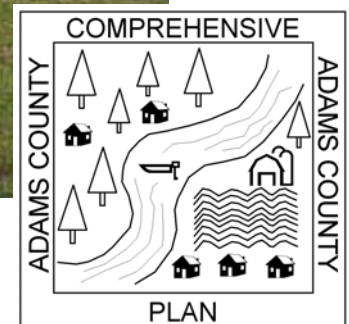


# VILLAGE OF FRIENDSHIP COMPREHENSIVE PLAN

**ADOPTED 2006**



**Prepared by:**

**North Central Wisconsin Regional Planning Commission**

## **VILLAGE OF FRIENDSHIP**

### Village Board

John Jones, President  
Chuck Spargo  
Tom Pierce  
Pela Steiner  
Ernie Klicko  
Mike Klein  
Jeff Marquardt  
Kathleen Pierce, Secretary/Treasurer

### Planning Commission

John Jones, Chairman  
Edward Szczesny  
Tom Pierce  
Pat Kierstyn  
Dave Steiner  
Patricia Brogan  
Mike Zant

Photo Credits: Village Plan Commission

**Draft March 2005**  
**Revised Draft January 2006**  
**Final Plan January 2006**  
**Adopted March 2006**

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

**VILLAGE OF FRIENDSHIP  
ORDINANCE NUMBER 2006-61**

**RECEIVED**

APR 19 2006

NORTH CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

STATE OF WISCONSIN  
Village of Friendship, Adams County

**SECTION I – TITLE/PURPOSE**

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

**SECTION II – AUTHORITY**

The Village Board of the Village of Friendship has authority to appoint a village 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 Village of Friendship must be in compliance with s. 66.1001 (4) (c), Wis. Stats. in order for the Village Board to adopt this ordinance.

**SECTION III – ADOPTION OF ORDINANCE**

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

**SECTION IV – PUBLIC PARTICIPATION**

The Village Board of the Village of Friendship 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 – VILLAGE PLAN COMMISSION RECOMMENDATION**

The Plan Commission of the Village of Friendship 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 Village of Friendship Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2) Wis. Stats.

**SECTION VI – PUBLIC HEARING**

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

**SECTION VII – ADOPTION OF VILLAGE COMPREHENSIVE PLAN**

The Village Board of the Village of Friendship by the enactment of this ordinance, formally adopts the document entitled Village of Friendship Comprehensive Plan Ordinance pursuant to s. 66.1001 (4)(c), Wis. Stats.

**SECTION VIII – SEVERABILITY**

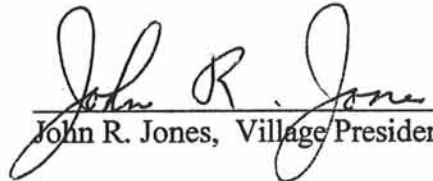
If any provision of this ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application and to this end, the provisions of this ordinance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

**SECTION IX - EFFECTIVE DATE**

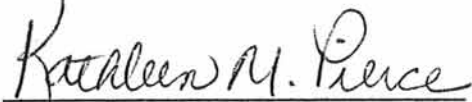
This ordinance is effective upon publication or posting.

The Village Clerk shall properly post or publish this ordinance as required under s. 60.80, Wis. Stats.

Adopted this 27<sup>th</sup> day of March, 2006 by a vote of 4 for, 0 against, 3 absent, 0 abstained.

  
\_\_\_\_\_  
John R. Jones, Village President

**ATTEST:**

  
\_\_\_\_\_  
Kathleen M. Pierce, Clerk/Treasurer

**Publication Date:** April 5, 2006

**RESOLUTION NO. 02-01-06**

**RECEIVED**

FEB 3 2006

State of Wisconsin)  
Village of Friendship)  
Adams County)

NORTH CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

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

Adoption of the Village of Friendship Comprehensive Plan.

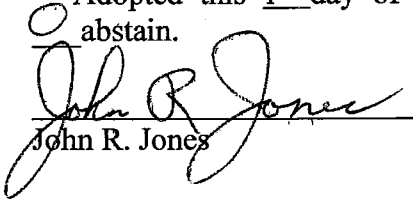
The Village of Friendship Plan Commission by this resolution further resolves and orders as follows:

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

In regards to this resolution, the Clerk shall record the vote of the Village Plan Commission in the official minutes of the Village of Friendship Plan Commission.

The Village Clerk shall properly post or publish this resolution as required under ss.60.80, Wis. Stats.

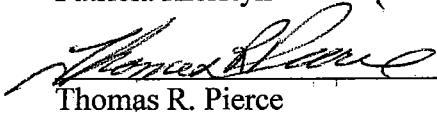
Adopted this 1<sup>st</sup> day of February, 2006 by a vote of 4 for, 0 against, 3 absent, 0 abstain.

  
John R. Jones

\_\_\_\_\_  
Patricia Brogan

  
Michael S. Zant

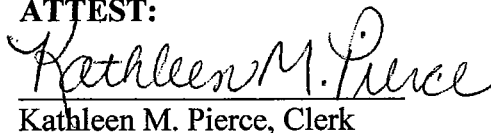
\_\_\_\_\_  
Patricia Kierstyn

  
Thomas R. Pierce

  
David Steiner

\_\_\_\_\_  
Edward G. Szczesny

**ATTEST:**

  
Kathleen M. Pierce, Clerk



# VILLAGE OF FRIENDSHIP

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ATTACHMENTS:

- A. Adams County Plan Process
- B. Public Participation Plan
- C. Community Survey
- D. 2000 Census Summary
- E. Addendum to Village of Friendship Comprehensive Plan

## Map 1 Location Map

## **1. ISSUES AND OPPORTUNITIES**

### **Background**

The Village of Friendship is a one-mile by one-mile village, slowly annexing to the east, located in the middle of Adams County, Wisconsin. The village is bounded by the City of Adams to the south and the Town of Adams to the north, east, and west. See the locational reference map.

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

### **The Planning Process**

The Village of Friendship 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 Commission has overseen the development of the plan. The Commission 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, and the City and Village in March 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 village an opportunity to express their views, ideas, and opinions on issues that they would like addressed on the future development of the village. Local officials use this input to guide policies and decisions with greater awareness of the public's desires and consensus. See Public Participation Plan in Attachment B.

### Community Survey

The Village of Friendship's Planning Commission sent out 295 community surveys to households and property owners in the village to obtain public input and guidance on issues and concerns citizens felt needed to be or should be addressed. Results of the Community Survey were tabulated and presented at an informational meeting. 88 surveys were returned for a response rate of 30 percent.

A summary of the survey is included in Attachment C.

The Village of Friendship conducted a survey of property owners in March of 2003 as part of the comprehensive planning process. A total of 295 surveys were sent out, of which 88 were returned for a response rate of thirty percent. The survey was divided into six general headings: Village impressions, waterfront development, housing, commercial & industrial development, a vision for the Village, and a section that asked for demographic information. Respondents were asked what they liked best and least about the Village, and whether they thought the Village should have a say in where growth occurs in the future. A positive response was in the majority, by roughly eighty to twenty percent, indicating support for land use planning in the community. To the question of what areas should be the focus of Village planning, 27 percent of responses selected land use and zoning, 26 percent mentioned commercial/industrial development, twenty percent mentioned long-range road repair, and just over ten percent mentioned shorelands. Roughly eight percent thought there should be more planning for police and fire protection.

Fifty-eight percent of respondents thought that lake frontage was developed at an acceptable level. The same percentage feel that residential development should be allowed on Friendship Lake and along Roche a Cri Creek, while 12.6 percent feel commercial or apartment/condo development should be allowed. Only half of a percent thought mobile home parks should be allowed on these bodies of water; with commercial and multi-family developments each receiving support in about twelve percent of responses. Support for continuing the practice of setback averaging in shoreland areas split, with a narrow majority (54% to 46%) supporting the continuation of setback averaging.

When asked what kind of residential development should be encouraged by the Village 19 percent of responses mentioned single-family homes and thirteen percent singled out elderly housing, while roughly nine to ten percent mentioned condos, apartments, duplexes, subdivisions, manufactured homes and low income housing as types of development that should be encouraged. Respondents were given the option of choosing types of development that should be discouraged. Ten percent of these responses said low-income housing should be discouraged, and roughly five percent said subdivisions, apartments, condos and manufactured homes should be discouraged, and two percent would discourage duplexes and elderly housing. No one thought single-family homes should be discouraged.

Nearly a quarter of responses thought mobile homes and mobile home parks should be discouraged, while less than three percent thought this type of development should be encouraged. "Cluster development" was supported by only three percent of responses and eleven percent thought it should be discouraged. Similarly seasonal/recreational housing received only four percent of encouraging responses and nine percent of those who thought

it should be discouraged. Asked if the Village should develop standards for housing development eighty-four percent thought it should.

There was also very strong support (91%) for the Village involvement in attracting retail businesses, for aesthetic standards on commercial and industrial developments (88%), and for standards on business advertising signs (85%). In the written comments of respondents the single most commonly cited issue was the need to clean-up properties and enforce building standards. Developing trails was most commonly mentioned as the recreational use that people would like to see. Three issues were mentioned that subsequently emerged in discussions with the Land Use Planning Committee: the possibility of changing the County Fairgrounds; the redeveloping former County Highway garage site for residential use; and the role of retirees in the future of the Village. As one respondent put it, "I think in the future there will be a lot of retirees that could want to live in a nice quiet village like Friendship."

## **History**

The Village of Friendship had its origins as a waterpower site. In 1857 Luther Stowell and William Burbank established a gristmill at a spot on Little Roche a Cri Creek at the foot of what was at that time known as Rocky Rock. They named the settlement Friendship after their hometown in New York. Friendship soon eclipsed other similar villages located along Little Roche a Cri Creek after Stowell and other villagers offered to build a new courthouse if voters approved moving the county seat from Quincy, which happened in 1858.

As the seat of the County government, the Village of Friendship became more important in the life of Adams County. The Village was home to such prominent local citizens as Dr McGowan and Solon Wesley Pierce who was a state legislator, Civil War veteran, County judge, and the County Attorney for twenty-six years. He was also publisher of the *Adams County Press*. The Village of Friendship is the site of the longest continuously operating post office in the county.

By the turn of the twentieth century Friendship was still unincorporated and the smallest county seat in Wisconsin. Adams County also was the last county in the state to receive railroad service. The Milwaukee Road skirted the county to the south, crossing the Wisconsin River at Kilbourn (Wisconsin Dells) in 1857, and extended its line to Necedah in 1872, headed north. The Chicago & Northwestern extended its line east to Necedah and built a bridge across the Wisconsin River in 1882. The Wisconsin Central ran north from Portage to Steven Point, roughly along the route of I-39, with a depot at Liberty Bluff. An improved wagon road, which evolved into a state road and what is today County Road J, provided access to Friendship.

When a proposal to complete the "Princeton line" connecting the Chicago & Northwestern line between Necedah and Princeton was put forward significant opposition developed. This led to an incident where a petition that was filed by railroad supporters, calling for the County to issue bonds to buy \$100,000 in railroad stock, was stolen from the "stone house" where County records were kept. Even after the petition was recovered a circuit court judge determined that over half of the signatures were invalid because they were not voters.

Some signers were ineligible to vote because they were women, others because they were dead. Still preliminary surveys and land acquisition took place, including a depot site in the vicinity of what is today Rosenberry Funeral Home and the McGowan House Museum. But the line was never built.

A number of proposals for rail lines through the county were floated all requiring some form of support from the County, including an electric railroad powered by the new dam at Kilbourn. But in the end the Chicago & Northwestern used its own money to build a new connecting line from north of Milwaukee to Necedah, and passing right through Adams County. The 1893 survey that had been done for the Princeton Line passed right through Friendship, but when the final survey was done for the new railroad it passed “one mile south of the village.” Stories of the C&NW changing the route of the railroad in order to avoid land that several prominent village resident offered at perhaps too high a price are staples of county lore; or perhaps it was that there was not sufficient dry land to support the extensive switching yard that the railroad had planned available closer to the village. In any case when, after fifty years, the railroad finally came to Friendship it didn’t actually come there at all.

When the new line opened on December 12, 1911 it was assumed that Friendship would expand south to reach it. At an earlier time a spur line to serve Friendship had been promised and this might have been what inspired Frank Wrchota in 1912 to build the largest hotel in the county a mile from the railroad in the center of Friendship. In that same year the County Board decided to build a new courthouse on the site of the old one despite an offer of free land near the new railroad depot. In the next year the new Village of Adams was chartered. Adams grew to the south of Friendship to serve the railroad, and access to the railroad eventually led to Adams growing larger than Friendship and becoming a center for industry reliant on access to rail.

Over the last century the Village of Friendship has continued to grow and change together with its friendly rival to the south. Each has taken on a unique character, but Friendship has retained more of the historic character it has as seat of government and one of the oldest settlements in the county. It benefits from both a picturesque setting and large stock of historic buildings. Of eighty-one historic buildings identified in Adams County sixty-five are in the village. In many ways the history of Adams County is embodied in the Village of Friendship more than in any other area of the county.

### 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 Village of Friendship and Adams County.

## Demographics

### A. Population

The Village's population has grown slowly over the last ten years according to the Census. As displayed in Table 1, the Village experienced a 7 percent increase between 1990 & 2000. Meanwhile the county grew at 27 percent over the same time period. All of the surrounding towns grew at greater rates, with the exception of the City of Adams, which grew at the same rate. Between 1990 and 2000, Friendship added 53 persons. The village is about 4 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. For the 2003 estimates, all of the municipalities, including the county were expected to grow.

<b>Minor Civil Division</b>	1990	2000	2003	1990 - 2000 % Change	1990 - 2000 Net Change
Village of Friendship	728	781	774	7%	53
City of Adams	1,715	1,831	1,841	7%	116
Town of Adams	1,170	1,267	1,282	8%	97
Town of Preston	1,057	1,360	1,418	29%	303
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 village would expect about a 7 percent increase in population over the next ten years. Thus, 55 additional persons would reside in the village. However, if the village grew at the same pace as the county it would expect about 211 additional residents.

### B. Age

The age trend in the Village of Friendship is significantly different than in the city, the county, the state, or in the surrounding towns. Since 1980 the median age in the village has gone down by nearly fifteen years. During that same period the median age in the county went up by five years, and in the Town of Preston it went up by over ten years. The number of people aged 65 and older that lived in the village decreased from 240 in 1990, to 156 in 2000, a decrease of 35 percent. Currently the population of the village is 28.3 percent under the age 20 and 22.7 percent over the age of 65. There are also 27.6 percent of the population between the ages of 25 and 44. This is the opposite of the trend in the rest of the county where the population is aging. The extremely high median age in 1980 indicates a very old population, and in fact in 1980 38 percent of the population was over 65 and only eighteen percent were under 18. Perhaps most significant, where the population in 2000 was split roughly 51 to 49 percent men to women, in 1980 the village was fifty-nine percent female.

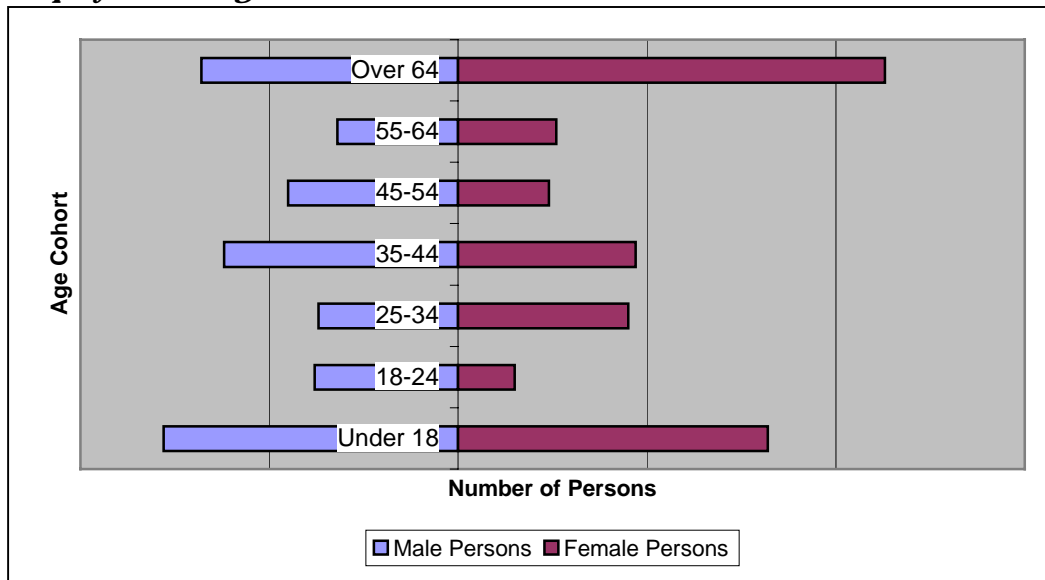
**Table 2: Median Age**

Minor Civil Division	1980	1990	2000	1990 - 2000 % Change	Net Change Change
Village of Friendship	54.4	44.2	39.7	-10.2%	-14.7
City of Adams	31.9	35.2	38.7	9.9%	6.8
Town of Adams	33.0	36.8	42.4	15.2%	9.4
Town of Preston	33.7	40.7	44.4	9.1%	10.7
Adams County	35.8	40.1	44.5	11.0%	4.4
State of Wisconsin	27.0	32.9	36.0	9.4%	3.1

Source: U.S. Census

Twenty-five years ago the village had a large cohort of elderly women, probably widows. Today the population is more balanced with more families and children (60% family households, nearly half with children), and more than a quarter of the population between 25 and 45. The ways that the age makeup has changed over this period promises a brighter future for the Village of Friendship.

**Display 1: 2000 Age Cohorts**

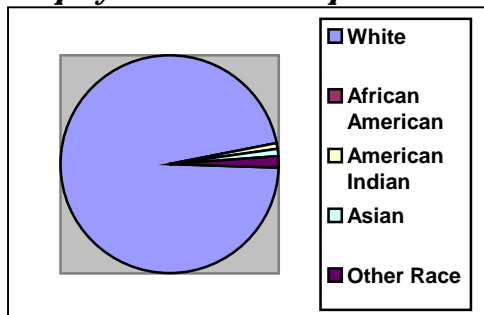


Source: U.S. Census

C. Race

In 1990, 708 of the village's 724 residents were white, 4 were American Indian, 2 were Asian, and 10 some other race. In 2000, 686 of 712 residents listed themselves as white, 6 as American Indian, 8 as Asian, 1 as African American, and 11 as some other race. Display 2 shows the race of residents in the Village of Friendship as a percentage.

**Display 2: Race Makeup**



#### D. Educational Level

Educational levels in 1990 showed that 527 had completed high school and of those 527, 74 had some college, 29 had associate degrees, 24 had bachelor degrees and 7 had graduate or professional degrees. The 2000 Census showed that 499 had completed high school and of those 499, 91 had some college, 15 had associate degrees, 32 had bachelor degrees and 4 had graduate or professional degrees. Only those 25 years of age and older are reflected in these statistics. Table 3 provides a summary of educational attainment in the Village of Friendship, Adams County, and the State.

**Table 3: Educational Attainment, Persons Age 25 and Older, 2000**

<b>Educational Attainment Level</b>	<b>Village of Friendship</b>	<b>Adams County</b>	<b>State of Wisconsin</b>
Less than 9 <sup>th</sup> Grade	15.2%	7.0%	5.4%
9 <sup>th</sup> to 12 <sup>th</sup> Grade, no diploma	13.0%	16.4%	9.6%
High School Graduate	43.3%	41.9%	34.6%
Some College, no degree	18.2%	19.9%	20.6%
Associate Degree	3.0%	4.9%	7.5%
Bachelor's Degree	6.4%	6.5%	15.3%
Graduate or Professional	0.8%	3.4%	7.2%

Source: U.S. Census

The Village of Friendship has a higher percentage of high school graduates as a level of educational attainment compared to the county and the state. It does have the highest percentage of persons with less than 9<sup>th</sup> grade attainment and no diploma, which could be a result of having such a large percentage of residents over 64, since they are the bulk of this category. The village compared to the county and state has a lower percentage of persons with some college, an associate degree, a bachelor degree, and graduate or professional degree.

#### E. Households

The number of households in the village has grown by 2.4 percent, from 251 in 1990 to 257 in 2000. Of the 257 total households, in 2000, 61.1 percent were family households, while the other 38.9 percent were non-family households. Forty-four percent were married couple households.

Thirty-nine percent of all households included someone 65 years old or older, while thirty-one percent included someone 18 or younger. The average household size was 2.31 people.

#### F. Employment

Between 1990 and 2000 the village's employed residents decreased 12.4 percent, from 258 to 226. The two employment sectors with the most employed in 1990 were Manufacturing and Retail Trade. That changed drastically in 2000, with Educational, Health, & Social Services and Arts, Recreation, Entertainment, Accommodation, & Food Services as the top two. Manufacturing was the third most employed sector and Retail Trade was the sixth. In 1990,

21 people reported they were unemployed, 7.5 percent of the labor force, and in 2000, 25 people reported they were unemployed, or 9.9 percent of civilian labor force.

**Table 4: Total Employed**

Minor Civil Division	1990	2000	1990-2000 % Change
Village of Friendship	258	226	-12.4%
City of Adams	668	691	3.4%
Town of Adams	500	632	26.4%
Town of Preston	372	572	53.8%
Adams County	5,640	7,847	39.1%

Source: U.S. Census

G. Household Income

The 1999 median household income in the village was \$24,615, which was less than both Adams County and the State, which were \$33,408 and \$43,791 respectively. When adjusted for inflation household income actually went down by twelve percent.

**Table 5: Median Household Income**

Minor Civil Division	1990	2000	Adj. Net Change*	% Change*
Village of Friendship	\$21,058	\$24,615	-\$3,588	-12.7%
City of Adams	\$19,263	\$26,250	\$451	1.7%
Town of Adams	\$20,994	\$34,286	\$6,626	24.0%
Town of Preston	\$22,417	\$33,491	\$3,956	13.4%
Adams County	\$21,548	\$33,408	\$5,019	17.7%
State of Wisconsin	\$29,442	\$43,791	\$10,891	37%

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

Of the 256 households in the village, 130 reported incomes less than \$24,999 and only 12 had incomes above \$100,000. At the same time that inflation-adjusted household income went down per capita income grew by over a quarter, significantly faster than in the city or the county. This indicates smaller household size.

**Table 6: Per Capita Income**

Minor Civil Division	1990	2000	Adj. Net Change*	% Change*
Village of Friendship	\$8,773	\$14,773	\$3,023	25.7%
City of Adams	\$10,143	\$14,744	\$1,159	8.5%
Town of Adams	\$9,331	\$18,225	\$5,931	48.2%
Town of Preston	\$10,347	\$19,117	\$5,485	13.4%
Adams County	\$11,945	\$17,777	\$2,039	13.0%
State of Wisconsin	\$13,276	\$21,271	\$6,068	45.7%

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

Over twenty three percent of this population is below the poverty rate. The Village of Friendship is alone among the city, the county and surrounding towns in having its poverty rate go up. The clearest indicator of the nature of this poverty is that over half of female-headed households are below the poverty line, and forty percent of children ages five to seventeen live in poverty.

<b>Table 7: Poverty Rate (%)</b>		
Minor Civil Division	<b>1989 Poverty Rate (%)</b>	<b>1999 Poverty Rate (%)</b>
Village of Friendship	18.8%	23.4%
City of Adams	18.0%	13.1%
Town of Adams	19.4%	9.0%
Town of Preston	14.6%	9.6%
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 village.

In early 1995 NCWRPC conducted a nominal group process at the request of the Village. Twenty-one residents participated, and were divided into two groups. The group identified problems and concerns, as well as opportunities for the Village. Through a process discussing and voting on the issues the entire group was able to settle on a list of the top five problems/concerns, and opportunities.

##### Problems/Concerns

- Lack of Planning for the Future: this included concern about the need to update the zoning ordinance, adopt a land division ordinance, and address issues surrounding annexation.
- Storm/Sanitary Sewer and Water Issues: a need was seen to develop a sewer/water plan for the Village, develop secure funding for water/sewer improvements, increase storm sewer coverage, and improve water delivery systems within the village.
- Lack of Parking Downtown: parking on Main Street was seen as a problem, especially in the area around the Courthouse.
- Parks and Recreation: concern was expressed about the quality of Friendship Lake, integrating Friendship Mound into the parks system, and the need for more green space along Main Street.
- Intersection Obstruction/Access onto Highway 13: a number of intersections (County Road J, North Street, 3<sup>rd</sup> Street) were cited as difficult places to cross/enter traffic on State Highway 13.

### Opportunities

- Quality of Life: the physical setting and clean natural environment were seen as positive assets for the village, as was the local hospital, nursing home, clinics and schools, all of which make the village a good place to live.
- Potential for Growth: citing the heavy population growth taking place in the county and the availability of land at reasonable cost, there was seen to be a good chance that the village could share in the growth taking place in the rest of the county.
- Regional Recreation Area: with the continuing increase in visitation to Wisconsin Dells and the development taking place along Lakes Petenwell and Castle Rock, the village was seen as well positioned to act as a hub for recreational activities in the future if the proper assets are developed there.
- Village is an Ideal Retirement/Bedroom Community: because of its low cost of living, quality schools and health-care facilities, and natural environment the village has potential to attract both retirees and families looking for affordable housing.
- The Rejuvenation of Main Street: the revitalization of business along Main Street and the stock of historic building has the potential to breath new life into the center of the village.

In discussions of future land use within the village the Planning Commission expressed the belief that commercial use should be increased along main Street, County J, and North Avenue across from the shopping center. Residential development should take place both to the east and west of the village. The probable direction for any annexation is toward Friendship Lake, where failed septic systems are likely to create a demand for sewer and water service in coming years.

The potential to redevelop the site of the former County Highway garage for residential use is subject to resolution of brownfield issues. The primary obstacle is the existence of underground storage tanks as well as some soil contamination that may be in the area. The location within the prime residential area of the village with full utility service offers an excellent opportunity for infill development, once the environmental questions are resolved.

Another redevelopment opportunity that the Planning Commission perceived is the County Fairgrounds, adjacent to the hospital and Little Roche a Cri Creek. Although the County has not expressed an intention to relocate the Fair, there has not been a significant level of investment in the facility in recent years. It was felt that, particularly in light of its waterfront location, the highest and best use for the property was more likely as some form of residential development.

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

### **A. NATURAL**

The village 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 is 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 27 acres in the town or 4.5 percent of the total acres. The major water body is the Friendship Lake and Little Roche a Cri Creek. 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 sewer pipes, and seepage from some types of mining operations 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 village.

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 affect 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 northeast part of the village and the Little Roche a Cri Creek runs through the village 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. In addition to roads, 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. In the village, the areas that are designated as floodplains by the Federal Emergency Management Agency (FEMA) are mainly adjacent to Friendship Lake and Little Roche a Cri Creek. See the Water Features Map.

Map 2 Water Features

Map 3 Soils

Map 4 Soil Limitations for Septic Tank Absorption Fields

## 2) Soils

As with most areas in Central Wisconsin, the Village of Friendship has a variety of soil types within the village. According to the 1984 USDA Soil Survey of Adams County, the soil patterns include scattered areas of Newson Loamy Sand (Ne), which is in most of the areas along the Friendship Lake and Little Roche a Cri Creek. Scattered between the creek and wetland areas are some significant areas of poor soils, which cannot be used for cultivating crops or construction of houses, include Algansee Loamy Sand (AlA) and Plainfield Sand [(PfB), (PfC), and (PfD)]. Some soils that potentially can be used as farmland include Brems Loamy Sand (BrA), Wyeville Loamy Sand (WeA), Delton Sand [(DeA) and (DeB)], and Meehan Loamy Sand (MoA). Brems Loamy Sand and Delton Sand are also suitable for construction of houses and with special precaution, can also be suitable for private onsite waste water treatment systems. See the Soils Map.

Soils are an important natural resource. Knowledge of the potential uses and/or imitations 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 with Limitations Map.

## 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 *NCWRPC GIS Inventory*, of the 588 acres of land in the Village of Friendship 131 acres, or 22.28 percent, are forests. 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 program. 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 about Managed Forest Law exists in the Natural Resources element of the Adams County Comprehensive Plan.

Map 5 Woodlands

Map 6 Prime Agricultural Soils

## **B. AGRICULTURAL**

According to the *NCWRPC GIS Inventory*, the Village of Friendship is 2.89 percent agricultural. The report also found that 22.28 percent of the village was in forest cover and 0 percent is wetlands. There are no active farms in the village

## **C. CULTURAL**

There are sixty-two structures in the village that are on the Architecture and History Inventory. Fifty-three of these structures are houses mostly built in the late 1800's or early 1900's, with numerous different styles. The Adams County Courthouse is in the neoclassical style built in 1913, and the Hotel Wrochota in the second empire style built in 1912. There are also several original homes and buildings in the village, which have not been examined for inclusion on the Inventory.

The most outstanding cultural asset in the village is the McGowan House, which houses the Adams County Historical Society. Built in 1889, this Gothic Revival style home has been painstakingly restored to reflect how it would have been when Dr. McGowan operated a home-office there. After Dr. McGowan's death his wife and family continued to live in the house for many years, until it was finally donated to the County. When STH-13 was widened the building was moved slightly north on the lot to its current site. Preliminary assessments done at the time by DOT stated that the house is a strong candidate for listing on the National Register of Historic Places.

In addition to holding regular museum hours during the summer the Historical Society maintains extensive archives in the building and has conducted the annual Pinary Road Days each year in Friendship Village Park. Although there are many activities that take place during the festival, the most prominent is the Buckskinners teepee encampment along Roche a Cri Creek. Participants in this activity cook over campfires and exhibit the skills and crafts of the pioneer era in period dress.

### Goals:

1. Protect natural areas, including wetlands, wildlife habitats, ponds, woodlands, open spaces and groundwater resources.
2. Protect economically productive areas, including farmland and commercial forest.
3. Preserve cultural, historic and architectural sites.
4. Build community identity by revitalizing Main Street and enforcing design standards.

Objectives:

1. Special care should be taken to safeguard the water quality in Friendship and to protect it from the negative impact of shoreland development.
2. Friendship Mound should be recognized as a scenic and cultural asset to the village and efforts made to protect its natural value, including any redevelopment plans for the ski hill.
3. Seek methods to improve the appearance and economic viability of the commercial buildings along Main Street.

Policies:

1. Consider the need in the future to extend sewer and water service to properties along the shore of Lake Friendship, where failing on-site disposal systems may endanger water quality.
2. Seek National Register of Historic Places status for the McGowan House
3. Consider the implementation of a façade restoration program or Business Improvement District as a way of upgrading downtown businesses.

### 3. HOUSING

#### Previous Studies

“Wisconsin State Consolidated Housing Plan”

The Consolidated Housing Plan is required by the Department of Housing and Urban Development (HUD) in the application process required of the State in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants, and Housing Opportunities for Persons With AIDS. “The Consolidated Plan provides the framework for a planning process used by States and localities to identify housing, homeless, community and economic development needs and resources and to tailor a strategic plan for meeting those needs.” This is how the Department of Housing and Urban Development (HUD) website ([www.HUD.gov](http://www.HUD.gov)) describes the Consolidated Plan, which consists of a 5-year strategic plan, annual action plans, and annual performance reports, the Plan must be updated annually.

The Consolidated Plan has five parts: (1) an overview of the process; (2) a description of public participation; (3) a housing, homeless, community and economic development needs assessment; (4) long-term strategies to meet priority needs; and (5) an action plan. The Division of Housing and Intergovernmental Relations (DHIR) prepares the Consolidated Housing Plan, and is focused on low-income and special needs populations.

The Consolidated Plan, in assessing housing needs, looks at a number of different factors that are significant components of the housing picture. Housing affordability is a primary consideration. According to federal guidelines a family should not have to spend more than thirty percent of its income on housing. Using this standard “...households in the low-income range have great difficulty finding adequate housing within their means and that accommodates their needs...an individual in Wisconsin would need to earn \$10.44 per hour to afford the fair market rent unit at 30% of income.” This presents a particular problem for the working poor, many of whom earn little more than the federal minimum wage of \$5.15 an hour.

The gap between wages and housing costs is only made worse by the shortage of affordable housing units. “Despite overall economic prosperity state-and nationwide, community and housing resources are becoming more scarce. If the dwindling resources are not as a result of appropriation cuts, it is then because of significantly increasing needs.” Bearing in mind that this report was prepared in 2000, it is safe to assume that the situation has not improved significantly. Recent economic conditions have been unlikely to reduce the need for affordable housing, and the supply has probably not kept pace.

Other factors than the construction of new housing units affect the quality and availability of housing as well. Just as the difficulty of providing affordable housing to low-income families can be stated in terms an hourly wage, there is more involved in a well-housed community than the number of housing units.

“The resounding need stressed is for community housing, public facilities and economic development professionals to give greater weight to the interrelationships between these components. Without adequate infrastructure, housing quantity and quality suffers. Without adequate infrastructure, economic development is limited.”

The State Consolidated Housing Plan (CHP) is primarily focused on how government action can address special needs, not on the workings of the private housing market. “The focus of activities and strategies described in the Plan primarily address meeting the evolving needs of low and moderate-income persons, including persons of special needs requiring targeted assistance.”

#### “ Adams County Community Resource Team Report”

In September of 2002 Wisconsin Rural Partners organized a Community Resource Team that, over a week of intense study, provided a “big picture” assessment of Adams County. The Team identifies a number of issues involved with housing. They point to a need for low-income housing within the community and that efforts should be increased to make it available. They highlight the issue of substandard mobile homes and obsolete septic systems, and the need repair or replace them with safe and sanitary units. A growing homelessness problem is seen in the county that must be addressed. There is also a need for financial literacy programs that can help low-income families to improve their credit and move toward housing self-sufficiency. The Team also makes recommendations that can be incorporated into the comprehensive planning process to address the range of housing issues faced by the county and the village.

### **Issues**

#### Affordability

According to the 2000 Census 16.94 percent of Adams County households reported incomes below \$15,000 per year, and 35 percent of county residents have incomes below \$25,000. In the village over 23.5 percent have incomes below \$15,000 and more than half of residents earn less than \$25,000 per year. For many of these people this poses a difficulty in paying for decent, safe and sanitary housing. For 42.3 percent of renters and 17.3 percent of homeowners in the village this means that they must spend more than thirty percent of their income on housing. This fits a pattern throughout rural America,

“...even though many low-income rural homeowners work full time, they may still spend a high percentage of their monthly income on housing and be unable to afford to bring their residences up to code...25 percent of all rural households were ‘cost-burdened,’ meaning they spent more than 30 percent of their income on housing.” (Freidman, p.2)

The National Low Income Housing Coalition assembles a yearly list of estimates of the income required to afford housing using this “cost-burden” standard for localities across the country. This report focuses on rental housing, but can be broadly applied to owner-occupied housing as well. The report calculates that for the state as a whole a full-time worker must earn \$11.63 an hour in order to be able to afford a two-bedroom apartment. For the non-metro areas of the state the comparable figure is \$8.93. In Adams County a full time worker must earn \$8.40 per hour to afford the two-bedroom apartment. For a worker earning minimum wage this means working 65 hours every week to afford that apartment.

Although, housing prices rose across the country, they rose faster in non-metropolitan than in urban areas – 59 percent compared to 39 percent. The median home value rose by 55 percent in Adams County during the 1990s and nearly forty percent in the village. Generally low wage rates, the tendency for banking overhead expenses and mortgage interest rates to be marginally higher in rural areas, and the increase in housing values all combine to make housing less affordable for rural, low-income residents.

What can be done to address this problem? A number of programs are available to local governments that offer funding to provide affordable housing units. These are listed below (there are currently federal budget proposals that could lead to major revisions of many of these programs). But there is a need also to seek solutions that will yield an increase in affordable housing units through market-based mechanisms. One method put forth to increase housing affordability is a simple change to zoning codes that would permit accessory dwelling units, otherwise known as “granny flats”. These units, often an apartment above a garage or in a basement “can provide affordable rental housing options, especially for young or elderly singles.” (Nelson, P. 2) Current zoning in the Village of Friendship, for example, permits residences as small as 720 square feet (mobile home) in the R-1 district, but allows only single-family dwellings and limits accessory uses to those “customarily incident” to them including garages. By adding accessory dwelling units, perhaps as a conditional use, to this district housing options for low-income residents could be expanded and homeowners given another source of income.

One of the more persistent objections to multi-family housing, and to accessory dwelling units, is that apartments compromise the property values of single-family dwellings. In recent years evidence has emerged that, rather than diminishing the value of single-family housing, well-designed and maintained multi-family housing can increase the value of nearby neighborhoods.

Local governments can take actions to foster affordable housing. An affordable Housing Trust Fund is one such alternative. Funding can come from special fees, often on real-estate transactions or late property tax payments. A Small Cities CDBG housing grant could form the basis for a revolving loan fund, where as loans to improve the quality of housing are paid back that money would be lent out again to provide more and better quality housing for low- and moderate-income residents.

The Low Income Housing Tax Credit (LIHTC) may be the most prominent new source of funding for affordable housing over the last decade and a half. Investors who allocate a number of units as affordable to low-income families for a certain period (usually 15 years)

are allowed to take a credit on their income tax. There are 24 housing units that utilize the LIHTC in the county none are located in the village.

### Elderly/Retiree Housing Needs

Adams County and the Village of Friendship are aging, and not just as a result of residents getting older. The county is getting more and more older people who move there to retire. Adams County has been identified as one of a number of counties around the country that is particularly attractive to residents looking for a place to retire (Johnson, 2002). During the 1990s Adams was the third fastest growing county in Wisconsin. This influx of seniors has a number of results: it obviously has increased the population and led to the construction of many new housing units; it has raised the median age in the county; and it has brought many new residents into the county from a number of different backgrounds and with personal assets that have expanded the local economy. In one way though, it has introduced a different dynamic into the county from its rural-agricultural past. This change creates a special set of housing issues.

Although the village grew at a much slower rate, and is actually shown to have lost population in the last several years, if growth within the county continues at its current pace there is a strong likelihood that the Village will have an opportunity to position itself to capture a part of the retirement market. In order to do this effectively it's necessary to assess the assets the Village possesses that can be used to draw more retirees.

Around the country a number of local governments have made a conscious decision to make it part of their economic development strategy to attract retirees (Goldblatt). As in Adams County these new residents bring new resources to the community; they can provide growth to what had been stagnant rural economies; and have led to job growth in other sectors that capitalize on the same amenities that draw people to a community looking for a retirement home. The coming retirement of the baby boom generation, the first of who turn 65 in less than five years, will bring a new influx of retirees to the places that seek to serve this growing market.

There are indications that this new generation of seniors will have different needs and desires in housing than previous retirees.

“And, many developers now realize that retirees want more than just shuffleboard... (they offer) top-of-the-line fitness equipment, a spa, and restaurant-style dining room... concierges, and an assortment of classes, and walking trails... (he) compares it to living on a cruise ship.” (Scherer)

It is not for the Village to provide the amenities demanded by retiring baby boomers, that is a challenge for the private sector. But if the Village is serious about marketing itself as an attractive alternative for retiring boomers then it needs to look at an integrated approach to the kind of public services that go along with an increase in the aging population. As people age they have more need for specialized services. The most obvious of these is for health care, but there is a more subtle relationship between an aging population and their housing needs.

As our physical capacities diminish it can become more of a challenge to perform the basic tasks of maintaining a household. “Aging in place” is the phrase used to describe how a person is able to remain in their home as they age. Sometimes the support a person needs to remain in her home can be as simple as someone to help with the yard-work, cleaning, or shopping. Sometimes it can mean having a home health-care worker visit a few times a week to assist with medications or physical therapy. Almost always such services are cheaper than moving that person to a more structured living situation. Whether and how these services, that permit seniors to age in place, are provided is thus a housing issue.

What is required is an integrated view of senior housing. It involves more than just a place to live; it involves a way to live in the place where you are. This is the message that comes from the Commission on Affordable Housing and Health Facility Needs for Seniors in the 21st Century, which was appointed by Congress to look at issues surrounding the coming retirement of the baby boom generation. They identify this need to age in place as a central problem to be addressed.

“The Senior Commission believes that all older Americans should have an opportunity to live as independently as possible in safe and affordable housing and in their communities of choice. No older person should have to sacrifice his or her home or an opportunity for independence to secure necessary health care and supportive services.” (Commission, p. 7)

Among the Commission’s strongest recommendations is the need to look at housing and health care needs of seniors in a holistic manner. “The most striking characteristic of seniors’ housing and health care in this country is the disconnection between the two fields.” (p. 27) Creating a linkage between housing policy and the kinds of supportive services that can keep seniors in their homes longer can go a long way to making Friendship an attractive alternative for people looking for a place to retire. And it’s not just a matter of subsidies to low-income individuals. “A senior with financial resources may navigate these passages more easily than one without, but in many instances, particularly in rural areas, the shelter and care options may simply not exist at any price.” (p.28) The availability of health care and the kind of supportive services that will help them stay in their retirement “dream home” can be the deciding factor in these choices. So in implementing policies directed at fostering the village as a retirement destination care must be taken to ensure that the full range of considerations – housing, health care, supportive services and amenities – that will attract these residents be integrated into a coherent whole.

### Manufactured Housing

One of the most widely used and easily available forms of affordable housing is the manufactured home. Generally known as “mobile homes” or “trailer homes”, manufactured housing has been subject to regulation by the Federal Government since the implementation of the “Manufactured Home Construction and Safety Standards” or “HUD-Code” in 1976. Manufactured housing has evolved from the “travel trailer”, which is built primarily to be towed behind vehicles, they were lightweight and compact, generally metal clad, and

intended to be moved repeatedly from place to place. Over time these structures became larger and often located permanently, either in a mobile-home park or on an individual lot.

The passage of the federal legislation mentioned above, which took effect June 15, 1976, established the preeminence of federal authority in the regulation of what have come to be known as manufactured housing. Under this legislation the federal government established standards and inspection mechanisms for all factory-built housing, and dictated that after its effective date all regulation of manufactured housing must conform to those standards. The inspection of the manufacturing process is meant to ensure the quality of housing built “on a chassis”. Since adoption of the HUD-Code a series of court rulings have established the preeminence of the federal standards.

In Wisconsin, the case of *Collins v City of Beloit*<sup>1</sup> is the most important precedent. In this case the City denied Collins a permit to install a manufactured home on a lot he owned, at first citing the Uniform Dwelling Code (UDC) and then the local zoning ordinance which required that all “mobile homes” be located in designated mobile home parks. The court overruled the City on both counts, stating that after June 15, 1976 any manufactured home was specifically exempt from the provisions of the UDC, and could not be described as a mobile home. It had been a specific provision of the federal act that any home manufactured after June 15, 1976 was not a mobile home and all references in federal law were to be changed to manufactured homes, and that local regulation of such units must conform exactly to the HUD-Code. The court found that there was no inherent characteristic of manufactured housing that distinguished them from site-built housing, and thus there was no reasonable basis under the police powers for justifying their exclusion from residential zoning districts.

This is not to say, however, that local governments cannot regulate manufactured housing to ensure that it compare favorably to site-built housing. Such characteristics as roof pitch, overhangs, roofing and siding materials, and building area can be regulated. Permanent installation on a foundation can be required. Design standards can be fairly specific, but are more likely to be upheld by the courts if they apply equally to all housing within a district. A Michigan court has upheld a standard requiring a minimum width of 24 feet. Mobile homes (built before June 15, 1976) may still be restricted to mobile home parks only.

Because of the economies of scale, savings in labor costs and process efficiencies possible for manufactured housing, “the most affordable housing on the market today, square foot for square foot, may be the factory-built house.” (APA) There are three basic types of factory-built housing: panelized, where windows and other building components are included in flat wall sections transported to the building site and assembled there; modular, where three-dimensional components are assembled on-site; and manufactured housing, where the entire house is assembled on a chassis in the factory and towed, in one or more parts, over the road and installed on a permanent foundation. Panelized and modular construction is subject to the UDC; manufactured housing is under the HUD-Code.

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<sup>1</sup> Case No. 92-CV-80, decided February 15, 1993

In recent years “developer series” manufactured homes have been developed that are virtually indistinguishable from site-built housing, but can be constructed for roughly 75 percent of the cost. Land-lease communities, which operate very much like the traditional mobile home park, where residents own the house, which is taxed as personal property not real estate, and rent the site and which can include many shared amenities, are another option. Manufactured housing offers a realistic alternative for providing affordable homes that can fit well with existing neighborhoods or be developed as new communities. Because of the federal oversight of the construction process today’s manufactured homes meet the highest quality standards while allowing for significant cost-savings that can make inroads into a community’s affordable housing problems.

The Village of Friendship was cited recently by AARP as one of the ten “best towns to live in a mobile home.” (AARP Bulletin, January 2005) Although the article doesn’t go into much detail, it describes Friendship and the others as “places with plenty of people age 50 and older and lots of upscale manufactured housing.” To be singled out in a national publication like this is an indication of the importance of manufactured housing in the local mix.

#### Subsidized/Special-needs Housing

There are 164 subsidized housing units in Adams County this is one unit for every 114 people. By contrast in Juneau County there is one unit for every fifty people. Nearly two thirds of these units are designated for the elderly. A third are for families and six are designed for the disabled. Whether this is sufficient is a matter of judgment. What is not open to question is that disabled and low-income citizens often require special housing accommodations. How best to meet these needs should be a focus of any planning process that the Village engages in.

All of the project-based units in the county were funded under the U.S. Department of Agriculture – Rural Development (USDA-RD) Section 515 program that supports the construction of multi-family housing for low-income residents. Under the program, which has been in operation in Wisconsin since 1969, USDA underwrites fifty-year mortgages at a one percent interest rate in exchange for an agreement to provide housing for low and very low-income residents. There are ten subsidized units in the Friendship Terrace, which is managed by the Adams County Housing Authority. All are elderly units that were financed through USDA-RD’s 515 program.

The other major housing subsidy program is the housing choice voucher program, commonly known as Section 8. Administered locally by the Central Wisconsin Community Action Corporation (CWCAC), eligible families are issued vouchers that they can use to secure housing in the private market. Having found a suitable housing unit, which meets minimum health and safety standards, where the owner has agreed to rent under the program, the eligible family uses its voucher to cover the part of the rent beyond the portion it pays, usually 30 percent of its income. The landlord receives a subsidy directly for the portion of the Fair Market Rent not paid by the tenant. The voucher-holder signs a lease for a term of, at least, one year and the landlord signs a contract with CWCAC, running concurrently with the lease. Eligibility for the program is generally limited to families with

incomes below 50% of the median for the county in which they reside. The program is open to any housing unit where the owner agrees to participate and where the unit satisfies the standards. Congress is considering replacing the current voucher program with a block grant to states. If enacted, eligibility criteria for the program may change.

Beyond the need for subsidized units a number of program alternatives are available to meet the needs of range of citizens. USDA-RD is focused on rural areas, and thus may be the most promising source of housing-related funding. It should be noted that proposals before the Congress could significantly change the way that aid is delivered to local governments. Below is a partial listing of programs available to localities:

- Section 502 Homeownership Direct Loan Program of the Rural Health Service (RHS) provides loans to help low-income households purchase and prepare sites or purchase, build, repair, renovate, or relocate homes.
- Section 502 Mutual Self-Help Housing Loans are designed to help very-low-income households construct their own homes. Targeted families include those who cannot buy affordable housing through conventional means. Participating families perform approximately 65 percent of the construction under qualified supervision.
- Section 504, the Very-Low-Income Housing Repair Program, provides loans and grants to low-income homeowners to repair, improve, or modernize their homes. Improvements must make the homes more safe and sanitary or remove health or safety hazards.
- Section 521 Rural Rental Assistance Program provides an additional subsidy for households with incomes too low to pay RHS-subsidized rents.
- Section 533 Rural Housing Preservation Grants are designed to assist sponsoring organizations in the repair or rehabilitation of low-income or very-low-income housing. Assistance is available for landlords or members of a cooperative.

The above programs are all available through USDA-RD to those who meet the income requirements. There are also programs through the Department of Housing and Urban Development (HUD):

- The HUD Self-Help Homeownership Opportunity Program finances land acquisition and site development associated with self-help housing for low-income families. Loans are made to the nonprofit sponsors of development projects and are interest-free. Portions of the loans are forgiven if promised units of housing are completed within a given period. These forgiven “grant conversion” funds may be used to subsidize future development projects.
- The HOME Investment Partnership Program aims to encourage the production and rehabilitation of affordable housing. HOME funds may be used for rental

assistance, assistance to homebuyers, new construction, rehabilitation, or acquisition of rental housing.

- The Small Cities Development Block Grant (CDBG) program is the rural component of HUD's Community Development Block Grant program, which is administered by state agencies. The state CDBG program provides assistance for the development of affordable housing and economic development efforts targeted to low- and moderate-income people.

The Low-Income Housing Tax Credit (LIHTC), like HOME, aims to encourage the production and rehabilitation of affordable housing. It provides an incentive for private entities to develop affordable housing. The credit reduces the federal taxes owed by an individual or corporation for an investment made in low-income rental housing. The amount of the tax deduction is tied to the proportion of low-income residents in the housing produced. The credit is paid out over 15 years to investors in the housing project. LIHTC provides funding for the construction of new buildings or the rehabilitation or conversion of existing structures. To qualify, a property must set aside a certain share of its units for low-income households. Currently only the Northland Adams Apartments located in the City of Adams (which also utilizes Section 515 funding) receive the LIHTC.

The Village has received a \$7,500 "fix-up" grant from WHEDA. Grant money can be used to make exterior repairs and improvements to owner-occupied houses in areas designated by the Village. In addition to roof repairs, window replacement and structural repairs, this money can also be applied to painting and other more "cosmetic" projects.

## Inventory & Trends

### A. Housing Units

After increasing by nearly ten percent during the 1980s the total number of housing units in the village has declined slightly in the 1990s. During the same period the number of housing units in the city grew at a steady rate, though slower than the growth rate in the county and state and much slower than surrounding towns.

Minor Civil Division	1980	1990	2000	1980 – 2000 % Change	Net Change
Village of Friendship	271	300	293	8.1%	22
City of Adams	730	791	846	15.8%	116
Adams	417	721	862	106.7%	445
Preston	471	844	992	110.6%	521
Adams County	6440	12,418	14,123	26.4%	1,705
State	1,752,969	2,055,774	2,321,144	15%	265,370

Source: U.S. Census

### B. Year Built

The Village of Friendship has a significantly older housing stock than the county generally or than the surrounding towns. The building age is much more comparable to the housing stock in the city or in the state. For the state overall 43 percent of housing units were built before 1960, in the city 44 percent are that age, and in the village 49 percent were built before 1960. This is to be expected since the Village of Friendship is the oldest remaining settlement in the county. The age of the housing stock presents both a challenge and an opportunity. Older buildings require higher levels of maintenance and their design may not be as up-to-date as newer buildings, but the level of craftsmanship and the quality of materials is hard to replicate in modern construction. The historic ambiance that goes along with a more established community can be an intangible asset that the Village may be able to exploit in its development efforts.

Minor Civil Division	<1940	%	1940-59	%	1960-79	%	1980-99	%	Total
Village of Friendship	64	22%	80	27%	81	28%	68	23%	293
City of Adams	241	28%	137	16%	265	31%	203	24%	846
Adams	76	9%	63	7%	312	36%	411	48%	862
Preston	43	4%	126	13%	406	41%	417	42%	992
Adams County	1,281	9%	1,073	8%	5,285	37%	6,484	46%	14,123
State	543,164	23%	470,862	20%	667,537	29%	639,581	28%	2,321,144

Source: U.S. Census

### C. Type of Housing

Single-family residences, at 73 percent of the housing stock, are the dominant housing type in the Village of Friendship, as they are in the city, the county and the state. Duplexes are more common in the village than in the city or the county, but make up slightly less of the housing stock than in the state as a whole. Apartments, in complexes of less than twenty units, make up slightly less of the housing stock than in the city or the state. The most notable difference is that in the village, and in the city, ten percent of housing units are mobile homes, according to the Census. Although this is well below the more than one quarter of housing units in the county<sup>2</sup> that are mobile homes it is two and a half times the percentage for the state.

**Table 10: Housing Type**

Minor Civil Division	Single Family	%	Duplex	%	3 to 19 Units	%	Over 20 Units	%	Mobile Homes	%	Other
Village of Friendship	213	73%	16	5%	33	11%	2	1%	29	10%	0
City of Adams	560	66%	21	2%	106	13%	71	8%	88	10%	0
Adams	509	64%	4	0%	4	0%	0	0%	284	35%	61
Preston	710	72%	2	0%	0	0%	0	0%	276	28%	4
Adams County	9,724	70%	76	1%	267	2%	75	1%	3,748	27%	233
State		69%		8%		12%		6%		4%	2,703

Source: U.S. Census

### D. Value

The median value of an owner-occupied home in the Village of Friendship is roughly three-quarters of the median value for the county. The median value in the village has remained slightly above the median in the city throughout the period but both are well below median values in surrounding towns. As in most rural areas all are well below the state median value.

**Table 11: Median Home Value**

Minor Civil Division	1980	1990	2000	1980 - 2000 % Change	1980 - 2000 Net Change
Village of Friendship	32,500	43,800	64,100	97.2%	31,600
City of Adams	27,500	36,100	58,200	111.6%	30,700
Adams	32,500	42,400	82,600	154.1%	50,100
Preston	37,500	52,700	86,500	130.6%	49,000
Adams County	32,500	46,500	83,600	165.5%	53,800
State	45,000	62,500	112,200	149.3%	67,200

Source: U.S. Census

<sup>2</sup> It should be noted that for the purposes of the Census, which defines mobile homes as housing units built “on a chassis”, this number includes manufactured housing built after June 15, 1976.

E. Rent

More than thirty-seven percent of housing units in the Village of Friendship are renter occupied. This is significantly higher than the fifteen percent of county residents who rent. The median rents in the village are somewhat above the comparable rent in the city and is growing at a slightly faster rate. Rent in surrounding towns are as high or higher than in the village, but are growing at a significantly faster rate.

**Table 12: Median Gross Rent**

Minor Civil Division	1990	2000	1990 - 2000 % Change	1990 - 2000 Net Change
Village of Friendship	332	425	28.0%	93
City of Adams	311	388	24.8%	77
Adams	284	425	49.6%	141
Preston	340	525	54.4%	185
Adams County	320	443	38.4%	123
State	399	540	35.3%	141

Source: U.S. Census

F. Affordability

The standard definition of affordability is for a family to spend thirty percent or less of its income on housing. In the Village of Friendship just over seventeen percent of homeowners and 42.3 percent of renters report that they spend more than thirty percent of their income on housing. For homeowners the rate is almost identical to the city and below the county and the Town of Adams rates, though more than double the state. For renters roughly thirty percent in the county, state and city pay more than thirty percent of their income on housing (here the Town of Adams is the exception). The much higher percentage of renters spending more than thirty percent of income on housing in the village represents a troubling trend, which may be a symptom of the very high (23.4%) and rising poverty rate in the village. Housing affordability, especially for renters, is something that the Village will have to deal with in the future.

**Table 13: Monthly Housing Cost >30% of Income, 1999**

Minor Civil Division	Owner	Renter
Village of Friendship	17.3%	42.3%
City of Adams	17.7%	32.9%
Adams	21.3%	14.7%
Preston	16.6%	29.7%
Adams County	20.6%	31.3%
State	7.0%	32.3%

Source: U.S. Census

G. Owner occupancy

Owner occupancy rates tend to be higher in rural than in urban areas, thus homeownership rates in Adams County have, over the last twenty years, gone from slightly below the rate for the state to fifteen point above the state rate. After growing at a fairly strong rate during the 1980s the rate of homeownership in the Village slumped during the 1990s to a level below 1980. Over that period homeownership in the city has gone down steadily to where it is below sixty percent in both. This low homeownership level in both the city and the village is problematic, especially in light of the high level of renters spending more than thirty percent of their income on housing.

**Table 14: Owner Occupancy**

Minor Civil Division	1980	1990	2000	1990 - 2000 % Change	1990 - 2000 Net Change
Village of Friendship	61.6%	68.4%	59.1%	-12.3%	-21
City of Adams	65.8%	60.2%	59.5%	3.4%	15
Adams	72.9%	80.2%	85.5%	29.0%	106
Preston	61.4%	82.6%	90.4%	44.9%	158
Adams County	61.8%	81.4%	85.4%	38.9%	1,889
State	64.3%	66.7%	68.4%	17.4%	211,127

Source: U.S. Census

H. Vacant/Seasonal

Vacancy rates in the Village of Friendship are significantly higher than the rate for the state and are more than double the rate for the county. Though the number of vacant units went down during the 1990s, the rate is still higher than in the city, and much higher than in the surrounding towns. This relatively high vacancy rate may be an indication of a kind of transition that may be occurring in the village's housing stock.

**Table 15: Vacancy**

Minor Civil Division	1990	2000	1990 - 2000 % Change	1990 - 2000 Net Change
Village of Friendship	8.3%	7.2%	-16.0%	-4
City of Adams	5.3%	6.1%	23.8%	10
Adams	4.9%	2.7%	-34.3%	-12
Preston	3.6%	2.7%	-10.0%	-3
Adams County	4.0%	3.2%	-9.2%	-46
State	4.1%	4.1%	13.1%	10,911

Source: U.S. Census

Five percent of all housing units were described as being for seasonal or occasional use, as compared to two and a half percent in the city. For the county as a whole almost forty percent of housing units are seasonal. In the Town of Adams a third of housing units are seasonal, in Preston it's forty percent. Support for seasonal in the village was not strong in the community survey with less than five percent encouraging this kind of development and 9.4 percent discouraging it.

**Table 16: Seasonal Units**

Minor Civil Division	1980	1990	2000	1980-2000 % Change	Net Change
Village of Friendship	8	25	18	125%	10
City of Adams	0	12	23	N/A	23
Adams	176	231	288	63.6%	112
Preston	64	388	401	526.5%	337
Adams County	2,400	5,946	5,769	140.3%	3369
State	107,586	150,280	142,313	32.2%	34,727

Source: U.S. Census

#### I. Person per Household

The general trend in persons per household is down but at a much slower rate in the village than in the rest of the county. The village had a low rate of persons per household already in 1980 that has gone down slightly to where the village, the city, the Town of Adams, and Adams County all have 2.3 persons per household, slightly lower than the state.

**Table 17: Persons per Household**

Minor Civil Division	1980	1990	2000	1980 - 2000 % Change	Net Change
Village of Friendship	2.4	2.4	2.3	-4.2%	-0.1
City of Adams	2.6	2.3	2.3	-11.5%	-0.3
Adams	2.6	2.6	2.3	-11.5%	-0.3
Preston	2.7	2.5	2.4	-11.1%	-0.3
Adams County	2.6	2.4	2.3	-11.5%	-0.3
State	2.8	2.6	2.5	-10.7%	-0.3

Source: U.S. Census

#### J. Projections

An important part of the planning process is the projection of growth trends. There are a number of different methodologies that can be used to determine possible future growth. Any projection is on some level an educated guess, but methods exist to ensure the accuracy of these estimates. The Department of Administration (DOA) of the State government

prepares population estimates and projections that are based on birth, death, and age data, and other information available to the State. By aging the existing population and calculating normal life expectancy and birth rates it is possible to project the number of people who are likely to live in an area in the future. The movement of population into and out of an area can be used in making projections but it is more speculative form of calculation and DOA generally only adopts well-established immigration trends into their projections.

Where DOA deliberately adopts the most conservative approach to population projections, this method does not anticipate changing circumstances that can affect growth trends. Adams County was the fastest growing rural county in the state during the 1990s. A large part of that growth was the result of in-migration by people who have chosen to retire to what had previously been seasonal residences. The twenty-year growth trend (1980-2000) for the county has been approximately 48 percent, slightly lower than population growth in the village during the same period. There is little evidence that growth in the village is the result of an influx of retirees; during that period the median age actually went down by ten percent in the village while it went up by eleven percent in the county. Whatever the explanation for the growth, it is not unreasonable to consider the possibility that the growth trend of the last twenty years may continue over the next twenty.

<b>Table 18: Population Projections</b>						
	2000	2005	2010	2015	2020	2025
Dept. of Administration	781	766	748	723	693	671
County growth rate	781	791	800	810	820	830

Source: U.S. Census, DOA, NCRWPC

Clearly there is a difference in the result of the two forms of analysis. The DOA projections yield a net loss of 90 people by 2025, while a continuation of the twenty-year growth trend would result in an increase of 49 residents. The implication for Village policy is that if the twenty-year growth trend holds through the period, rather than the more conservative course projected by DOA, it would result in an additional twenty-two households in the village by 2025. The population loss projected by DOA would mean 39 fewer households. If existing growth persists the number of housing units would increase by 32 over the next twenty years, this would be adequate to accommodate the increase in households under the higher growth trend. The population loss would lead to reduced demand for housing units, which would likely translate as smaller households and higher vacancy rates, along with the eventual loss of existing units.

Goals:

1. Provide an adequate supply of affordable housing for all individuals of all income levels throughout the community.
2. Ensure that the quality of the housing stock in the Village is improved and that it fully meets the needs of both families and the elderly.

Objectives:

1. Seek to reduce the percentage of income spent on housing, especially by renters.
2. Preserve and maximize the quality of the village's historic housing stock.
3. Work with County to locate housing for elderly and low income residents in the Village.

Policies:

1. Make use of manufactured housing as an affordable, and well regulated, source of housing.
2. Explore options for a revolving loan fund to finance improvements to housing within the village, such as USDA-RD Section 504 or Small Cities CDBG grant.

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## 4. TRANSPORTATION

### Background

The transportation system in the village 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 Village's jurisdiction.

The nearest transit service is available in the City of Adams to Wisconsin Dells; rail service is provided by Union Pacific. Commercial air service is available at Central Wisconsin Airport in Mosinee or in Madison, both about equally distant from the Village of Friendship. There are no water transportation facilities in the area.

### Road Network

Village of Friendship	Arterials	Minor	Collector	Local
Streets in miles	00	.79	0.99	6.43

The road system in the Village of Friendship 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. See the Transportation Map.

The Village of Friendship's road network consists of roughly .80 miles of state highway, 1.26 miles of county highway, and 7.42 miles of local roads. The village 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 Village to better budget and keep track of roads that are in need of repair. Since long-range road repair was mentioned by a fifth of respondents in the Village survey as an area that required more planning in the future use of the PASER system is crucial to attaining that goal.

In terms of traffic volumes, there is the Department of Transportation annual average daily traffic counts for nine areas in the village. In 2001, Highway 13 north of Mound View Drive had an AADT count of 5,700; between Mound View Drive and Lake Street, Highway 13's AADT count was 7,300; on Mound View Drive west of Highway 13 the AADT count was 830; on West Lake Street west of South West Street the AADT count was 3,200; on West Lake Street between South West Street and Main Street the AADT count was 2,100; on East Lake Street east of Main Street the AADT count was 1,800; on South West Street south of Lake Street the AADT count was 1,500; on Main Street south of Lake Street the AADT count was 8,800; and on 11<sup>th</sup> Avenue south of East Lake Street the AADT count was 540. These counts need to be monitored as a way to gauge the increase of traffic in the village.

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. Encourage neighborhood designs that support a range of transportation choices.
2. Provide 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.

Objectives:

1. Widen and improve existing roads before constructing new roads.

Policies:

1. Establish and maintain a five-year street layout plan using PASER software to inventory and rate the local roads.
2. Upgrade County Road J to accommodate increasing traffic.
3. Establish a maximum number of miles of paved roads that can be maintained based on existing tax base and projected growth of the village.
4. Work with the City, County and WisDot to coordinate transportation planning.
5. Initiate a program of Impact Fees to secure funding for street improvements required by new development.

## Map 7 Transportation

## 5. UTILITIES & COMMUNITY FACILITIES

### Previous Studies

“ Adams County Community Resource Team Report”

In September of 2002 Wisconsin Rural Partners organized a Community Resource Team that, over a week of intense study, provided a “big picture” assessment of Adams County. In the section of the Team’s report that addressed Community Amenities it suggested that every effort should be made to program activities at the new Community Center that include all of the community, especially young people. It goes on to suggest other facilities that will provide activities for youth, including a skate park or possibly reopening the swimming pool, which is currently closed because of problems with the building.

The most pressing infrastructure need identified by this report is for high-speed Internet access.

“Adams County All Hazard Mitigation Plan”

This document was produced in response to the federal Disaster Mitigation Act of 2000, which requires local governments to adopt such a plan to be eligible for certain disaster mitigation programs. The report looks at general conditions in Adams County, including population, transportation, land use and economics. A detailed description of the county’s wetlands, floodplains and water bodies sets the stage for subsequent discussions of flooding events. An inventory of utilities, community facilities and emergency services form the background for understanding how the County might respond to a disaster.

Risk assessment is at the heart of the All-Hazards Mitigation program. In order to mitigate the risks it’s necessary to assess their relative importance. The report looks at a series of, mostly weather-related, disasters; how they have affected the county in the past and how future instances are likely to affect the county and how local government should respond to such occurrences. Based on historical data an estimate is made of the likelihood of any given hazard. This is done for floods, tornadoes, winter storms, drought, fire, and hazardous materials accidents. Finally the report goes on to suggest mitigation measures that might be taken by local governments to reduce the risk from the identified hazards.

To coordinate these services, Adams County has created an *Emergency Operations Plan (EOP)* (updated in 2002). This provides a general overview for county and municipal emergency response personnel during response to a number of disasters. This document serves to coordinate the County and local units of government during times of response and recovery. It also provides a link between the County and municipal plans.

## “Statewide Comprehensive Outdoor Recreation Plan” (SCORP)

To help with planning for outdoor recreation, the WDNR updates the Statewide Comprehensive Outdoor Recreation Plan (SCORP) every five years. The purpose of the SCORP is to offer a sourcebook and overall guide for providers of recreational activities/facilities. The 2000-2005 SCORP identifies a number of issues such as the changing demands on recreational resources, how new recreational activities compete for the same limited recreation resources as the traditional ones, and the effect of surrounding land use on recreational areas. According to survey data walking for pleasure is the most common recreational activity in the state, with over ninety percent of respondents saying they participated. Hiking, bicycling, and nature study or bird watching all are done by over half of the survey participants. All of this emphasizes the importance of recreational trails in planning for the future of recreational facilities in Adams County.

## “Expect Success: A Blueprint for the Future -- Adams-Friendship Area School District Strategic Plan”

This plan, dated 2003-04, seeks to articulate a mission, vision, and a set of goals for the Adams-Friendship Area School District, and for its component parts. The District’s mission is “to educate and empower every student to be a life-long learner.” The vision that accompanies this mission is for the District “to be recognized for the quality of its programs and the caliber of its staff.” One of the action steps pursued to fulfill this vision is “provide schools that are well equipped with learning materials and technology”. The plan goes on to list District Goals, including: “To infuse technology into all aspects of School District operation.”

Most of the plan is devoted to programmatic improvements to the quality of the education provided by the District, and that is appropriate. The commitment of the District to including the latest technology in its programs has significance for the Village Plan by reinforcing the importance of access to the latest technologies, specifically broadband Internet access, within the county.

## “Status of Investment in Advanced Telecommunication Infrastructure in Wisconsin”

The fourth in a series of biennial reports to the Legislature, this report attempts to create a portrait of advanced telecommunications infrastructure in the state, including distance-learning programs, telemedicine, and infrastructure deployment. Telecommunication technology is among the fastest changing and most important infrastructure component of the emerging information economy. The report looks at several aspects of the telecommunication infrastructure. Digital switching equipment has been deployed throughout the state. Fiber connections between exchanges were in place in 88.5 percent of the state with 14,133 miles of fiber optic cable as of 2000.

The three major components of telecommunication infrastructure that the report focuses on are: Switched 56, which provided dial-up service at 56Kpbs; Integrated Service Digital

Network (ISDN), which allows for increased bandwidth to 144Kpbs; and Digital Subscriber Line (DSL), that utilizes a customer loop of fixed length over existing phone lines that can increase bandwidth substantially.

### “Rural Areas and the Internet”

This report is based on survey data collected by the Pew Internet & American Life Project. It seeks to provide a portrait of how the Internet has impacted rural areas, and how that impact differs from impacts in suburban and urban areas. Many of the differences identified conform to the differences in the demographic profiles of urban, suburban and rural areas. Populations in rural areas generally are older, less well educated, and have generally lower incomes than in urban or suburban areas. These are characteristics that generally correlate to lower rates of Internet usage; and usage is lower in rural areas. Thus in part, lower rates of Internet usage in rural areas may simply be a reflection of demographic differences in rural areas.

More substantive differences in access to the Internet are reflected in the fact that nearly thirty percent of rural residents said they had access to only one local ISP against less than ten percent in urban and suburban areas. A quarter of rural residents said they lacked broadband access against five percent of urban residents and eleven percent nationally. Significantly eight percent of rural users have Internet access only at a place other than their home or workplace, such as a library or cyber-cafe. Also of interest is the fact that for low-income residents (household income below \$10,000/year) Internet use is notably higher among those over 50 and lower among those under 29 than in either suburban or urban areas.

Several differences in the way rural residents utilize the Internet illustrate important patterns that may show deeper trends in how Internet usage differs from urban/suburban areas. Rural residents who have been on-line for at least three years are ten percent more likely to be satisfied with technology. They are less likely to be involved in a range of on-line transactions including, travel reservations, car buying, on-line banking, financial or job-related research, or look for a job or a place to live. They are more likely seek out religious or spiritual information, play games, do instant messaging, or look for health information. This may speak to a preference among rural people to stick with face-to-face transaction where they are available. More importantly it may speak to the way that the Internet can serve to expand the access of rural residents to the larger world. This is best illustrated by the fact that the “on-line community” of an urban or suburban user is twice as likely to be within the local community. Over half of rural Internet users say their on-line group is “all over the country”. Ten percent more rural than urban/suburban users describe the Internet as “more useful for becoming involved in things going on outside their local community.”

## Issues

### Needs of an Aging Population

The increase in the aging population in the Village of Friendship puts special burdens on the infrastructure in the county, especially the health-care system. But there is a range of services that are needed by seniors. As noted in the Housing Element, there are special services that can help seniors stay in their homes as they age and avoid more expensive institutional care. The quality and availability of hospital, nursing home and especially EMS facilities is crucial to making the county a viable retirement destination. There are a number of other policies, however, that address the problems that are particular to older residents. Accessibility of public facilities is a consideration not merely to the disabled, but to the entire aging population. Curb cuts and handicapped ramps make it easier for everyone to get around. Also, transportation alternatives that allow those who can no longer drive, or choose not to, can open up opportunities for independent living and social support networks that are important to seniors and other special need populations. Seniors benefit from nutrition programs and from social support that gives them a fuller and richer life.

The Adams County Community Center, located on the boundary between the City of Adams and the Village, is a good start at providing the kind of public resources that will make the county attractive as a retirement destination. Perhaps more important, it has the potential to act as a focus for Adams County, bringing together the parts of the county, and different generations and segments of the community.

### Appealing to Nature and Cultural Tourism

Recently there has been increasing attention to the effects of the sedentary lifestyle on the health of Americans. Obesity has been described as an epidemic. One of the more obvious prescriptions for this condition is to get out and walk more or ride a bike. The infrastructure to support such a cure is clear: sidewalks or trails, and somewhere to go within walking or biking distance. In very rural areas low density and distance can pose an obstacle to this kind of activity, but in the built-up areas of the county, especially the city and village, policies that foster walkability – such as the City’s requirement that new development provide sidewalks – are useful. Development of a countywide trail system offers village residents an attractive way get their exercise.

Recreational trails provide a benefit that goes beyond the salutary effect on individuals’ health, however. With the growth in the popularity of biking as a sport and increasing interest in nature tourism, trail systems are an important means to drawing visitors to the county. Low cost, outdoor activities that made the most of the county’s assets have the potential to open up new markets for the county. Features such as the pictographs at Roche a Cri or the McGowan House Museum offer an alternative to the visitors who tire of the hustle and bustle of the Dells.

A bike and hiking trail from the McGowan House to Roche a Cri, could lure visitors to what has been described as “the quiet side of the Dells”. This could be the greatest opportunity for nature-based tourism in the village.

### Broadband Access

Internet access is the key to the information economy. Adams County and the village do not have the kind of broadband access that is a necessity to really do serious business over the Internet. Telephone service in the county is a patchwork, coming from a number of providers. Although DSL services are available from providers outside the county in many areas on the edge of the county, broadband is not available in the village or in much of the central part of the county. Wireless Internet is available through the Marquette-Adams Telephone Coop in the city and village, but a significant upgrade in the service that is available is perhaps the most pressing infrastructure need in Village of Friendship.

## **Inventory & Trends**

### A. Water-related Assets:

#### 1. Drinking water

Although the Village does not have a sewage treatment plant or water system it has for many year contracted with the City of Adams for water and sewer at wholesale rates. The City of Adams maintains four high capacity wells and two large water towers, including one completed in 2001, that together turn-over roughly 400,000 gallons per day. The City administers wellhead protections zones around its wells.

Recently a new agreement has been negotiated between the City and Village that will formalize the allocation of water and sewer capacity to the village. The village consumes roughly 150,000 gallons of water a day of which 55 percent is used by the Grande Cheese Company (the company treats its own water before discharging it). The Village receives water through three connections between the two water distribution systems, owned separately by the two municipalities. Sewer and water service reaches all streets within the Village limits.

The Village is currently involved in a project to install new 12-inch water feed-lines, sewer lines, curb & gutter, and pavements on Superior Street at a cost \$900,000. This will complete a loop around the village when combined with the new sewer and water lines that were installed several years ago under Quincy Street and CTH-J.

#### 2. Waste-water

A municipal wastewater treatment facility that serves the Adams-Friendship area is located on the west side of Friendship along the Little Roche a Cri Creek. The current City of Adams wastewater treatment plant was originally built in 1972, with a design capacity of 300,000 gallons per day and a considerable amount of new sewer lines to serve the Adams-Friendship area were constructed at that time. The plant was rebuilt in 2000 and expanded to a capacity 436, 000 gallons per day.

A wholesale service agreement, similar to that in effect for water service, applies to the Village, which has been allocated 115,000 gallons per day capacity. Under City ordinance, sewer service may be provided only to areas that have been annexed, with the exception of the agreement with the Village to provide service at wholesale rates. There is one industrial wastewater permit for Grande Cheese, which buys water from the Village but disposes of it individually. Sewerage output from the village runs at about 60,000 gallons per day. As part of the recent negotiations the City has allocated 109,000 gallons of capacity to the village. This provides a buffer and could allow the Village to respond to the eventuality of annexation. The most likely land to be annexed is along the north shore of Lake Friendship, where aging septic systems may pose a threat to water quality in coming years.

### 3. Stormwater

The Village of Friendship has a stormwater handling systems. Roughly forty percent of the village is served by storm sewers, which drain directly into Friendship Lake or Little Roche A Cri Creek. Most recently the Village completed a rebuilding of Quincy Street that included curb and gutter and storm sewers.

### 4. Dams

The dam at Lake Friendship was built for power generation. After several decades of operation the dam was turned over to the Village in the 1940s. In 1995 Charles Pfeiffer purchased the dam and reconditioned the generating equipment and now sells power to Alliant Energy. Pfeiffer also owns and operates hydro-plants at Arkdale and White Creek.

### B. Solid Waste-related Assets:

In 1989 Adams County opened its own sanitary landfill that serves the majority of the county. The Village of Friendship does its own curbside garbage pick-up. The Village also provides recyclables pick-up.

### C. Public Works

#### 1. Village Hall

The most prominent community facilities is the Village Hall. The building is owned and maintained by the village. The Village Hall functions as a multi-purpose building. It includes a garage that houses the road maintenance equipment of the Village, and the equipment of the Friendship Volunteer Fire Department

The Village owns two dump trucks (1987 & 1994), a flatbed (1988), a garbage truck (1991), a pick-up truck (1992), and three tractors: a landscape loader (1988); a diesel tractor with mower deck, plow blade and snow blower; and a Farm-All with a front mount sweeper.

#### 2. Adams County Courthouse Complex

The Adams County Courthouse is located on Main Street. The original building was completed in 1911. It has been expanded several times over the years, and today houses the County Jail, courtrooms and all County offices, except for the Highway Department. Including parking the Courthouse complex occupies most of four city-blocks at the center of the village.

Recently the County constructed a new county garage in the Town of Adams along County Road F. The previous county garage located near the intersection of Quincy Street and West 3<sup>rd</sup> Street in the village has been abandoned and is available for redevelopment. There are

buried fuel tanks and some issues with soil contamination at the site that must be dealt with before the property can be put in another use.

### 3. Adams-Friendship School District

The administrative offices of the Adams-Friendship School District are located in the former Friendship Elementary School at Raymond Street and West 5<sup>th</sup> Street in the village. The School District also runs the Bridges for Youth program out of a temporary building adjacent to the administrative offices. There are several athletic fields on the block bounded by Raymond and Grand Streets across West 5<sup>th</sup> Street from the District administrative offices, which are owned and operated by the District as well.

### 4. Cemeteries

Mount Repose Cemetery is located just outside the village on West Lake Street west of the City wastewater treatment plant. The cemetery runs from Lake Street to Little Roche a Cri Creek.

## D. Public Safety

### 1. Sheriff/Police

The County Sheriff provides general law enforcement services throughout the County, and by contract to the Village of Friendship. In addition to the Sheriff, Chief Deputy, and Jail Captain, the department has four road sergeants, three investigators, fifteen full time officers, three part time officers, and nine dispatchers.

### 2. Fire

The Village of Friendship, although within the area served by the Adams Fire Department, maintains its own department that serves only the Village. The Friendship Volunteer Fire Department maintains three fire trucks, three pumper-engines (1962, 1968 & 1980) and a hook & ladder unit (1955), at the Village Hall. They also have a crew-cab pick-up (1988), and a historic fire engine (1937) that is used for parades. The ISO rating for the village is five in the areas with fire hydrants, two points higher than in 1977.

### 3. Jail

Adams County Jail was built in 1996 as an addition to the County Courthouse in Friendship. It handles all prisoners for the County, including those from the Village of Friendship. The jail is administered by a Captain and staffed by 16 full-time jailers.

### 4. Emergency Medical Service

The ambulance service provider to the Village is Moundview Hospital, which has its own fleet of three ambulances.

## E. Health-care

The Village is served by the Moundview Hospital, formerly known as Adams County Memorial, which is in the process of substantial renovation and expansion of services. This includes an upgrade of the emergency room and an expansion of the clinic facilities in the hospital. Currently four staff physicians share six examining rooms. The expansion will allow the staff physicians to share twelve examining rooms with eight visiting specialists to provide a higher level of care to patients. The hospital will retain its existing 25 in-patient beds to qualify as a “critical access” facility allowing it to receive equitable, cost-based reimbursement from Medicare. Clinic expansion will broaden the range of outpatient services available.

Long-term care facilities are provided at Villa Pines Nursing Home. Adams House provides facilities for those suffering from alcoholism. Friendship House is planned to provide facilities for the handicapped and retarded.

## F. Education, Recreation & Culture

### 1. Libraries

The Adams-Friendship Joint Library serves the village, the city, and all 17 towns in the county. The former The Adams County Library, located on Main Street in Adams, has been expanded as part of the Adams County Community Center project. The space available for their 18,000 books, reference works, CDs, videos, and cassettes has been nearly tripled. The co-location with the Senior Center has provides an activity for seniors and a built-in patron base for the library. As programming for the Community Center grows it is hoped that a broader range of county residents, including those from the village, will utilize the resources offered by the library.

The library also participates in the Inter-Library Loan Program that can place virtually every library book in Wisconsin in patrons’ hands. In its former location an average of 1,500 library patrons check out 4,000 items each month. Over 1,100 children and adults attended one or more of eight summer programs offered at the library, with 285 kids served during the summer reading program alone. It is anticipated that in the new location usage of the library will increase.

### 2. Parks, Trails & Natural Areas

Adams County and the Village of Friendship provide a wide range of recreational activities on a year-round basis. The increase in tourism and the rapid expansion of seasonal and second homes underscore the importance of recreation. The Village also provides neighborhood and community level recreational facilities for its residents. The primary recreational facility within the village is the park, located just below the dam at Friendship Lake. This park contains playground equipment, a picnic pavilion, volleyball fields, walking paths and a small bridge across Little Roche a Cri, which transects the park. Across State

Highway 13 from the main section of the park is a swimming beach on Friendship Lake. There are separate paved parking areas for the two sections of the park. Friendship Mound is adjacent to the park, and although it is not part of the park, its proximity is a major scenic amenity to the park, and one of its premier assets, as it is to the Village itself.

The necessity to cross Highway 13 in order to reach the swimming area from the main section of the park constitutes a real obstacle to its effective functioning. Because of the configuration of the highway as it crosses the dam and enters the village, DOT has been hesitant to install an official crosswalk between the two sections. There has been some discussion of a bridge over the highway or even a tunnel underneath in order to connect the two sections of the park, but the expense and functionality of such a connection has been questioned.

Roche a Cri State Park is roughly a mile north of the village in the Town of Preston. The park offers a range of facilities, but most prominently contains petroglyphs of prehistoric origins, as well as graffiti from the early pioneer period of the county. The archeological value of these pictographs mean they constitute the premier cultural asset in the county, and one of the most important resources in the state. Planning is underway to create a recreational trail connection between the village and Roche a Cri.

### 3. Schools

The Village of Friendship is served by the Adams-Friendship School District. The district has seven schools: a high school, middle school and elementary school, all located in the City of Adams; and four elementary schools in other parts of the county. Thanks to successful school bond issues all of the schools are in good condition and up-to-date.

After years of growth, for the first time in 2004, enrollment was down in the district. According to projections prepared for the District by Applied Population Lab this is the beginning of a long-term trend. Over the coming years the major issue will be how to adjust to a shrinking student population while maintaining high-quality education.

The Village of Friendship is within the Mid-State Technical College district, and there is a branch of the College along Main Street in the City of Adams.

### 4. Museums

The only functioning museum in the county is the McGowan House in Friendship, which also houses the Adams County Historical Society. Built in 1889 by Dr Washington McGowan, who practiced medicine there for several years, until his death in 1893. His descendents lived in the house until it was purchased by WDOT and moved as part of a Main Street improvement project. It was sold to the Historical Society. The museum is open to the public during summer weekends. It also houses an archive of historic documents and artifacts.

5. Day Care

There are two day-care centers located in the Village of Friendship.

6. County Fairgrounds

The Adams County Fairgrounds is located in the Village of Friendship along West Lake Street, between Moundview Hospital and the City wastewater treatment plant. Stretched along the south bank of Little Roche a Cri Creek for nearly half a mile, this is a valuable parcel, located as it is adjacent to the hospital and fronting on the creek. The County has not invested extensively in the Fair facilities in recent years. If another location for the County Fair is established, the current site has a great deal of redevelopment potential.

G. Energy & Telecommunication

1. Electric

Alliant Energy provides electricity within the village. The Adams-Columbia Electric Cooperative does not serve the Village, but their headquarters facility is located within the corporate limits of the Village and the company is a significant employer and corporate citizen.

2. Natural Gas

The Wisconsin Gas Company distributes natural gas in the Adams-Friendship area

3. Telecommunication

Verizon provides telephone service to the Adams-Friendship area. There are several wireless phone providers that serve the county. Wireless, broadband service is provided in the Adams-Friendship area by the Marquette-Adams Telephone Coop. This service is available throughout the urbanized area from an antenna located in the City industrial park on a line-of-sight basis. Merr.com, operating out of Sauk County, offers dial-up service with a data compression system, known as Slipstream Accelerator, which can significantly increase the capacity of dial-up connections. Wireless telephone coverage is intermittent throughout the county. Cable TV service is available from Charter Communication in the city and village

Goals:

1. Provide 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. Ensure that stormwater runoff is handled in a manner that protects surface and groundwater resources.

3. Provide sufficient park resources to meet the outdoor recreation needs of residents.

Objectives:

1. Continue cooperation with the City of Adams in providing sewer and water service to residents of the Village of Friendship.
2. Provide the kind of services and community facilities that respond to the special needs of an aging population.

Policies:

1. Continue to provide ambulance and volunteer fire services to residents.
2. Encourage recycling by residents.
3. Seek to make the Village a part of any county-wide trail planning process.
5. Pursue methods of increasing broadband Internet access to residents.

## Map 8 Utilities & Community Facilities

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## **6. ECONOMIC DEVELOPMENT**

### **Previous Studies**

“Regional Comprehensive Plan: A Framework for the Future, 2000-2020”

The North Central Wisconsin Regional Planning Commission (NCWRPC) developed this plan in compliance with the State of Wisconsin’s Comprehensive Planning Law. One component of this plan is the Economic Development Element. Within this element, economic indicators are analyzed on a regional level and economic infrastructure is inventoried. The element offers some general regional goals and policies for the development of the regional economy over the next two decades.

Key findings from this regional level plan are: 1) the Region’s labor force and participation rates are increasing and unemployment is decreasing; 2) primary export industries include agriculture, forestry, manufacturing, transportation, communication, and retail; 3) the Region’s economy is mostly comprised of slow growth industry but it is shifting into a service based economy which shows much faster growth rates; 4) the Region is a competitive location for new industry starts compared to national average; 5) the Region has several available industrial parks; 6) the Region will benefit most from the creation of new or expansion of existing industries.

“Comprehensive Economic Development Strategy”

Adams County is one of ten counties included in the North Central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, Economic Development Administration. The North Central Wisconsin Regional Planning Commission is the agency that is responsible for maintaining that federal designation. As part of maintaining that designation, the NCWRPC annually prepares a Comprehensive Economic Development Strategy report. The report serves to summarize and assess economic development activities of the past year and present new and modified program strategies for the upcoming year.

Key findings from this regional level plan involve an inventory of the physical geography of the Region and its resident population. Labor, income, and employment data are covered with analysis of the economic status of the Region. Construction, wholesale trade, retail, transportation, and manufacturing all have grown rapidly since 1980. Finance, insurance, real estate, and services have lagged behind national averages. State and federal government programs are identified that can be used to enhance the economy of the Region.

### “Adams County General Development Plan”

The Wisconsin Department of Local Affairs and Development prepared the plan in 1977. This plan with funding assistance from the federal Department of Housing and Urban Development authorized by Section 701 of the Housing Act of 1954. The plan is comprehensive in nature and contains an economic analysis of labor force, income, and the structure of the County economy.

Key findings from this county plan are dated by today’s standards, but serve an interesting historical perspective on the economic situation of Adams County during the 1950’s to the 1970’s. The labor market shift from farm to non-farm economy of this period resulted in an employment downswing until displaced farm workers retrained in new vocations. Adams County had an older workforce composition in terms of age and female labor was increasing markedly. The County also had a larger proportion of skilled workers than average and a smaller proportion of semi-skilled workers. Both service and manufacturing based industries were growing employment while agriculture was declining.

### “Community Resource Team Report”

In the fall of 2002, Adams County along with Wisconsin Rural Partners (WRP) conducted a community-based assessment of the local economy. In a method similar to a strategic plan, strengths, weaknesses, opportunities, and threats (often known by the acronym SWOT) were analyzed with the assistance of WRP’s Community Resource Team Program. The effort resulted in a report that identified important issues and provided some recommendations for future economic development activities.

Community strengths include two industrial parks in the City of Adams with utilities as well as locations in the Town of Preston and the Town of Rome. The County has an existing manufacturing base as well as a good mix of retail and services. An active Chamber of Commerce serves the business community in Adams County and the county’s economic development efforts are centralized in the Adams County Rural & Industrial Development Corporation (ACRIDC). Business also benefits from local financial services and the local school system. Adams County is centrally located close to markets in the Upper Midwest region, roughly equidistant between Chicago, Milwaukee, and Minneapolis-St. Paul. The entire county has a network of state highways for transportation of goods and services. The City of Adams and the Village of Friendship have municipal water and sewer capacity available.

Weaknesses identified by the Team include: lack of a shared vision for economic development, reactive development recruiting efforts, demographic diversity in economic development decision making, and lack of a strategy for attracting new business to commercial centers. The Team also identified a need to promote a spirit of entrepreneurship among the youth of Adams County. Overall, the Team indicated that the community was divided over what it wanted Adams County to be and that this divisiveness would continue to be a weakness until agreement is reached.

There are many opportunities for economic development in Adam County. Prospective businesses may utilize the county's revolving loan fund or other financial packages. Adams County is also a member of the Juneau-Adams-Marquette (JAM) Development Zone, which provides tax credits to businesses locating or expanding in the county. Adams County is also rich in natural resources, which provides an opportunity for developing the tourism industry and growth in seasonal or year-round residents. Linking the County with the recreational activities of the Wisconsin Dells would definitely generate growth in the tourism industry.

Adams County, like many rural areas, is threatened economically by surrounding population centers. Competing with larger communities and their respective incentive programs is difficult for smaller communities. Businesses and industries often seek locations with a high volume of traffic, easy transit, and a diverse labor force. Adams County is lacking in many of these areas and therefore the County must be careful that its economic development efforts are not wasted in direct competition with the efforts of larger surrounding communities.

## **Issues**

### **Business & Industrial Development**

Although Adams County has sites that are ready for industrial development, not all of these sites are capable of offering the wide range of services necessary to appeal to all types of industrial development. Effective industrial development requires facilities such as sewer, water, and telecommunications facilities as well as easy access to highways and rail. While Adams County offers many of these in its industrial parks, access to a major interstate highway is located outside the County. This makes enticing businesses to the industrial parks more difficult. Adams County also suffers from lack of diversification in its industrial economy leading to a heavy reliance on only a few industries. Such dependence means that local employment, as well as commercial retail trade, goes up and down with the business cycles for the dominant local industry.

### **Downtown Redevelopment**

This issue particularly pertains to the City of Adams and the Village of Friendship; however, it also applies to the many small crossroad communities scattered throughout the county. Both municipalities have long-established commercial districts that have degraded over time and need to be renovated. Fortunately, the majority of economic activity in these communities still takes place in the downtown area. Especially significant in this context is the creation of commercial development in the City of Adams (near the boundary with the Village) that includes the Pamida and IGA grocery store. Keeping the major retail operation at the center of the urbanized area means commercial property owners can be expected to actively maintain their properties to continue business. There are, however, some properties that have fallen into disrepair and are in need of revitalization. Economic development tools can be used to rehabilitate these properties and make them lucrative and profitable locations for new businesses.

## Recreation & Tourism

The development of the recreation and tourism industry in Adams County has had a generally positive effect on the County, however, the County must be careful to moderate the growth of this industry with its capacity to serve it. Adams County's close proximity to the Wisconsin Dells recreational areas causes a great deal of development pressure. Many people are attracted to Adams County's recreational amenities because of its rural nature. Improper management of the recreation and tourism industry could lead to the outstripping of the attraction and a decline in the County's overall standard of living. The community must also take care to justify the expenditures of promotional funds spent to attract visitors during the year by tracking returns on investments. To do so will require a cooperative effort among the municipalities within Adams County to avoid inefficiencies and duplication of efforts.

## Income & Unemployment Levels

Although the county has made progress toward closing the gap over the last twenty years, income levels still are below state and federal levels and the unemployment rate exceeds state and federal levels. These are both issues that have been identified and discussed at various levels throughout the county. Both need to be addressed to make the county a better place to live. Within the village nearly a quarter of the population reported income below the poverty level in the last Census. Moreover the poverty rate within the village went up by nearly five points during the previous decade, a period when poverty was going down in the city and county by the same rate, and in the state generally. During this 1990s the number employed in the village went down as it went up in surrounding communities. Based on Census figures, at a time when unemployment for the state was below five percent and Adams County had unemployment of 7.8 percent, the village had an unemployment rate of ten percent and the city has a rate of nearly fifteen percent.

Adams County remains well below the state average in both median household income and per capita income. Fortunately, trends indicate that the county is "closing the gap". The persistence of poverty and unemployment in the city and the village pose a particular challenge.

## Inventory & Trends

### A. Economic Overview

The county's population has increased at a rate three times faster than the state between, 1980 to 2000. If this trend continues, the county will add another 6,000 residents by 2020. Much of that growth will likely be concentrated along the Wisconsin River. This increased population will generate additional demand for services. The total number of persons employed in Adams County has nearly doubled in the last twenty years, but many residents are still commuting outside the county to work in places like Wisconsin Rapids and Wisconsin Dells.

Economic analysis indicates that the county's economy is primarily driven by agriculture, but trends indicate a shift toward service industries. The county appears to be making a transition from slow-growth industries into rapid growth industries, but this shift will necessitate workforce development and training before the economy and employment reaches equilibrium. Adams County has remained competitive in agriculture, manufacturing, transportation, and utilities during the past twenty years.

### B. Economic Sectors

Overall, in 2000, there were 3,558 persons employed in the ten basic economic sectors in the county. That is an increase of over 60 percent since 1980. Those basic economic sectors are: government; agriculture, forestry & fishing; mining; construction; manufacturing; transportation & utilities; wholesale trade; retail trade; finance, insurance & real estate; and services.

**Table 19: Employment by Sector**

Sector	1980	1990	2000	1980 to 2000 Net Change	1980 to 2000 % Change
Government	832	895	1,108	276	33.17%
Agric., For. & Fishing	12	156	158	146	1216.67%
Mining	0	0	0	0	0.00%
Construction	41	56	132	91	221.95%
Manufacturing	365	417	422	57	15.62%
Transp. And Comm.	102	165	162	60	58.82%
Wholesale Trade	43	55	90	47	109.30%
Retail Trade	314	376	641	327	104.14%
Fin., Ins. & Real Estate	45	85	84	39	86.67%
Services	414	438	761	347	83.82%
<b>Totals:</b>	<b>2,168</b>	<b>2,643</b>	<b>3,558</b>	<b>1,390</b>	<b>64.11%</b>

Source: Department of Workforce Development; 202 Reports, 1st Quarter; 1980, 1990, 2000 & NCWRPC

Between 1980 and 2000, the three fastest growing sectors were agriculture, forestry & fishing, construction and wholesale trade. In terms of total employment, government is the largest segment of the economy, followed by services and retail trade. It should be noted that the number of employees in certain sectors, particularly those workers engaged in agriculture, forestry & fishing, may be understated because this information utilizes Department of Workforce Development data; those who are self employed or work in family businesses are not reflected in this data. In addition, there have been some reporting changes between 1980 and 1990.

1. Government: Between 1980 and 2000, this sector grew by 33 percent outpacing both state and national growth rates of 22 percent and 27 percent respectively. Over 1,100 persons are employed in this sector at the local, state and federal levels. Government is the fourth-largest sector in the county, accounting for about 31 percent of total employment.

2. Agriculture, Forestry & Fishing: Between 1980 and 2000, this sector grew substantially, however, this sector is small and is subject to wide range changes. The state's growth rate in this sector was 182 percent, but at the national level the sector actually declined by almost 2 percent. About 160 persons are employed in this sector.

This natural resource based sector is critical to the county and surrounding counties. Agricultural production of milk, potatoes, oats, barley and hay, snap beans, green peas, sweet corn, soybeans, and cranberries is critical for the dairies and food processing industries. The timber produced in the area supplies the lumber mills, the pulp and paper mills, the millwork and housing components industries and the factory-built housing industry.

3. Mining: Although the data shows no employment that does not mean there is no employment in this sector. Since this is such a small sector, data for it is often excluded to protect proprietary information if only one or two small firms are involved in this activity. Overall the state experienced about a 9 percent increase in this sector, while nationally there was a 47 percent decrease in mining employment. Non-metallic mining activity within the county typically involves sand and gravel extraction for local use and some granite quarrying.

4. Construction: Between 1980 and 2000, this sector grew by 222 percent outpacing both the state and national growth rates of 84 and 51 percent. Over 130 persons are employed in this sector. Construction is the sixth-largest sector, accounting for about 3 percent of total employment.

5. Manufacturing: Between 1980 and 2000, this sector grew by 16 percent, which outpaced the state growth rate of 6 percent and far outpaced the national rate, which decreased by 11 percent. Over 420 persons are employed in this sector. Manufacturing is the fourth largest sector, accounting for about 12 percent of total employment.

6. Transportation, Public Utilities and Communication: Between 1980 and 2000, this sector grew by 59 percent outpacing both the state and national growth rates of 55 and 35 percent. Over 160 persons are employed in this sector. Transportation, Public Utilities and Communication is the fifth-largest sector, accounting for over 4 percent of total employment.

7. Wholesale Trade: Between 1980 and 2000, this sector grew by about 10 percent outpaced both the state and national growth rates of 46 and 32 percent. Over 90 persons are employed in this sector. Wholesale Trade is the eighth-largest sector, accounting for about 2.5 percent of total employment.

8. Retail Trade: Between 1980 and 2000, this sector grew by 104 percent outpacing both the state and national growth rates of 45 and 54 percent. Over 640 persons are employed in this sector. Retail Trade is the third-largest sector, accounting for about 18 percent of total employment.

9. Finance, Insurance, and Real Estate: Between 1980 and 2000, this sector grew by about 87 percent, which exceeded both the state and national growth rates of 56 and 48 percent. Over 10,800 persons are employed in this sector. Finance, insurance and Real Estate is the ninth-largest sector, accounting for about 2 percent of total employment.

10. Services: Between 1980 and 2000, this sector grew by 83 percent, which lagged behind the state growth rate of 104 percent and the national growth rate of 127 percent. Over 769 persons are employed in this sector. Service is the second largest sector, accounting for about 21 percent of total employment.

#### D. Labor Force Analysis

##### 1. Labor Force

Overall, the labor force has grown from 5,306 in 1980 to over 8,500 in 2000. That represents a growth of over 60 percent, which exceeds the state's growth rate of about 27 percent. The labor force is defined simply as the number of persons, sixteen and over, employed or looking to be employment. In 1980, 3,964 of those were employed and that rose to 7,859 in 2000, an increase of almost 99 percent.

Adams County	1980	1990	2000	% Change 1980-2000	State % Change 1980-2000
Labor Force	5,306	6,310	8,522	60.61%	26.77%
Employed	3,964	5,640	7,859	98.26%	29.34%
Unemployed	1,342	670	663	-50.60%	-9.82%
Unemployment Rate	12.65%	10.62%	7.78%	-69.24%	-28.79%
Participation Rate	50.03%	49.55%	55.99%	11.91%	11.21%

Source: U.S. Census, 1980 to 2000 and NCWRPC.

## 2. Unemployment

In 1980 the county had 12.6 percent unemployment, compared to the state rate of 6.6 percent. In 2000, the county had 7.8 percent unemployment rate, compared to the state rate of 4.7 percent. Unemployment is defined as the difference between the total civilian labor force and total persons employed. Stay-at-home parents, retirees, or persons not searching for employment are not considered unemployed because they are not considered to be part of the “labor force”.

Over the last twenty years, Adams County has generally had higher unemployment rates than the state average. In the past few years, Adams County’s unemployment has dipped below state average indicating an improved employment situation for the county.

## 3. Workforce Participation

Much of the growth in the county’s labor force has been due to the increase in the participation rates. In 1980, only about 50 percent of the population over 16 was in the labor force. By 2000, that rate increased to 56 percent. The national participation rate in 2000 was 48 percent, and the state rate was 69 percent. Workforce participation is a measure expressed in terms of a percentage of persons not actively seeking employment divided by the total working age population. These persons may not seek employment due to retirement, disability, choose to be a homemaker, or simply are not looking for work. In any event, these persons are not receiving unemployment benefits, nor are they seeking employment in any capacity.

## 4. Education & Training

Worker productivity has often been cited as one important reason for the strength of Wisconsin’s economy. Both education and training is critical to maintaining that productivity.

The level of educational attainment is an important indicator of the skills of the labor force. Formal education and job training reflect a community’s ability to provide a labor force for certain types of industry. Educational attainment in the county is very similar to the national average in terms of those with a high school diploma or better, and bachelor’s degrees or higher, although, the county does lag behind the state in both areas.

Training is another labor force indicator. Partnerships between local businesses, governments, and educational institutions are very useful in developing the Regional economy. Institutions such as UW-Stevens Point and Midstate Technical College, often direct their programs to the training needs of local workers and businesses. Training services for dislocated workers are provided at the “Job Center” located in the City of Adams. The center is a one-stop resource for employers to meet their workforce needs and job seekers to get the career planning, job placement, and training services they need to obtain jobs. Organizations such as the North Central Wisconsin Workforce Development Board are important to this process as well.

## E. Incomes & Wages

There are two basic measures of income: median household income and per capita income. Median household income provides an indication of the economic ability of the typical family or household unit while per capita income provides a measure of relative earning power on a per person level. The Median Household income in 2000 was \$40,538 and the Per Capita income was \$19,529. Both Median and Per Capita Incomes have risen over the last twenty years, by 23 and 48 percent respectively. Both of these rates exceed state growth rates for the same time period.

## F. Economic Development Infrastructure

Overall, Adams County's economic development infrastructure is concentrated in the central part of the county along Highway 13. This infrastructure investment provides a wider range of opportunities for the prospective entrepreneur and greatly increases the county's chances of developing and maintaining a stable employment base for its workforce in the future.

Adams County's variety of infrastructure amenities includes:

- A fully serviced 75 acre industrial park located in the City of Adams, including rail service. Another 28 acre industrial park with full utility service, frontage directly on WI-13 and a rail connection is currently under development by the City.
- Three partly serviced industrial parks: one in the Town of Jackson (90 acres), one in the Town of Preston (5 acres), and one in the Town of Rome (75 acres).
- Three industrial type buildings available for immediate occupation totaling 172,300 square feet.
- 98 miles of state highway, including State Highways 13, 21, 23, 73, and 82.
- Approximately 234 miles of County maintained highways.
- A public-use airport with a 6,000' runway suitable for commercial and freight service. It is classified as a Basic Utility – B Airport.
- The Union Pacific Railroad with a terminal in the City of Adams.

Industrial Parks are the critical economic development infrastructure in the county. The creation of industrial parks enables communities to compete with other communities to attract new businesses or to relocate existing businesses for expansions. An industrial park is a parcel of land that has been developed according to a plan that provides sites for potential industrial firms. The "park" is designed in such a way that it ensures compatibility among industrial operations and the existing activities of the area in which the park is located. The "park plan" provides for appropriate building setbacks, lot sizes, building to land ratios, architectural specifications, and landscaping required by the local codes and as necessitated

by the nature of industrial activity. A business incubator is another tool that is currently being discussed at the county level to promote economic development.

#### G. Major Employers

The largest employer in Adams County is the Adams-Friendship Public School System, followed by the Oxford Prison and the Adams County government. Smurfit & Stone Paperboard is the largest private employer in the county.

**Table 21: Major Employers, 2004**

Employer Name	Industry
Adams-Friendship Public School	Elementary and Secondary Schools
Oxford Prison	Correctional Institutions
County of Adams	Refuse Systems
Smurfit & Stone Packaging Co.	Corrugated Boxes
Chula Vista, Inc.	Hotels and Motels
Moundview Hospital	General Medical/ Surgical
Mid South Nursing Homes	Nursing Care Facilities
Maternach Development Co	Prefabricated Wood Buildings
Adams Columbia Electric	Electric Power Distribution
Heartland Farms, Inc.	Irish Potatoes
Spencer IGA, Inc.	Supermarkets
Wisconsin River Co-op	Farm Supplies
Pingel Enterprise, Inc.	Motorcycle Supplies & Parts
Wisconsin Tool and Mold Co.	Plastic Injection Molding
Lake Arrowhead Association	Fitness and Sports

Source: Wisconsin DWD 2004 and NCWRPC.

#### H. Village of Friendship

The largest employers in the village are the Grande Cheese Company, Adams County, Adams-Columbia Electric Cooperative, Moundview Hospital, and the Adams-Friendship School District. There are also a number of small businesses that operate in the village and employ a few people.

Many village residents commute to employment areas. There are no industrial parks in the Village of Friendship, but there are several industrial parks nearby in the Cities of Adams and Wisconsin Rapids that provide employment opportunities. In looking at the composition of the workforce how these and other major employers affect the pattern emerges in the number of workers in each employment type. The largest segment (22 percent) of the workforce is employed in education, health and social service, which reflects three of the largest employers in the village: the hospital, school district and the County. Fourteen percent of workers are employed in manufacturing, which would reflect Grande Cheese as well as such nearby employers as Smurfit & Stone (formerly Castle Rock

Containers) and Terrace Homes. Ten percent of workers are in public administration, in all likelihood mostly employed by the County. Most interesting is the second largest class of workers; over 16 percent of workers listed their jobs as being in arts, entertainment, recreation, accommodation and food service. That such a large percentage of the workforce would be involved in this kind of work strongly indicates that these are people employed in the Wisconsin Dells area who commute to their jobs.

There are two TIF districts in the village. One is designed to facilitate expansion at Grande Cheese Company. The other, directed at the redevelopment of a “blighted” area, was created primarily to extend sewer service to an area on the west side of the village. Only 2.89 percent of the total land is used for agriculture.

**Table 22: Resident Occupation, 2000**

Occupation	Village of Friendship		City of Adams		Adams County		State of Wisconsin	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Management/professional	52	23.0%	138	20.0%	1,705	21.7%	857,205	31.3%
Service	65	28.8%	183	26.5%	1,540	19.6%	383,619	14%
Farming/forestry	4	1.8%	2	0.3%	168	2.1%	25,365	0.9%
Sales/office	47	20.8%	145	21.0%	1,695	21.6%	690,360	25.2%
Construction	10	4.4%	64	9.3%	940	12.0%	237,086	8.7%
Production/transportation	48	21.2%	159	23.0%	1,811	23.0%	540,930	19.8%
Total	226	100%	691	100%	7,859	100%	2,734,925	100%

Source: US Census Bureau & NCWRPC

Service workers are the largest component of the labor force in the Village of Friendship, constituting a much larger segment of the workforce than in either the county or the state. Management and professional workers are the next largest group, close to the level in the county but still quite a bit below the level for the state. Production and transportation workers are just over a fifth of workers, slightly less than the city or county, but larger than the percentage for the state. Sales and office employment is another fifth of workers, close to levels in the city and county, but behind the state. The only significant difference in the make up of the labor force in the village is in construction, where the four percent is half the state or city level and a third the level of the county.

### I. Employment Forecasts

The Department of Workforce Development prepares employment estimates that reflect current job levels. Using these numbers as a basis it is possible to project a ten-year trend, which shows a job growth of thirty-five percent over the decade of the 1990s, in five-year increments to 2025. 2000 employment was distributed based on land use and analyst modification to more accurately reflect the distribution of employment within the urbanized area of the county.

	2000	2005	2010	2015	2020	2025
Dept. of Workforce Dev.	459	510	562	613	665	717

Source: Wisconsin Department of Workforce Development & NCWRPC

Over the twenty-year period this yields an increase of fifty-six percent in the number of jobs within the Village. The actual number of jobs created over the next twenty years is in large part dependent on growth among the large employers in the village, such as Adams County Government, Moundview Hospital, Grande Cheese, Adams-Columbia Electric Cooperative, and the Adams-Friendship School District.

J. Economic Development Programs

1. Local:

*Adams County Rural & Industrial Development Corporation (ACRIDC)*

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 Co-op (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.

*Northwest Wisconsin Manufacturing Outreach Center (NWMOC)*

The Northwest Wisconsin Manufacturing Outreach Center provides operations assessments, technology training, and on-site assistance to help firms in southern Wisconsin modernize and streamline manufacturing processes.

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.

*University of Wisconsin Extension Office*

The Center for Community Economic Development, University of Wisconsin Extension, creates, applies and transfers multidisciplinary knowledge to help people understand community change and identify opportunities.

*The Wisconsin Innovation Service Center (WISC)*

This non-profit organization is located at the University of Wisconsin at Whitewater and specializes in new product and invention assessments and market expansion opportunities for innovative manufacturers, technology businesses, and independent inventors.

*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:

*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. Build community identity by revitalizing Main Street and enforcing design standards.
2. Promote the stabilization of the current economic base.

Objectives:

1. Plan for industrial space needs to encourage existing industries, such as Grande Cheese and Adams-Columbia Electric Coop, to remain and expand in the village.
2. Encourage greater commercial development along Main Street, Lake Street and North Street
3. Industrial development must not negatively impact environmental resources or adjoining property values.

Policies:

1. Encourage job-training and economic development activities that will foster high-paying jobs for village residents and increase skill levels within the local workforce.
2. Use existing TIF districts to foster appropriate development within the village.
3. Cooperate in county-wide economic development initiatives.
4. Encourage new ordinances that establish minimum aesthetic standards to eliminate commercial and industrial property with excessive debris, blighted property, and dilapidated buildings.
5. Develop a downtown revitalization plan, perhaps in conjunction with the City of Adams.

## 7. LAND-USE

### Background

The Village of Friendship covers an area of about 289 acres in Adams County, Wisconsin.

### Existing Land Use 2004

Knowledge of the existing land use patterns within the village 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 locals in 2004. Residential dominates about 30 percent of the area, followed by Woodlands with 21 percent, Governmental with 15 percent, and Transportation with about 14 percent. See the Existing Land Use Map.

In general, agricultural, forest lands and residential uses are scattered in a “mixed” pattern. Residential development is distributed on the east and west sides with commercial development stretched mainly along STH-13.

### Future Land Use 2005-2025

The Future Land Use Plan Map represents the long-term land use recommendations for all lands in the village. 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 Village.

The Plan groups land uses that are compatible, and separates 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 Village of Friendship 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 Village zoning map as necessary.

**Table 24: Existing Land Use, 2004**

Land Use Type	Acres	Percent
Agriculture	16	2.7%
Commercial	18	2.9%
Governmental	89	14.8%
Industrial	26	4.3%
Open Grassland	21	3.5%
Outdoor Recreation	7	1.1%
Residential	185	30.5%
Transportation	88	14.5%
Water	28	4.6%
Woodlands	128	21.1%
Total Acres	605	100.0%

Source: NCWRPC GIS

Map 9 Existing Land Use

Map 10 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 village.

**4. Industrial**

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

**5. Governmental/Public/Institutional**

Identifies existing or planned governmental/public/institutional facilities within the village, 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 village.

**8. Transportation Corridors**

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

**9. Preservation & Open Space**

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 Village.

Using these categories the Planning Commission participated in a mapping exercise to identify the desired land use. Commission 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 village, 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 village's growth in coming decades. 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 254 acres for residential development, 56 acres for commercial uses, 99 acres of industrial use, and 48 acres in governmental use. The amount of land in transportation use is 88 acres, 32 acres in preservation & open space, and 28 acres are open water.

Based on land use projections by NCWRPC the need for land in various uses are more than adequately met by the future land use envisioned by the Village. The increase in housing units projected based on the twenty-year county growth trend would require 215 acres of land by 2025. Because of conversion of currently in governmental use, including the former County garage site and the County Fairgrounds, land in this use actually goes down nearly by half. Land in commercial use would grow by 2025 to 26 acres, and the land required by industrial uses would increase to 33 acres. Clearly the Future Land Use Map provides a surplus of land, especially for commercial and industrial uses, over what is likely to be required based on current growth trends. As actual trends become more apparent over time it would be prudent to reconsider some of the underlying assumptions.

The Village of Friendship Planning Commission envisions an increase in the amount of residential development within the village, with expansion in the southeast corner of the village east of Roberts Street and south of the Adams-Columbia Electric headquarters. Residential would also expand north of East Lake Street along the south shore of Friendship Lake. On the west side of the village residential would expand to fill the area between Quincy and Park Streets. Residential would also fill the area of the north of Little Roche a Cri Creek. The site of the former County garage on West 3<sup>rd</sup> Street between Quincy and Grand Streets is changed from public to residential use.

Perhaps the biggest change imagined by the Planning Commission is the change in use of the current County Fair site between West Lake Street and Little Roche a Cri Creek to residential. This change obviously would be dependent on action by the County to relocate the Fair. The entire floodplain of the creek is seen as being a conservation area.

Commercial use lines both sides of Main Street, except for the area occupied by the Courthouse and McGowan House. Commercial is also seen along the south side of West Lake Street, and the north side of North Street, adjacent to the Pamida/IGA plaza. The area

around the Adams- Columbia Electric Co-op building is commercial, with an expansion east along East Lake Street. An industrial area is included in the southeast section of this area to allow the company to expand their headquarters operation along the street and buffer any expansion of the storage yard facility, while at the same time buffering this activity from more intensely developed residential areas. West of Park Street industrial use is expended from the current site of Grande Cheese to include all areas, including the former landfill site in the southwestern-most corner of the village.

The goal of this land use plan is to balance individual private property rights with the village'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

### Extra-territorial Jurisdiction

The Village of Friendship has authority to provide extraterritorial review of subdivision requests in the towns within one and one-half mile of its 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 Village and the Town. This joint committee prepares a proposed plan and regulations for the extraterritorial area and submits it to the 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 Village can adopt them.

### Village Zoning

The Village currently has its own Zoning Ordinance. 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.

The Village of Friendship originally adopted the current Zoning Ordinance on April 5, 1971. Since then a number of amendments seem to have been made to the Ordinance that have been incorporated into it. These include provisions regulating satellite TV dish antennas, lakeshore setbacks, signs, and application of the Uniform Building Code by the Village. There are five separate definition sections. The provision that establishes the setback requirement in shoreland areas of the village is located in a different part of the Ordinance from the section that regulates shorelands and floodplains. Administrative standards are located in several different parts of the Ordinance, and in some cases are not completely compatible.

In its application several provisions of the Ordinance are unclear. Most notable in this context is the existence of three separate commercial districts. In practice the squares on

either side of Main Street are zoned Commercial I & II; meaning that the provisions of both districts apply. The need for simplification of the Ordinance and a more rational and understandable organization would go a long way to improving the effectiveness of zoning by the Village.

A zoning ordinance should be derived from, and be consistent with, the policy recommendations adopted in the comprehensive plan. The desired land uses should “drive” the development of specific zoning ordinance provisions including district descriptions, permitted uses, conditional uses and the zoning map. This consistency has been important in upholding legal challenges in the Courts.

Following the planning process it is critical that the zoning ordinance be updated to incorporate the findings of the plan.

## Vision Statement

*The Village of Friendship is a safe and peaceful community: a good place to retire or to raise a family. The Village is rich in history and natural environment. We wish to ensure our small-town tradition, preserve and conserve our most valuable resource of historic architecture, small business and to protect sensitive and unique resources within the village.*

### Goals:

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, agricultural, commercial and industrial structures.
2. Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
3. Provide 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. Balance individual property rights with community interests and goals.

### Objectives:

1. All new development in the village must not negatively impact environmental resources or adjoining property values.

2. Coordinate land use regulations with surrounding communities to ensure compatibility of development.
3. Plan and develop land uses that create or preserve the urban and rural community.
4. Provide for a mix of land uses within the village.

Policies:

1. Carefully examine the existing Village of Friendship Zoning Ordinance and Subdivision Ordinance with the following goals in mind:
  - Simplifying and streamlining the organization of the existing Ordinances;
  - Ensuring consistency with the vision and policies embodied in this Plan;
  - Comparing the Ordinances with the City of Adams' to maximize compatibility of districts and procedures.
2. Establish policies incorporating areas of growth or likely annexation into the village.
3. Develop design guidelines for new development and to maintain the quality of existing neighborhoods.
4. Adopt an Official Map to guide future development.

Map 11 Existing Zoning

## **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.

The Village of Friendship and the City of Adams already have an extraordinary level of intergovernmental cooperation, most notably in the degree to which they share sewer and water facilities. As described in the Utilities and Community Facilities Element, the City water system, consisting of two water towers and four wells and wastewater treatment plant (located in the village) that provides service to the Village. Each separately owns and maintains a system of distribution lines. The two systems are connected at three points. The City provides service to the Village at wholesale rates, and has recently negotiated a new agreement covering the expanded capacity of the City treatment plant.

Over the years there has been some discussion of the idea of consolidating the Village of Friendship and the City of Adams into a single unit of government. The duplication of services and resources is the most obvious argument in favor of such a policy. Issues of local control and identity are most commonly raised in opposition to such a move. In 2001 an Ad Hoc Committee of representatives of the Village and the City engaged NCWRPC to conduct a series of individual, structure interviews with a group of residents to assess the thinking within the community on consolidation.

Interviews were conducted with twenty-eight people, equally split between the City and Village. There was a general agreement with the idea of consolidation with the primary advantage seen to be efficiency and cost saving. The primary objections to consolidation include concern about the effect on taxes and water & sewer rates, the possible loss of one of the post offices, and a general concern about loss of identity and history. Concern was also expressed about how consolidation would affect current Village and City employees. There were examples cited of current cooperative effort underway such as the Chamber of Commerce, joint road projects, and sharing of staff resources.

Real cost savings were generally seen as the primary justification for going ahead with consolidation. But the primary concern was the lack of a detailed idea of the actual effects of such action. Generally there was more resistance to consolidation in the Village than in the City. There was fear that the Village would be “out-voted” by the City and that there would be resulting loss of identity and representation. More information to the public is necessary before a decision can be made.

More study is required of the fiscal impact of consolidation, whether the existing ordinances of the two municipalities can be made compatible, the effect of consolidation on employees and labor agreements, and ways to protect community identity and level of representation within the resulting consolidated government. Public education and outreach is the crucial

component if the consolidation effort is to be pursued. It may be that incremental steps toward consolidation may be the most productive course to take toward a long-term goal a single governmental effort. Cooperative effort and the sharing of resources, if they yield savings or higher levels of service will be a positive outcome even if they never lead to full consolidation.

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.

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 City of Adams, the Towns of Adams and Preston and Adams County are in the same stage as the Village of Friendship, in completing their own comprehensive plans. As part of this planning process, each of the surrounding towns and the City of Adams were shown the future land use map prepared first by the Village and then the City. During the mapping exercise the Planning Commissions in both the Village and the City were encouraged to imagine the future land use within its one and a half-mile extraterritorial jurisdiction (ETJ). When the Towns of Adams and Preston prepared their future land use maps they did so having seen what the Village and the City thought should occur in the areas of the town that border them.

Map 12 provides a consolidated view of the future land use envisioned by the Village, City and Towns of Adams and Preston. Taken together it provides a comprehensive vision for the entire urbanizing area. The map shows only the land use choices made by the group responsible for each jurisdiction. So although the town committees were aware of the thinking of the Village and the City on the future of their ETJ, the map shows the choices made by the town committees.

The overall effect is of an urban form that stretches along the north-south axis of State Highway 13 with a significant commercial node at the intersection with State Highway 21.

Map 12 Surrounding Area

Commercial development follows STH-13 through the Village and the City and follows the highway south of the current city limits. A cross-axis of residential development, corresponding roughly to the route of County Road J, extends to the east and west. Large forestry and conservation areas provide a kind of urban boundary in the western and southeastern parts of the Town of Adams and the eastern sections of Preston.

Having become aware of one another's thoughts on future land use in their respective jurisdictions perhaps it will be easier for the Village, the City and the surrounding towns to reach consensus of development proposal, particularly those that fall within the mile and a half ETJ. This is a very preliminary exercise in joint planning, but hopefully it can provide a basis for intergovernmental cooperation in the future. The Village of Friendship has land division/parceling or subdivision plat approval authority within the mile and a half extraterritorial area.

Goal:

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

Objectives:

1. Determine the efficiencies and cost-savings that can be secured by coordinating services and facilities with the City of Adams.

Policies:

1. Continue to study issues surrounding the consolidation of Village and City services and operations.
2. Initiate joint planning efforts with the City of Adams, including coordination of zoning ordinances and procedures, capital projects, and shared services.

## 9. IMPLEMENTATION

### Background

Implementation of this plan depends on the willingness of local officials, both village and county, to use it as a guide when making decisions that affect growth and development in the Village. It is also important that local citizens and developers become aware of the plan.

The tools and techniques recommended to implement the comprehensive plan are as follows:

**Village Decision Making.** The Village Board should adopt the plan and use it as a guide in decisions that affect development in the village. The Village's Planning Advisory Committee should become very knowledgeable of the plan and use it when making recommendations to the Village Board on development issues.

**Adoption of Ordinances.** The Village should develop and adopt a Village road ordinance concerning minimum acceptable road construction standards as well as a public roadway buffer strip.

**Citizen Participation/Education.** The Village should encourage citizen awareness of the Village's comprehensive plan by making copies available and conducting public informational meetings.

**Consider Other Tools.** Additional tools and approaches can be utilized by the Village to achieve the goals of the plan. These include but are certainly not limited to the following: fee simple land acquisition, easements (purchased or volunteered), deed restrictions, land dedication, and ordinances or programs regulating activities such as impact fees, land division, building permits, erosion control, septic pumping, mobile homes, etc.

**Review and Update.** An essential characteristic of any planning program is that it be ongoing and flexible. Periodic updating of the plan is necessary for continued refinement and course correction in the planning program to insure that it reflects the desires of the Village's citizens.

ATTACHMENT A  
ADAMS COUNTY PLAN PROCESS

ATTACHMENT B  
PUBLIC PARTICIPATION PLAN

ATTACHMENT C  
COMMUNITY SURVEY

ATTACHMENT D  
2000 CENSUS SUMMARY

ATTACHMENT E

ADDENDUM TO VILLAGE OF FRIENDSHIP COMPREHENSIVE PLAN