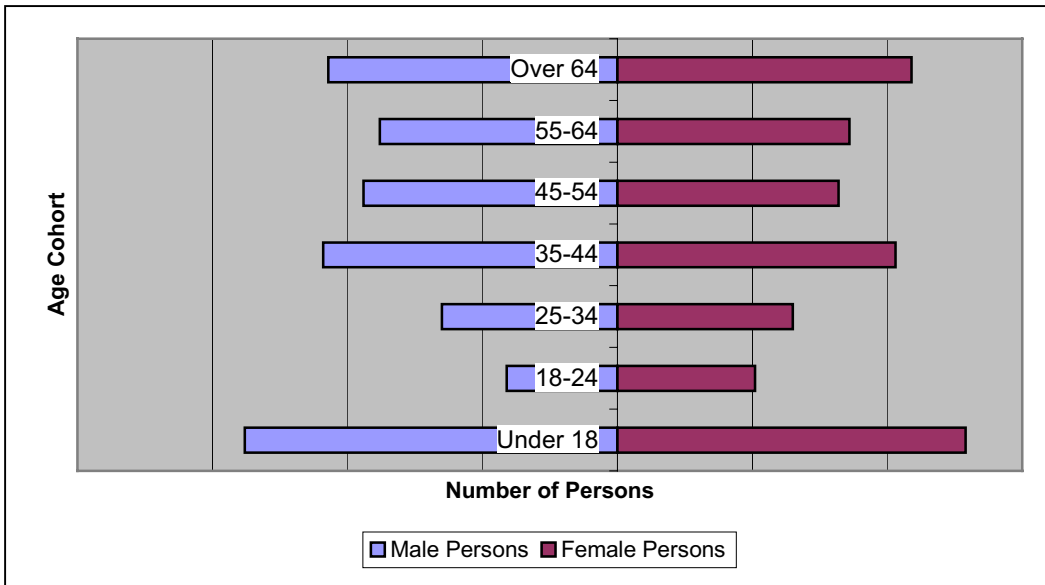
Source: U.S. Census, DOA 2003 estimate

If the ten-year growth trend were maintained, the town would expect about an 8 percent increase in population over the next ten years. Thus, 101 additional persons would reside in the town. However, if the town grew at the same pace as the county it would expect about 342 additional residents. See Attachment E for population projections.

B. Age

The number of people aged 65 and older that lived in the community increased from 182 in 1990, to 216 in 2000, an increase of 18.7 percent. Meanwhile the number of persons 5 and under decreased by 18.2 percent that same period from 77 in 1990 to 63 in 2000. Both numbers indicate an aging population in Adams. According to the U.S. Census in 1990, Adams' median age was 37 and in 2000 the median age was 42. Compared to Adams County, in 1990 the median age was 40 and in 2000 the median age was 44. Over the decade, Adams' median age increased 5 years, but stayed below the county's median age. Display 1 shows large concentrations in 2000 in the under 18 range and the over 64 range, both of which lump more ages under one classification. Among the ten-year increments the 35-44 year range is largest. This indicates that more so than some of the other towns Adams has a larger number of families with children, explaining the lower median age.

Display 1: 2000 Age Cohorts

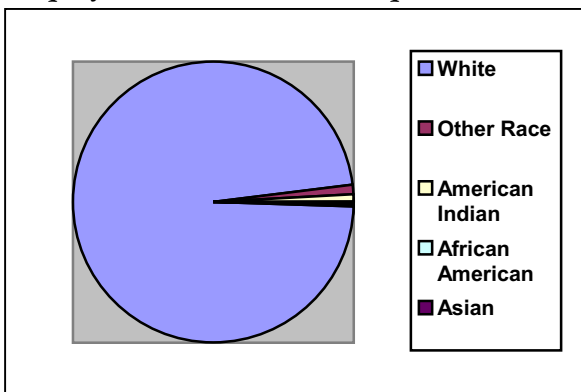


Source: U.S. Census

C. Race

In 1990, 1,151 of the town’s 1,170 residents were white, 2 were American Indian, and 17 were some other race. In 2000, 1,236 of 1,267 residents listed themselves as white, 9 as American Indian, 4 as Asian, 4 as African American, and 14 as some other race. Display 2 shows the percentage of race among the residents in Adams.

Display 2: 2000 Race Makeup



Source: U.S. Census

D. Educational Level

Educational levels in 1990 showed that 537 had completed high school and of those 537, 117 had some college, 43 had an associate degree, 32 had a bachelor degree and 10 had a graduate or professional degree. The 2000 Census showed that 669 had completed high school and of those 669, 169 had some college, 47 had an associate degree, 43 had a bachelor degree and 14 had a graduate or professional degree. Only those 25 years of age and older are reflected in these statistics. Table 2 provides a summary of educational attainment in Adams, Adams County, and the State.

Table 2: Educational Attainment, Persons Age 25 and Older, 2000

Educational Attainment Level	Town of Adams	Adams County	State of Wisconsin
Less than 9 th Grade	4.9%	7.0%	5.4%
9 th to 12 th Grade, no diploma	23.9%	16.4%	9.6%
High School Graduate	42.2%	41.9%	34.6%
Some College, no degree	18.0%	19.9%	20.6%
Associate Degree	5.0%	4.9%	7.5%
Bachelor's Degree	4.6%	6.5%	15.3%
Graduate or Professional	1.5%	3.4%	7.2%

Source: U.S. Census

The Town of Adams has a higher proportion of residents with some high school but no diploma than the county and state. Those whose highest educational attainment is a high school diploma are higher in Adams than either the county or the state. Associate degrees and those with some collage but no degree are comparable, but the town lags the county, and especially the state, in persons with bachelor's or advanced degrees. See Attachment E for household projections.

E. Households

The number of households in the town has grown by 20.5 percent, from 454 in 1990 to 547 in 2000. Of the 547 total households, in 2000, 66.4 percent were family households, while the other 33.6 percent were non-family households. Almost fifty-four percent were married couple households.

Thirty percent of all households included someone 65 years old or older, while twenty-seven percent included someone 18 or younger. The average household size was 2.32 people.

F. Employment

Between 1990 and 2000 the town's employed residents increased 26.4 percent, from 500 to 632. In 1990 Manufacturing and Retail Trade were the two employment sectors with the most employed. That changed in 2000, with Manufacturing and Educational, Health & Social Services as the top two; Retail Trade was the third and Arts and Entertainment was fourth. Over the decade, the percentage of unemployed went down in Adams. In 1990, 55

people reported they were unemployed, for a 5.9 percent of unemployed and in 2000, 51 people reported they were unemployed, for a 4.8 percent of civilian labor force unemployed. See Attachment E for employment projections.

Table 3: Total Employed

Minor Civil Division	1990	2000	1990-2000 % Change
Adams	500	632	26.4%
Strong's Prairie	336	479	42.6%
Preston	372	572	53.8%
Lincoln	110	119	8.2%
Easton	319	481	50.8%
Quincy	316	434	37.3%
Adams County	5,640	7,847	39.1%

Source: U.S. Census

G. Household Income

The 1999 median household income in the town was \$34,286, which was greater than Adams County, but less than the State, which were \$33,408 and \$43,791 respectively.

Of the 560 households in the town, 184 reported incomes less than \$24,999 and 24 had an income above \$100,000. The 2000 Census indicates that poverty is concentrated among individuals over 65 years. Fourteen percent of this population is below the poverty rate.

Table 4: Median Household Income

Minor Civil Division	1990	2000	Adj. Net Change*	% Change*
Adams	\$20,994	\$34,286	\$6,626	24.0%
Strong's Prairie	\$21,447	\$30,048	\$1,791	6.3%
Preston	\$22,417	\$33,491	\$3,956	13.4%
Lincoln	\$21,000	\$29,107	\$1,439	5.2%
Easton	\$19,559	\$30,469	\$4,700	18.2%
Quincy	\$17,540	\$26,533	\$3,424	14.8%
Adams County	\$21,548	\$33,408	\$5,019	17.7%

Source: U.S. Census & NCWRPC. *Adjusted for inflation

Table 5: Per Capita Income

Minor Civil Division	1990	2000	Adj. Net Change*	% Change*
Adams	\$9,331	\$18,225	\$5,931	48.2%
Strong's Prairie	\$9,513	\$15,583	\$3,049	24.3%
Preston	\$10,347	\$19,117	\$5,485	40.2%
Lincoln	\$12,744	\$15,484	-\$1,307	-7.8%
Easton	\$9,134	\$15,011	\$2,977	24.7%
Quincy	\$10,029	\$16,460	\$3,247	24.6%
Adams County	\$11,945	\$17,777	\$2,039	13.0%

Source: U.S. Census & NCWRPC. *Adjusted for inflation

Table 6: Poverty Rate (%)

Minor Civil Division	1989 Poverty Rate (%)	1999 Poverty Rate (%)
Town of Adams	19.4%	9.0%
Adams County	14.4%	10.4%
State of Wisconsin	10.7%	8.7%

Source: U.S. Census

H. Community Issues

There are a variety of influences in the town, from population growth, to residential development, to the future of farming. These issues are critical to the long-term success of the town. A four page summary from the U.S. Census is included as Attachment D.

The following sections of the document examine the many issues that impact the Town.

Growth, and the form it is likely to take, is the most important issue in the Town of Adams. With seasonal dwellings constituting thirty percent of all housing units, the nature of the growth in the town is certain to be tied to the kind of seasonal use that develops in the town. Although there is not the kind of waterfront development that draws vacationers and retirees to the Northwoods, the proximity to Lake Petenwell and Castle Rock as well as access to hunting, fishing, snowmobiling and other outdoor activities has drawn an increasing number of visitors and residents from outside the county. The availability to relatively low-cost land and easy highway access to population centers seems to be a major factor in drawing seasonal residents to the town. It has become something of a “blue-collar recreational” destination.

Whether this trend continues, and whether some of these seasonal residents become year-round residents of the town will have a profound effect on development in the future. The key to this transition seems to be the employment opportunities available within the county. If higher-wage jobs are available then it is more likely that people who own property in the town may decide to make it their permanent home. Currently many town residents commute out of the county to jobs in Wisconsin Rapids, Portage, Wisconsin Dells, and Madison. The continuing development of seasonal residences seems likely. If employment prospects within the county improve it is more probable that there will be net migration of permanent residents into the town

As far as development within the Town of Adams, the Adams County Legion Field is seen as the major asset within the town. As up-scale development along the lakes increases it is likely that activity at the airport will also increase. This could have the effect of raising the visibility of the town to the kind of business leaders who make plant location decisions. Not unrelated is the prospect that in the future 11th Avenue may begin to function as a bypass route for through-town, north-south traffic. Access provided to the airport and to the City of Adams industrial area along the railroad offers the prospect of business development along this alternative route.

The possibility of forming a watershed district, similar to the Lake Neenah district has also been discussed. The extensive wetlands in both the eastern and western sections, and the large land holdings of the Nature Conservancy in the southwest corner of the town all argue for a comprehensive approach to watershed management within the town. One example of how drainage issues affect private property is the low level of maintenance of many of the culverts that drain the Union Pacific railroad-bed. Although the railroad has been generally responsive to complaints about flooding and erosion that results from problems with the culverts, as the railroad-bed approaches the century mark these problems will become more frequent. Culverts in the western section of town at 15th Avenue and the southern part of town at 10th Avenue were singled out as particularly troublesome.

The Mound View Country Club is located in the town and is another asset that could prove valuable for future development.

Another issue that could become more difficult in the future, especially if year-round residential development continues to grow in the town, is user conflict on town roads between agricultural vehicles and regular traffic. County Roads M & J, and 11th Avenue were particularly singled out as problem areas. Widening of County Road M was particularly seen as being important.



Adams County Legion Field – Town of Adams

2. NATURAL, AGRICULTURAL & CULTURAL RESOURCES

A. NATURAL

The town lies in the mid-latitude continental climatic zone, which is characterized by long, snowy winters and short, warm summers. Spring and fall are often short with rapid changes from summer to winter and winter to summer. Annual precipitation, throughout the area, averages about 32 inches. About one-half to two-thirds of the annual precipitation falls between May and September. Snowfalls range between 45 and 80 inches annually, with a continuous snow cover from November to early April.

In terms of the physical landscape, the protection of certain natural features is necessary for the environment and for future generations. Certain environmental features and assets have more than merely aesthetic and leisure-time activity values. They are essential to long-term human survival and the preservation of life, health, and general welfare. As such, the protection and/or management of these environmental features and assets clearly are in the public's best interest.

The environmental features and assets that were examined in this plan include soils, wetlands, floodplains, water and woodlands.

1) Water, Wetlands & Floodplains

Together the ponds, lakes, streams and wetlands total about 4,015 acres in the town or 12.4 percent of the total acres. The major water body is the Friendship Lake. These surface water resources replenish the groundwater as part of the hydrologic cycle. See the Water Features Map.

Under natural conditions, the aquifers generally receive clean water from rainfall percolating through the overlying soils. However, contamination of groundwater reserves can result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal located near the water table, leaks from condemned wells, and seepage into the aquifer. Runoff from livestock yards and urban areas and improper application of agricultural pesticide or fertilizers can also add organic and chemical contaminants in locations where the water table is near the surface. Protection of these groundwater reserves is necessary to ensure adequate water to domestic, agricultural and commercial uses. If groundwater is not protected, contamination could result; thus, endangering the quality and supply of the water in the town.

Map 2 Water Features

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle, and local ecological systems. In a natural condition, they control floodwater by moderating peak flows, and some may act as groundwater recharge sites. All wetlands have valuable water purification capabilities and make significant contributions to surface and groundwater quality. They act as settling areas for inflowing streams as well as functioning in the reduction of water nutrients through uptake of these compounds into plant tissues. They also have a buffering effect on water acidity or alkalinity and are helpful in the elimination of harmful bacteria, which may be found in surface or groundwater. They also serve as breeding and nesting grounds for waterfowl and many other animals that depend on aquatic habitats; they are an important recreational, education, and aesthetic resource. In many instances, wetlands serve in the combined roles of flood moderation, water purification and aquatic habitat, wetlands are important to the maintenance of downstream habitat as well. See the Water Features Map.

Wetlands generally occur in areas where water stands near, at, or above the soil surface during a significant portion of most years. Vegetation is generally aquatic in nature and may vary from water lilies and rushes in marsh areas to alder and tamarack in lowland forest. Swamps, bogs, marshes, potholes, wet meadows, and sloughs are all wetlands. The soils in these areas are usually saturated during the growing season within a few inches of the surface.

When drainage of wetlands occurs, or drainage patterns are altered, the water table is locally lowered and soils are exposed to oxidation at depths usually saturated. Nutrients held in the wetland soils can then be leached away. Heavy siltation can occur downstream as water previously held by the soils is swept away. Wildlife population and habitat in drained areas and downstream locations may be negatively affected, lowering the recreational and educational value. Eradication of wetlands can also occur in urban locations through the use of fill material. This can destroy the hydrologic function of the site and open the area to improper development. The Wisconsin Department of Natural Resources (WisDNR) has delineated the location of wetlands and has standards for managing wetlands. Friendship Lake is in the north central part of the town and the Little Roche a Cri Creek runs through the town in an east to west direction.

Floodplains are a natural feature not conducive to development. Inappropriate location of roadways in floodplains can result in serious flood damage. Periodic roadbed saturation and embankment washing eventually lead to an increase in road maintenance costs. An example of this situation in the Town of Adams is the problems that can arise in the periodic flooding that has resulted from inappropriate maintenance of culverts under the Railroad tracks. Water has been observed to back up at these culverts during heavy rains, flooding adjacent land and potentially undermining the roadbed of the railroad.

In addition to roadways, floodwaters can create a number of problems by damaging foundations of homes, electrical equipment, heating units, etc. Basements constructed on permeable sands and silts of floodplains are especially susceptible to

damage resulting from seepage through walls. Thus, it is advisable to restrict development in such areas. Creation of a Watershed District has been considered by the Town as a means of monitoring the condition of waterways and streams, and ensuring that water quality standards are adhered to. In the town, the areas that are designated as floodplains by the Federal Emergency Management Agency (FEMA) are mainly adjacent to the Friendship Lake, Duck Creek, and Little Roche a Cri Creek. See the Water Features Map.

2) Soils

As with most areas in Central Wisconsin, the Town of Adams has a variety of soil types within the town. According to the 1984 USDA Soil Survey of Adams County, the soil patterns include scattered areas of Adrian Muck (Ad), which is in most of the areas classified as DNR Wetlands and along the creeks and lakes. Newson Loamy Sand (Ne) and Aquents Sand (An) are also scattered in these same areas and normally border the Adrian Muck. Scattered between the creek and wetland areas is Plainfield Sand [(PfB), (PfC) and (PfD)] and Algansee Loamy Sand (AlA), which cannot be used for cultivating crops or construction of houses. Some soils that potentially can be used as farmland include Au Gres Loamy Sand (Au), Brems Loamy Sand (BrA), Wyeville (WeA), Delton Sand [(DsA), (DeA), (DeB) and (DeC)], Coloma Sand (CoB), Brems-Newson Loamy Sand (BsA), Leola Loamy Sand (Le), Meehan Loamy Sand (MoA), Wautoma Loamy Sand (Wa), and Plainfield Sand (PfA). Brems Loamy Sand (BrA), Delton Sand [(DsA), (DeA), (DeB) and (DeC)] and Coloma Sand (CoB), are also suitable for construction of houses and with special precaution, can also be suitable for onsite waste disposal. Boone Rock Outcrop Complex (BpF) is found on very steep hills and is unsuitable for development and cultivated crops because of the steep elevation. See the Soils Map.

Soils are an important natural resource. Knowledge of the potential uses and/or limitations of soil types is necessary to evaluate crop production capabilities or when considering construction of buildings, installation of utilities, or other uses of land. Problems that limit development on certain soils include poor filtration, slow percolation, flooding or ponding, wetness, slope, and subsidence. A "severe" limitation indicates that one or more soil properties or site features are so unfavorable or difficult to overcome that a major increase in construction effort, special design, or intensive maintenance is required. For some soils rated severe, such costly measures may not be feasible. See the Soils Limitations Map.

Map 3 Soils

Map 4 Soil Limitations for Septic Tank Absorption Fields

Map 5 Woodlands

3) Woodlands

Forest cover provides many vital functions, which are diverse in nature; forested lands provide for recreational opportunities, scenic beauty, economic commodity (timber products), and wildlife habitat as well as protection of sensitive environmental areas. From the *Wisconsin Land Use Databook*, of the 32,349 acres of land in Adams, 58 percent or 18,762 acres are forests. In regard to the latter, tree cover is essential, especially for erosion control and to reduce effluent and nutrient flows into surface water bodies and courses. See the Woodlands Map.

Some woodlands in the town are being maintained through the Managed Forest Law (MFL) program and the Forest Crop Law (FCL). This tax assessment program is available to landowners willing to manage their forest plot according to sound forestry practices as specified in a management plan. More information exists in the Natural, Agricultural, & Cultural Resources element of the Adams County Comprehensive Plan.

Goals:

1. Protection of natural areas, including wetlands, floodplains, wildlife habitats, ponds, woodlands, open spaces and groundwater resources.
2. Protection of economically productive areas, including farmland and forests.
3. Preservation of cultural, historic, and archaeological sites.
4. Building of community identity by revitalizing main streets and enforcing design standards.
5. All new development in the town must not negatively impact environmental resources or adjoining property values.

Objectives:

1. New development in the Town should not negatively impact natural resources.
2. Minimize impacts to the Town's natural resources from non-metallic mineral mining.
3. Encourage and support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.
4. Promote development that minimizes groundwater impacts from on-site septic systems and other sources.

Policies:

1. New development should be discouraged from areas shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
2. Expansion of existing non-metallic mining operations or development of new sites should be allowed only on lands where the expansion will not conflict with preexisting development.
3. Reclamation of non-metallic mining sites should conform to the land use plan map in regard to the reclaimed use.
4. Discourage the draining or filling of wetlands.



Rolling hills – Town of Adams

Map 6 Prime Agricultural Soils

Map 7 Farmland Preservation Areas

B. AGRICULTURAL

According to the *Wisconsin Land Use Databook*, the Town of Adams between 1991-1993 was almost 27 percent agricultural. According to this document, 12.6 percent of the town's total land (50.5 square miles) is used for row crops, 1.2 percent is used for foraging and 13.0 percent is grassland, for a total of 26.9 percent. The report also found that 58.0 percent of the town was in forest cover and 14.8 percent is wetlands.

In terms of farming trends, the town has lost 3.6 percent of farmland acres on tax rolls between 1990 and 1997. According to the *Wisconsin Land Use Databook* there were 9 active farms in 1997; 3 of those farms were dairy farms. Prime farmland produces the highest yields with minimal inputs and results in the least damage to the environment. Much of the town is determined to contain prime farmland. See the Prime Agricultural Soils Map

Adams County adopted a Farmland Preservation Plan in 1981. It was updated in 2004 and identifies areas that are eligible for tax credits.

See the Adams County Comprehensive Plan, Natural, Agricultural, & Cultural Resources element for more detailed information on this topic. See Farmland Preservation Areas Map.



A business supported by agriculture – Town of Adams

Goal:

1. Protection of economically productive areas, including farmland and commercial forest.

Objectives:

1. Support diversification of farming types and practices to maintain agriculture as a viable economic activity.
2. Existing agricultural uses and buildings should be taken into consideration when locating new development to avoid conflicts.
3. Preserve productive farmland for long-term agricultural uses.

Policies:

1. Non-farm development, particularly subdivisions, will be encouraged in areas away from intensive agricultural activities, in order to minimize farm & non-farm conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.
2. Consider the use of such tools to protect sensitive areas, such as transfer of development rights (TDR) or purchase of development rights (PDR).
3. Encourage landowners to develop forest management plans and enroll in the managed forest law program.
4. Inconveniences, such as aerial spraying, irrigation, dust, noise, odors, vehicles traffic, etc. that result from agricultural operations that are not a major threat to public health or safety, should not be considered a nuisance.

C. CULTURAL

There are several original farm homes and farm buildings in the town, but there has been no historical examination of these structures for inclusion on the Historic Registry.

Two Century Farmsteads exist within the town. A century farmstead has maintained family ownership for at least 100 years. The Wisconsin State Fair recognized the Betty Jefferson farmstead in 1980, and the Harold & Mary Maas farmstead in 1985.

Adams century farmsteads

- Š Betty Jefferson on 72 acres in T17N R6E Sec 6 was settled in 1880.
- Š Harold & Mary Maas on 120 acres in T17N R6E Sec 27 was settled in 1877.

Lands immediately adjacent to surface waters, but not man-made drainage ditches, may have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements.

See the Adams County Comprehensive Plan, Natural, Agricultural, & Cultural Resources element for more detailed information on this topic.

Goals:

1. Preservation of cultural, historic and architectural sites.
2. Building of community identity by revitalizing main streets and enforcing design standards.

Objective:

1. Work with the Adams County Historical Society and others to provide guidance in the identification and protection of historic and cultural resources.

Policy:

1. Development proposals should be reviewed relative to the potential impacts to the historical and cultural resources of the Town.

3. HOUSING

Background

In 1980, there were 417 housing units in the town. Three hundred seventy-five of these housing units were occupied, 13 were vacant for sale or rent, 11 were vacant for occasional use, and 18 were other vacant housing units. About 81 percent of all occupied housing units in the town were owner-occupied. The average household size was 2.56 people.

The 1990 Census indicates that there were 721 housing units in the town. All but twenty-nine of these units had complete plumbing facilities, twenty-five lack complete kitchen facilities and thirty-eight of them did not have telephone service. One hundred and sixty-six of these units were built between 1980 and 1989, and ninety-five units were built before 1939.

In 2000, there were 862 housing units in the town, an increase of 19.6 percent since 1990. Eight hundred and thirty-nine of these were occupied, while twenty-three were vacant. Two hundred and sixty-three units were identified as seasonal. Over 86 percent of all occupied housing units in the town are owner-occupied. The average household size was 2.32 people.

As a result of the projected population increase, the town needs to add at least an additional 383 housing units to accommodate population growth. However, as the persons per household drops the overall number of new units will increase. It is expected that there will be between 15 and 23 new housing starts per year for the next several years. The amount of land consumed by future residential development would vary depending on where the development would take place.



Houses for sale – Town of Adams

Goals:

1. Discourage residential development in unsuitable areas.
2. Allow adequate affordable housing for all individuals consistent with the rural character of the community.
3. Encouragement of neighborhood designs that support a range of transportation choices, if applicable.
4. Multi-family dwellings and subdivision facilities should be located to coincide with major throughways.
5. Local input is foremost in development in rural areas.

Objectives:

1. Ensure that local land use controls and permitting procedures do not discourage or prevent the provision of affordable housing opportunities.
2. Support development of senior and special needs housing within the Town.
3. Direct residential development away from existing agricultural uses and buildings to

Policy:

1. The Town should work with developers to provide a variety of housing types for all income and age groups.

4. TRANSPORTATION

Background

The transportation system in the town includes all the state, county and local roads. The local transportation network is an important factor for the safe movement of people and goods, as well as to the physical development of the town. There is no transit, rail, air or water transportation service within the town's jurisdiction.

The Adams County Transit System operates out of Adams/Friendship. Union Pacific provides commercial rail service. There is some concern that insufficient maintenance of culverts under the rail-bed results in flooding and erosion. Amtrak passenger rail service is available in Wisconsin Dells. The nearest commercial air service is at the Central Wisconsin Airport (CWA) in the City of Mosinee, and in Madison at Dane County Regional Airport (MSN). The Baraboo/Wisconsin Dells Airport provides the nearest air cargo service. There are no water transportation facilities in the area.

State and Regional Transportation Plans:

1. State Plans

Corridors 2020 was completed in 1989. The plan was designed to meet Wisconsin's mobility needs for the future. The 3,200-mile state highway network was comprised of two elements: a multilane backbone system and a two-lane connector system. The backbone system is a 1,650-mile network of multilane divided highways interconnecting the major population and economic centers in the state and tying them to the national transportation network. The connector system is 1,550 miles of high-quality highways that link other significant economic and tourism centers to the backbone network. All communities over 5,000 in population are to be connected to the backbone system via the connector network. Within Adams County, STH 21 is a Corridors 2020 connector route, and the only highway in the County designated as part of the Corridors 2020 system.

Another state plan was *Translinks 21*, completed in 1994. This effort began developing more detailed modal plans that include in-depth analysis of a specific mode and its relationship to the other modes. Completed plans include the *Wisconsin State Highway Plan 2020*, the *Wisconsin Bicycle Transportation Plan 2020*, the *Wisconsin State Airport System Plan 2020*, the *Wisconsin Pedestrian Policy Plan 2020* and the *Wisconsin Rail Issues and Opportunities Report*. Each modal plan includes extensive analysis of land use related issues.

Another state level plan related to the highway system is the *Wisconsin Access Management System Plan*. This is a plan for managing access on portions of the State Trunk Highway System that designates 5,300 miles of state highways on which access will be managed through the purchase of access rights or the designation of "controlled access highways". It shows where WisDOT intends to control access points as new development occurs and to consolidate or eliminate existing access as necessary and feasible.

The access management plan is composed of two tiers. Tier 1 consists of the routes that make up the Corridors 2020 system, including STH 21 in Adams County. Access management on these routes is seen as essential to maintaining the required high level of service. Because these highways are generally the main routes between communities and have higher traffic volumes than other state highways, they tend to experience the greatest development pressure. Tier 2 is comprised of other State Trunk Highways that meet specified criteria, including STH 13 and STH 73 in Adams County. These routes are roadways where limiting access is seen as a cost-effective strategy to improve safety, reduce congestion, facilitate planned access to developing land, and delay or avoid future construction expenditures.

2. Regional Plan

The Regional Comprehensive Plan: A Framework for the Future, 2002 – 2020 was adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in 2003. The RCP looks at transportation in all ten counties that make up the North Central Region, including Adams. It looks at general trends within the Region and recommends how county and local government can address transportation issues.

The RCP identifies a number of transportation issues including growing traffic volumes and congestion. Moderate levels of congestion, see MAP 4 are expected by the year 2020 on STH 13 in Adams/Friendship and north of the lakes area in the Town of Rome as well as STH 21 west of STH 13, assuming no capacity improvements. Moderate congestion indicates that speeds and distance between vehicles are reduced, constricting traffic flow. Freedom of drivers to maneuver within the traffic stream or enter the highway is noticeably limited. Minor incidents can result in traffic jams because the traffic stream has little space to absorb disruptions. Traffic volumes continue to swell, especially in summer months due to the local tourism and seasonal housing growth. The RCP shows 72 to 77 percent increase in average daily traffic on major routes in Adams County between 1980 and 2000.

The RCP addresses other modes of travel as well as highways, including bicycle transportation. The North Central Wisconsin Regional Bicycle Facilities Network Plan is incorporated in the RCP by reference. The plan envisions development of a regional system of new interconnected bicycle facilities for the ten county area including Adams. The proposed network will encompass routes on bicycle paths, bicycle lanes, paved shoulders and wide curb lanes which will link existing and potential traffic generation sites and points of interest, as outlined in the plan, to make bicycling a more attractive and safer transportation alternative. A map displaying highway suitability for bike routes is included in the attachments.

The goals of the regional bike plan are to generate public interest in using existing and developing new bike trails across the Region and state and to provide county and municipal officials with guidance in planning and establishing bike facilities at the local level.

Road Network

The road system in the Town of Adams plays a key role in development by providing both access to land and serving to move people and goods through the area. The interrelationships between land use and the road system makes it necessary for the development of each to be balanced with the other. Types and intensities of land-uses have a direct relationship to the traffic on roadways that serve those land-uses. Intensely developed land often generates high volumes of traffic. If this traffic is not planned for, safety can be seriously impaired for both local and through traffic flows. If an alternative north-south route to State Highway 13 is constructed it should be through the Town of Adams, perhaps along 11th Avenue. See the Transportation Map.

The Town of Adams road network consists of roughly 3.81 miles of state highway, 18.97 miles of county highway, and 57.35 miles of local roads. Of the 57.35 miles of town roads, less than one mile is unpaved. The town utilizes a WisDOT PASER computer program to maintain an inventory of its local roads and monitor conditions and improvements of its roads. Ideally, this system will enable the town to better budget and keep track of roads that are in need of repair.

Specific areas that are of immediate concern to the Town are the safety of intersections in general and specifically the intersection of 10th and Dearborn Avenues. Collisions with deer are a particular problem that should be addressed in some way. The widening of County Road M is another problem requiring the County's attention, especially because of the conflict between vehicles and agricultural equipment that are common on this road.

Traffic generated and attracted by any new land-use can increase the volume throughout the highway system and increase congestion on the roadway system keeping property from reaching its full potential value. Even without the creation of new access points, changes in land-uses can alter the capacity of the roadway because more, and possibly different, kinds of vehicles than before, enter, leave, and add to the traffic flow. Uncontrolled division of land tends to affect highways by intensifying the use of abutting lands, which impairs safety and impedes traffic movements.

In terms of traffic volumes, there is the Department of Transportation annual average daily traffic counts for seven areas in the town. In 2001, Highway 13 north of County F had an AADT count of 5,600; Highway 13 between County F and E the AADT count was 4,800; Highway 13 south of County E the AADT count was 4,000; County E east of Highway 13 the AADT count was 1,100; County F west of Highway 13 the AADT count was 1,200; County J east of Highway 13 the AADT count was 660 and 16th Avenue south of County J the AADT count was 130. These counts need to be monitored as a way to gauge the increase of traffic in the town.

Wisconsin was one of the first states to recognize this relationship between highway operations and the use of abutting lands. Under Chapter 233, the Department of Transportation (WisDOT) was given the authority to establish rules to review subdivision plats abutting or adjoining state trunk highways or connecting highways. Regulations enacted by the WisDOT establish the principles of subdivision review. They require new

subdivisions to: (1) have internal street systems; (2) limit direct vehicular access to the highways from individual lots; (3) establish building setbacks; and (4) establish access patterns for remaining unplatted land. This rule has recently been suspended.

As development continues and land use changes, the cost of maintaining the road system must be increased. More traffic requires more maintenance and expansion of the local road system.

Goals

1. Encouragement of neighborhood designs that support a range of transportation choices.
2. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety that meets the needs of all citizens, including transit-dependent and disabled citizens.
3. Utilize PASER software to inventory and rate the local roads.
4. Widen and Improve existing roads before constructing new roads, with special consideration given to County Trunk M.
5. Limit both town and private road development until existing infrastructure is brought up to a common level.
6. If an alternative route for State Highway 13 is constructed it should utilize 11th Avenue through the Town of Adams.
7. Safety considerations, such as the prevalence of deer-auto collisions and user conflicts with agricultural vehicle should be addressed, wherever possible.
8. Support Airport cargo and passenger service, and recognize the importance of the air industry

Objectives:

1. Support and maintain a safe and efficient Town road system.
2. Promote the development of multi-use trails, trail linkages, or wide shoulders as part of new development proposals, where appropriate.
3. Support the Adams County Transit System.

Policies:

1. Prepare and update a 5-year Road Improvement Plan.
2. The Town should work with the county on any project that affects the Town.
3. Land uses which generate heavy traffic volumes will be discouraged on local roads that have not been constructed or upgraded for such use.
4. Roadway access will be better spaced along the existing Town road network to increase safety and preserve capacity.
5. Future road locations, extensions or connections will be considered when reviewing development plans and proposals.
6. All Town roads must accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and snowplows.



Road – Town of Adams

Map 8 Transportation

5. UTILITIES & COMMUNITY FACILITIES

Background

The Town of Adams totally surrounds the City of Adams and the Village of Friendship, so most utilities are located there. The City and Village have their own sanitary sewer, storm water systems, water supply, wastewater facilities, parks, health care facilities, child care facilities, schools, & libraries. Two substations within the town connect three high voltage transmission line segments. The town does not provide for curbside refuse collection; however, that service is made available with several private firms who offer curbside refuse collection for a fee. Recycling is at the Town Hall once a month, free of charge.

The Town of Adams has agreements with the Adams Volunteer Fire Department for volunteer fire and first responders; and the town has an agreement with Moundview Hospital to provide ambulance service. A map displaying the fire service areas is included in the attachments.

Community facilities include the Town Hall. The building is owned and maintained by the town. The Town Hall functions as a multi-purpose building. See the Utilities & Community Facilities Map.

See the Adams County Comprehensive Plan, Natural, Agricultural, & Cultural Resources element for more detailed information on this topic.



Adams County road crew – Town of Adams

Goals:

1. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
2. Continue to provide ambulance, volunteer fire and first responder services to residents.
3. Encourage recycling by residents.

Objectives:

1. Make information available to residents on the proper maintenance of septic systems.
2. Consider the potential impacts of development proposals on groundwater quality and quantity.
3. Explore opportunities to develop integrated, multi-use trail systems and recreational facilities.
4. Share equipment and services across Town boundaries, where possible.

Policies:

1. Work with adjoining towns, the county, the state, and individual landowners to address known water quality issues.
2. The feasibility of wastewater collection and treatment systems on water quality should be considered by major developments.
3. Develop and maintain a Capital Improvements Plan for major equipment purchases.

Map 9 Utilities & Community Facilities

6. ECONOMIC DEVELOPMENT

Background

As discussed in previous sections, the town has been an agriculturally based community for generations. Farming is still the dominant economic sector occurring in the town. Nearly 27 percent of the total land is used for agriculture. According to the *Wisconsin Town Land Use Databook*, there were nine active farms, including three dairy farms, in the town in 1997.

Scattered throughout the town there are small businesses, other than farms, that employ a few people. Most of the town's residents commute to employment areas outside of the town. There are several industrial parks nearby in the Cities of Wisconsin Rapids and Adams, as well as the Village of Friendship that provide employment opportunities. There are no major redevelopment areas in the Town.

See the Adams County Comprehensive Plan, Economic Development element for more detailed information on this topic.

There are a variety of county, regional, state and federal economic development programs available to businesses in the Town. These programs range from grants to loans, to general assistance.

1. County:

Adams County Rural & Industrial Development Corporation (ACRIDC)

ACRIDC is a non-profit organization that promotes the economic development of Adams County, Wisconsin, and its respective cities, villages, and towns. ACRIDC is comprised of area businesspersons, citizens, local government, utility company representatives, state agencies and elected officials, educational institutions and other organizations essential to the growth of Adams County. ACRIDC is prepared to serve the needs of new businesses coming to the area as well as to assist existing companies.

JAM Development Zone

Adams County was awarded designation as a Wisconsin Development Zone in association with Juneau and Marquette Counties. Known as the JAM Zone (Juneau-Adams-Marquette), Adams County qualifies for special state incentives available to businesses that locate or expand within the Zone. The extent of the credits for any given business is determined during the certification process. This program is administered by the ACRIDC.

Adams County Revolving Loan Fund

A Wisconsin Department of Commerce Economic Development Grant was awarded to Adams County in 1996. This grant enabled Adams County to establish a revolving loan fund in order to assist local businesses and is administered by the ACRIDC.

Adams County Chamber of Commerce

The Adams County Chamber of Commerce is dedicated to the development of the business community in Adams County. The Chamber offers information on local business and industry and also provides a variety of programs designed to assist business development.

Adams - Columbia Electric Coop (ACEC) Revolving Loan Fund

The ACEC established a USDA - Rural Development IRP revolving loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. It is targeted at the timber and wood products industry, tourism and other manufacturing and service industries.

2. Regional:

North Central Wisconsin Development Corporation

The North Central Wisconsin Development Corporation (NCWDC) manages a revolving loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. It is targeted at the timber and wood products industry, tourism and other manufacturing and service industries.

North Central Advantage Technology Zone Tax Credits

Adams County has been designated a Technology Zone by the Department of Commerce. The Technology Zone program brings \$5 million in income tax incentives for high-tech development to the area. The North Central Advantage Technology Zone offers the potential for high-tech growth in knowledge-based and advanced manufacturing clusters, among others. The zone designation is designed to attract and retain skilled, high-paid workers to the area, foster regional partnerships between business and education to promote high-tech development, and to complement the area's recent regional branding project.

3. State:

Rural Economic Development Program

This program administrated by Wisconsin Department of Commerce provides grants and low interest loans for small business (less than 25 employees) start-ups or expansions in rural areas, such as Adams County. Funds may be used for "soft costs" only, such as planning, engineering, ad marketing assistance.

Wisconsin Small Cities Program

The Wisconsin Department of Commerce provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and for economic development projects. Economic Development grants provide loans to businesses for such things as: acquisition of real estate, buildings, or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

Wisconsin Small Business Development Center (SBDC)

The UW SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small business in Wisconsin.

Transportation Economic Assistance (TEA)

This program, administered by the Wisconsin Department of Transportation, provides immediate assistance and funding for the cost of transportation improvements necessary for major economic development projects.

Other State Programs

Technology Development grants and loans; Customized Labor Training grants and loans; and Major Economic Development Project grants and loans.

4. Federal:

U.S. Dept. of Commerce - Economic Development Administration (EDA)

EDA offers a public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

U.S. Department of Agriculture - Rural Development (USDA – RD)

The USDA Rural Development program is committed to helping improve the economy and quality of life in all of rural America. Financial programs include support for such essential public facilities and services as water and sewer systems, housing, health clinics, emergency service facilities, and electric and telephone service. USDA-RD promotes economic development by supporting loans to businesses through banks and community-managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

Small Business Administration (SBA)

SBA provides business and industrial loan programs that will make or guarantee up to 90% of the principal and interest on loans to companies, individuals, or government entities for financing in rural areas. Wisconsin Business Development Finance Corporation acts as an agent for the U.S. Small Business Administration (SBA) programs that provide financing for fixed asset loans and for working capital.

Goals:

1. Building of community identity by revitalizing community character and enforcing building standards.
2. Promote the stabilization of the current economic base.
3. Discourage retail commercial use that may create excessive traffic flow through the town.
4. Encourage new retail, commercial & industrial development to locate adjacent to county or state highways.
5. Industrial development must not negatively impact environmental resources or adjoining property values.
6. Discourage commercial and industrial development in prime farmland areas.
7. Establish appropriate minimum/maximum lot sizes for commercial development, taking parking requirements into consideration, in the town zoning ordinance.
8. Encourage new ordinances that establish minimum aesthetic standards to eliminate commercial, industrial, and agricultural property with excessive debris, blighted property, and dilapidated buildings.

Objectives:

1. Encourage new retail, commercial & industrial development to locate in designated areas and adjacent to county highways.
2. Encourage businesses that are compatible in a rural setting.

Policies:

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
2. Review the costs and benefits of a proposed development project prior to approval.
3. Commercial and industrial development should be directed to designated planned areas consistent with the Future Land Use Map.
4. Intensive industrial uses should be steered to areas that have the service capability to support that development.

7. LAND USE

Background

The Town of Adams covers an area of about 32,339 acres in Adams County. The area is characterized by thin till and pitted outwash. The typical terrain is flat with prominent outcroppings and covered with hardwoods or open for agricultural use with a general northeast to southwest drainage pattern. Agricultural uses of the land are vitally important, ranging from dairy farming and tree farming to various specialty crops.

See the Adams County Comprehensive Plan, Land Use element for more detailed information on this topic.

Existing Land Use 2004

Knowledge of the existing land use patterns within a town is necessary to develop a desired “future” land use pattern. The Existing Land Use Map was developed using air photos from a countywide flight in 1992/1998, with updates by the local planning committee in 2004. Woodlands dominate about 74.21 percent of the area, followed by Agriculture with 14.2 percent and Residential with about 8.07 percent. See the Existing Land Use Map.

In general, agricultural, forestlands and residential uses are scattered in a “mixed” pattern. Residential development is distributed fairly evenly along the road network.

Future Land Use 2005-2025

The Future Land Use Plan Map represents the long-term land use recommendations for all lands in the town. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate and manage future development of the town. See Attachment E for land use projections.

The Plan groups land uses that are compatible and to separate conflicting uses. To create the Plan, nine basic future land use categories were created. The majority of the classifications generally correspond to the districts within the Adams County Zoning Ordinance, to ease future implementation of the plan. Again, the classifications are not zoning districts and do not have the authority of zoning. However, the preferred land use map and classifications are intended to be used as a guide when reviewing lot splits, re-zoning requests, and revisions to the town zoning map as necessary.

Land Use Type	Acres	Percent
Agriculture	4,533	14.0%
Commercial	62	0.2%
Governmental	134	0.4%
Industrial	22	0.1%
Open Grassland	39	0.1%
Outdoor Recreation	102	0.3%
Residential	2,464	7.6%
Transportation	1,035	3.2%
Water	199	0.6%
Woodlands	23,748	73.4%
Total Acres	32,339	100.0%

Source: NCWRPC GIS

Map 10 Existing Land Use

Map 11 Future Land Use

A general description of each classification follows:

1. Residential

Identifies areas recommended for residential development typically consisting of smaller lot sizes.

2. Rural Residential

Identifies areas that are recommended for less dense residential development, consisting of larger minimum lot sizes than the residential category. These areas will also allow a mixture of residential uses, and provide a good transition from more dense development to the rural countryside.

3. Commercial

Identifies areas recommended for commercial development, as well as existing commercial establishments located throughout the Town.

4. Industrial

Identifies areas recommended for industrial development, as well as existing industrial areas located throughout the Town.

5. Governmental/Public/Institutional

Identifies existing or planned governmental/public/institutional facilities within the Town, including recreational facilities.

6. Agricultural Areas

Identifies areas to be preserved for the purpose of general crop farming or the raising of livestock.

7. Forestry Areas

Identifies areas of large woodlands within the Town.

8. Transportation Corridors

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the town, including airports and rail facilities.

9. Preservation of Environmentally Sensitive Areas

Contains sensitive environmental areas, such as 100-year floodplains as defined by the Federal Emergency Management Agency, DNR wetlands, steep slopes of 12

percent or greater, and open water. This could include endangered species habitat or other significant features or areas identified by the Town.

Using these categories the Land Use Planning Committee participated in a mapping exercise to identify the desired land use. Committee members were asked to indicate their thoughts on a map by drawing shapes or circles to place these different land uses on a map. Specifically, they used their broad knowledge of the town, the series of maps that were prepared as part of the planning process and their interpretation of the current trends. The goal was to produce a generalized land use plan map to guide the town's growth in the next decade. The Year 2025 Land Use Plan Map represents the desired arrangement of preferred land uses for the future.

Future Land Use Plan Map Overview

The future land use plan map has identified approximately 3,243 acres of land for agriculture, 13,803 acres of land for forestry, 4,091 acres of land for preservation & open space, 5,998 acres for rural residential development, 484 acres of land for government/public/institutional development, no acres of land for industrial development, and 231 acres of land for commercial uses.

It is anticipated that the Town of Adams' population will grow by 44 percent over the next twenty years. This will involve increasing levels of residential development in several areas of the town. All along the northern boundary of the town, roughly following County Road J, existing higher-density residential clusters would be tied together by lower-density residential areas. There would be some commercial development near the airport at the intersection of 11th Avenue and County Road M. Higher-density would surround the City on its southeast corner. Lower-density residential would line both sides of 11th Avenue south to County Road E, and along County Road M east to 8th Drive.

Lower-density residential would be stretched along County Road F from the existing residential cluster at 15th Avenue to State Highway 13 and around the fringe of the existing large agricultural field north of County F. Much of the area east of State Highway 13 along Dover Drive and Dover Lane would be developed in lower-density residential. There would be commercial development along 13 south from the City of Adams reaching to the new County garage in County Road F. South of Duck Creek on Highway 13 to County Road E would be higher-density residential. Lower-density residential would line the north side of County Road E east of State Highway 13.

Existing agricultural uses would be largely maintained, while much of the eastern and western sections of the town would be in forestry. The area surrounding Duck Creek in the southwestern corner of the town, much of which is currently owned by the Nature Conservancy would be held in preservation & open space. Much of this area is wetlands

The goal of this land use plan is to balance individual private property rights with the town's need to protect property values community-wide, minimize the conflicts between land uses and keep the cost of local government as low as possible. An essential characteristic of any

planning program is that it be ongoing and flexible. Periodic updates to the plan are needed to maintain that it is reflective of current trends.

Zoning

County Shoreline Jurisdiction

All counties are mandated by Wisconsin law to adopt and administer a zoning ordinance that regulates land-use in shoreland/wetland and floodplain areas for the entire area of the county outside of villages and cities. This ordinance supersedes any town ordinance, unless a the town ordinance is more restrictive. The shoreland/wetland and floodplain area covered under this zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the landward side of a floodplain whichever distance is greater.

County General Zoning

Nearly all of the counties in Wisconsin have established a general county zoning ordinance for lands outside of the shoreland jurisdiction. A town can join under this ordinance by resolution.

The Town of Adams is currently under Adams County zoning. Zoning is the major implementation tool to achieve the proposed land uses. Other implementation tools include such things as purchase of land or easements, subdivision ordinance, mobile/manufactured home restrictions, nuisance regulations, design review for commercial and industrial developments, infrastructure improvements (sewer and water, utilities), road construction and maintenance, and public services, among others.

See the Existing Zoning Map.

To achieve the proposed land uses under the existing comprehensive County zoning authority, two basic options are available. Both options however would require County approval for implementation.

1. Utilize existing County zoning ordinance/districts.

The Town could carefully review the existing district descriptions to determine which “best fit” or are most appropriate to each of the proposed land uses. The advantages of this option are that the existing zoning ordinance can be used. County Board approval of proposed zoning map amendments might be easier to achieve. The disadvantages of this option are that the existing zoning districts may not enable the Town to achieve the preferred future condition of the proposed land uses. For example, permitted uses in an existing district may not fit well with the proposed land uses, causing conflicting land uses.

2. Propose new zoning districts or modifications to existing district descriptions for the countywide ordinance.

Map 12 Existing Zoning

Extra-territorial Jurisdiction

Both the City of Adams and the Village of Friendship have authority to provide extraterritorial review of subdivision requests in the town within one and one-half mile of their corporate limits. There is also the potential for extra-territorial zoning to be implemented within this area. To do this, however, requires a lengthy three-step process including the creation of a joint committee consisting of representatives from the City/Village and the Town. This joint committee prepares a proposed plan and regulations for the extraterritorial area and submits it to the City/Village, which may adopt it as proposed or resubmit the proposal to the joint committee for changes. In either case, the proposed regulations must receive a favorable majority vote from the joint committee before the City/Village can adopt them. At this time neither the City nor Village has expressed any intention to implement extra-territorial zoning authority.

The Town would need to petition the County for zoning ordinance amendments that would be in effect for the entire county. The advantage of this would be that other towns may be in support of similar modifications and could provide political support for the changes. If approved, the Town would be able to create a better match between the zoning districts and proposed land uses. County staff would continue to administer zoning. The disadvantage would be that the changes would affect the entire county and may not be politically supported by other towns, the County Planning & Zoning Committee, Zoning staff, or the County Board. More zoning districts may make the existing County ordinance more complex and difficult to administer.

Goals:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, agricultural, commercial and industrial structures.
2. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
3. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, agricultural, commercial and industrial uses.
4. Balancing individual property rights with community interests and goals.
5. Planning and development of land uses that create or preserve the rural community.
6. Continue to work with the City/Village to monitor “boundary” issues and to plan for the future.

Objectives:

1. Maintain orderly, planned growth which promotes the health, safety and general welfare of residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.
2. New development should not negatively impact the natural environment or existing property.
3. Provide for a mix of land uses within the Town.
4. Promote new land development that is consistent with this plan.

Policies:

1. The Town will maintain the comprehensive plan, which will serve as a guide for future land use decisions. New development will be permitted based on consideration of this Plan, as well as other Town, County, Regional, and state plans and other regulations.
2. With County Zoning in effect, the Town will actively participate in zoning and subdivision review decisions at the County level, which affect the Town. This plan will be cited as the basis for all such actions including "disapproval" of proposed zoning amendments.
3. Land uses and building locations that minimize both the loss of productive farmland and the potential for conflicts between existing and proposed land uses will be encouraged.
4. Land uses and building locations that minimize fragmentation of large contiguous forest tracts will be encouraged.
5. Use conservancy zoning to protect natural resources in the Town.
6. Encourage conservation easements and other tools to protect environmentally sensitive or unique resources.
7. Update existing land use regulations to be consistent with this plan.

8. INTERGOVERNMENTAL COOPERATION

Background

Governmental relationships can best be described as “vertical” relationships, such as between federal, state and local units (county/city/town) are relatively well established in law. Unfortunately, there is little public policy in Wisconsin law that requires, horizontal governmental relationships such as town to town and municipality to county or town. The result is that towns, municipalities, and counties act more as adversaries than as partners.

School districts are one of the most common intergovernmental organizations since they cross-traditional local municipal boundaries. Adams County is served by five school districts. A school district map is included in the attachments.

Wisconsin Statute s.66.30, entitled "Intergovernmental Cooperation", does enable local governments to jointly do together whatever one can do alone. Typically, intergovernmental cooperation and coordination refers to the management and delivery of public services and facilities. It is also dependent upon a defined geographic area within which cooperation and coordination may be feasible. Often the area is a central city and its surrounding area, or several similar towns. It is a collection of local communities in which the citizens are interdependent in terms of their employment, residence, health, and medical care, education, recreation and culture, shopping and other experiences.

A variety of other factors, some long-standing and some of fairly recent origin, are combining to force citizens and local governments in both urban and rural area to confer, cooperate, and in some cases, to join together in a search for better ways to deliver public services in their respective areas. These factors include:

- ⌘ population settlement patterns;
- ⌘ local government structure, finance, and politics;
- ⌘ high population mobility;
- ⌘ economic and environmental interdependence; and
- ⌘ high cost, capital-intensive functions.

Adjoining Units of Government

The Town surrounds both the Village of Friendship and the City of Adams. To the north are the Towns of Strongs Prairie and Preston, to the east are the Towns of Lincoln, New Chester and Richfield, to the south is the Town of Eaton and to the west is the Town of Quincy. All of these communities are in the same stage of developing their own comprehensive plans. Both the City of Adams and the Village of Friendship have land division/parceling or subdivision plat approval authority within the mile and a half extraterritorial area.

Goal:

1. Encouragement of coordination & cooperation among nearby units of governments.

Objectives:

1. Promote communication with other units of government, including adjoining towns, the county, the state, and federal government.
2. Join together with other units of government to provide services in a more cost-effective manner.

Policies:

1. Pursue cooperative agreements regarding boundary agreements, annexation, expansion of public sewer and water services, and growth management between the City/Village and the Town.
2. Identify alternative solutions to existing or potential land use, administration or policy conflicts that may hinder intergovernmental cooperation.
3. Regularly meet with adjoining unit of government to discuss issues of mutual concern.
4. Periodically review existing shared service agreements, and explore additional agreements.

9. IMPLEMENTATION

Implementation of this Comprehensive Plan depends on local officials. It is also important that local citizens and others become aware of this plan.

Some steps have already been accomplished toward implementing this plan, such as the adoption of written public participation guidelines, the formation of a Plan Commission, hosting an open house meeting, passing a Plan Commission resolution recommending Plan adoption by the Town Board, holding a formal public hearing, and approval of the Plan by ordinance by the Town Board.

The following recommendations are made to further implement this Comprehensive Plan:

Recommendation 1:

The Town Board should use this plan as a guide when making decisions, especially those that relate to growth and development. The Planning Commission and any other official committee of the Town should also use this plan in their efforts as well.

Recommendation 2:

The Town should encourage citizen awareness of the comprehensive plan by making copies available, making reference to at public meetings and Town newsletters, and displaying a copy of the future land use plan map in the Town Hall. Neighboring local units of government and others will receive copies of the plan. A website should be established to allow Internet access to the plan document and maps.

Recommendation 3:

County Zoning

The primary implementation tool for this plan is the Adams County Zoning Ordinance, which provides the regulatory framework that supports many of the Plan's policies. It is important that the Town review the existing zoning and initiate change to achieve consistency between the plan and the zoning ordinance.

The Town Board and or Plan Commission should review local zoning petitions and forward recommendations to Adams County for consideration. Although the County makes the decision on the zoning petition, the Town has veto authority over zoning changes approved at the county level. The Comprehensive Plan should be cited at the basis for all Town zoning actions, including review and recommendations to the County Board and exercise of veto power.

Additional tools and approaches can be utilized by the Town to achieve the goals of the plan. These include but are certainly not limited to the following: land division ordinance, official mapping, fee simple land acquisition, easements, deed restrictions, land dedication, and ordinances or programs regulating activities such as building permits, erosion control, or

septic pumping, etc. The Town should consider these tools as needed.

Recommendation 4:

Amendments to this Plan may include minor changes to the plan text or maps, and or major changes resulting from periodic review. Wisconsin Law requires that the same process used to adopt the plan will be used to make any amendments. The steps are outlined below:

- €# An amendment or change may be initiated by either the Town Board or Plan Commission, a request from a resident, or may result from a regular review of the plan.
- €# The Plan Commission prepares the specific text or map amendment being considered, holds a public meeting and votes to recommend approval or disapproval of the proposed amendment, by resolution to the Town Board.
- €# A copy of the proposed Plan amendment is sent to all affected government units, including Adams County.
- €# Town Clerk publishes a 30-day Class 1 notice announcing a Town board public hearing on the proposed changes.
- €# The Town Board conducts the public hearing and votes to either approve, disapprove or approve with changes, by ordinance.

Any approved changes are sent to affected government units, including Adams County. Frequent minor changes to accommodate specific development proposals should be avoided.

Recommendation 5:

Periodic updating of the plan is necessary to insure that it reflects the desires of the Town's residents. The Plan Commission should review the plan on an annual basis, and conduct an in-depth review of the plan every five years. At a minimum the plan must be updated every ten years.

The annual review should compare how decisions, especially land use related, made during the year relate to the goals, objectives, and policies of the plan. If decisions are inconsistent with plan, changes need to be made.

The update should consider the following to maintain consistency in the land development process:

- Š` Revision should be made to bring decision-making back in line with Plan's goals, objectives, and policies.

- Š The goals, objectives, and policies should be reviewed to ensure they are still relevant and worthwhile in the Town.

- Š New implementation tools should be considered to gain more control over decisions.

The above recommendations provide a general process for the Town to best implement the findings of this plan. The process to develop the plan consisted of countless hours of time from elected, non-elected staff and the general public; however, the ability to implement the plan lies with the Town Board. In the end, it is the Town Board's responsibility to uphold and promote this plan.

Consistency Among Plan Elements

The comprehensive planning law requires that the implementation element describe how each of the elements of the Comprehensive Plan shall be integrated and made consistent with the other elements of the comprehensive Plan. The nine sections (elements) of this Plan were prepared simultaneously to achieve integration and eliminate any inconsistencies between the different sections.

ATTACHMENT A

ADAMS COUNTY PLAN PROCESS

ATTACHMENT B
PUBLIC PARTICIPATION PLAN

ATTACHMENT C
COMMUNITY SURVEY

ATTACHMENT D
2000 CENSUS SUMMARY

ATTACHMENT E

POPULATION, HOUSEHOLD, EMPLOYMENT, & LAND USE PROJECTIONS

ATTACHMENT F

ADDENDUM TO TOWN OF ADAMS COMPREHENSIVE PLAN