

City of Adams Comprehensive Plan 2017



City of Adams

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North Central Wisconsin Regional Planning Commission

Table of Contents

Plan Chapters

1	Introduction	1
2	Demographics	5
3	Natural, Agricultural, and Cultural Resources	-13
4	Housing	-19
5	Transportation	-27
6	Utilities and Community Facilities	-31
7	Economic Development	-37
8	Land Use	-43
9	Intergovernmental Cooperation	-49
10	Implementation	-51

Tables

Table 2.1	Population	· 5
Table 2.2	Population Projections	7
Table 2.3	Household Projections	7
Table 2.4	Median Age	8
Table 2.5	Median Household Income	10
Table 2.6	Per Capita Income	10
Table 2.7	Poverty Rate	10
Table 2.8	Labor Force	11
Table 2.9	Employment by Industry, City of Adams	11
Table 3.1	Endangered Species in Area, 2016	15
Table 4.1	Total Housing Units	20
Table 4.2	Housing Units by Year Built	20
Table 4.3	Housing Units by Type	20
Table 4.4	Owner Occupancy	21
Table 4.5	Vacancy	· 21
Table 4.6	Seasonal Units	21
Table 4.7	Persons per Household	22
Table 4.8	Median Home Value	22
Table 4.9	Median Monthly Housing Costs by Tenure, 2010	· 23
Table 4.10	Monthly Housing Cos >30% of Income	· 23
Table 7.1	Jobs by Industry - Adams County	38
Table 8.1	Existing Land Use, 2015	43
Table 8.2	Assessed Land Value (per acre), 2015	43

Maps

Мар 1	Location 3
Мар 2	Planning Area 4
Мар 3	Natural Resources 17
Мар 4	Transportation 30
Мар 5	Utilities & Community Facilities 36
Мар 6	Existing Land Use 46
Мар 7	Future Land Use 47
	Figures
2.1	Historical Population Change, 1920 to 20156
2.2	Historical Population Change and Projections7
2.3	Population Pyramid, City of Adams8
2.4	Population Pyramid, Adams County8
2.5	Educational Attainment, Persons Age 25 and Older, 20149
4.1	City House Value Distribution23
4.2	County House Value Distribution23
7.1	City Job Income Levels39
7.2	Worker Inflow/Outflow, 201439
	Attachment
Α	Public Participation Plan54
В	Adoption Resolution56
С	Adoption Ordinance57

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Chapter One Introduction

The City of Adams Comprehensive Plan is tended to guide city and county decision makers on a variety of issues over the next twenty years. This plan documents existing conditions in the City and identified primary issues or convers to address in the future and identifies policies and actions to address those concerns. It includes information that assists in making decisions about such topics as future development, land use, transportation, housing and economic development.

Some key findings include:

- In 2015, the population was estimated to be 1,940 by the Wisconsin Department of Administration. This was a 1.3 percent decrease from 2010 and 6.0 percent increase from 2000.
- The population of the City of Adams is projected to peak for the foreseeable future in 2030, at 2,125 people.
- There were 990 housing units in the city in 2010. 927 were occupied. Of the occupied houses, 49.8 percent were occupied by owners. This means that 465 units were renter occupied, which is an unusually high proportion compared to the county, state, and nation.
- The median household income was \$26,097, which was well below the county and the state.
- In 2010, the city had a poverty rate of 26.4 percent, which was above the county, state, and national rates. However, according to the 2015 American Community Survey, the poverty rate seems to have fallen to levels seen before the Great Recession.
- Housing within the City consists primarily of single family, detached residences. The median house value was well below the county and state medians, at \$76,000.
- City residents are served by the city water and sanitarily systems.

- The city roads are generally in good repair.
- The city's economy relies primarily on the education, manufacturing and retail sectors.
- The number of jobs in the city has tripled from 2010 to 2014, increasing from 402 to 1,352. Most of the increases were in educational services and manufacturing.

The Planning Process

The Comprehensive Planning Process was undertaken by the Plan Commission. That group met with staff from North Central Wisconsin Regional Planning Commission to identify planning issues, examine new data and trends, revise maps, and reviewed and modified policies. This process took approximately twelve months, culminating in the adoption of this Plan.

Public Participation

An important part of any planning process is public involvement. Public involvement provides the citizens of the city an opportunity to express their views, ideas, and opinions on issues that they would like to address on the future development of their town. Local officials use this input to guide policies and decisions with greater awareness of the public's desires and consensus. A Public Participation Plan was adopted early in the planning process to ensure the public had opportunities to engage. This Plan ensures that all meetings are posted and open to the public, all materials related to the plan are available at City Hall and online for public review, and that a public hearing will be held to solicit public comment prior to adoption of the Comprehensive Plan.

Goals, Objectives, Policies

Goals and objectives have been developed relative to each of the plan chapters, with the exception of the demographics element. For each of the goals and objectives, specific policies, strategies and/or actions are recommended

to enable the community to achieve them. Definitions are provided below to clarify the purpose and intent of each category.

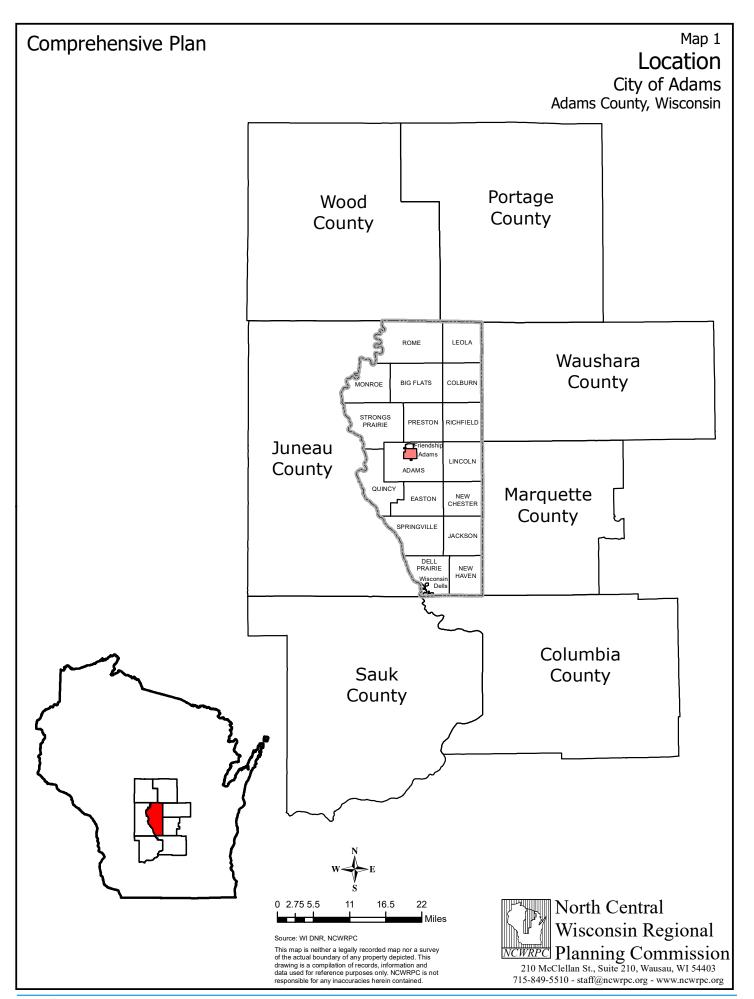
Definitions

<u>Goal:</u> A goal is a statement that describes desired future conditions. The statement is broad in scope and describes general concepts or things the community hopes to accomplish.

Objective: An objective is a statement that describes a specific course of action to achieve a goal or address an issue.

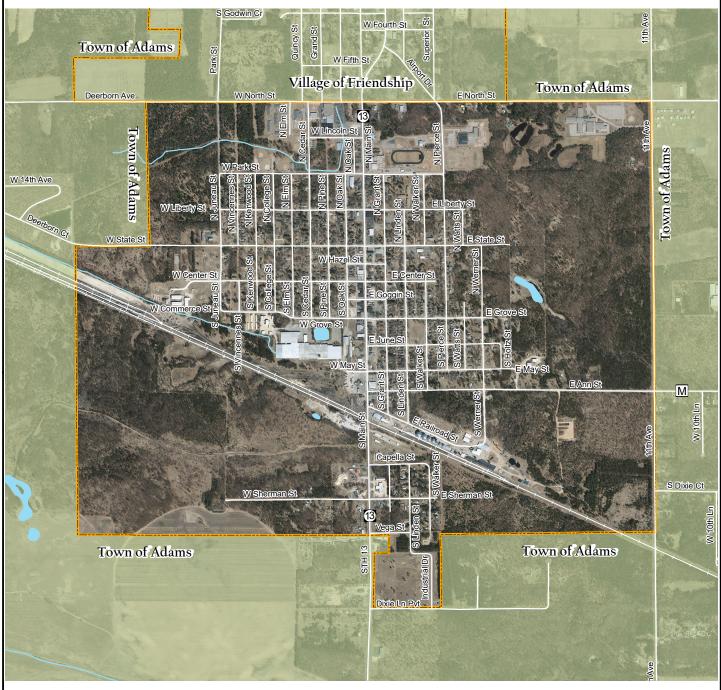
Policy: A policy is a general course of action or rule of conduct to be followed to achieve community goals and objectives.

2 Introduction



Comprehensive Plan

Map 2 Planning Area City of Adams Adams County, Wisconsin



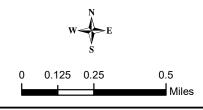
Legend

Minor Civil Divisions



Railroad





Source: WI DNR, NCWRPC, 2015 NAIP

This map is neither a legally recorded map nor a survey of the actual boundary of any property depicted. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



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Chapter Two Demographics

This analysis is intended to describe the existing demographics of the City of Adams and identify the major demographics and socio-economic trends impacting Adams over the next few decades. A variety of demographic information is examined in this chapter, including total population, age distribution, households, educational levels, income levels, poverty, and resident employment data. The Village of Friendship and surrounding townships, the County and the State are listed for comparison.

The data in this chapter, as well as the chapter on housing mainly utilizes data from the U.S. Census and the American Community Survey, as well as the Wisconsin Department of Administration. With the exception of several tables, data is provided mainly from 2000 and 2010, as well as 2014, from the U.S. Census Bureau. The U.S. Census and the American Community Survey are both produced by the U.S. Census Bureau; however the census is a count of the American population conducted every ten years while the American Community Survey is an estimate of the population released on a yearly basis.

The American Community Survey evolved from the "long form" that a random subset of the population used to receive with the census. In 2010, the U.S. Census Bureau started releasing American Community Survey data for all

populations on a yearly basis, including the City of Adams. However, small populations, such as Adams, are often difficult to survey and the census is not perfect count of the population; this produces data that is not always accurate or consistent. As such, there are instances where the Census and the American Community Survey provide slightly different data for the year 2010. These examples are discussed for the readers throughout these sections.

Overview

The City of Adams is located in the center of Adams County, Wisconsin. The city is bounded by the Village of Friendship to the north and the Town of Adams to the south, east, and west. It is the only city entirely within the county. See the locational reference map.

The city is primarily dominated by residential, commercial, and industrial development, with some woodlands in the outlying parts of the city.

Population and Households

Population Changes

The city's population has grown slowly over the last fifteen years according to the U.S. Census. As displayed in **Table 2.1**, the city experienced a 7 percent increase between 2000

Table 2.1: Population

Minor Civil Division	2000	2010	2015	2000-2010 % Change	2000-2010 Net Change
City of Adams	1,831	1,967	1,940	7%	136
Village of Friendship	781	725	700	-7%	-56
Town of Adams	1,267	1,345	1,355	6%	78
Town of Preston	1,360	1,393	1,400	2%	33
Adams County	19,920	20,875	20,857	5%	955
Wisconsin	5,363,675	5,686,986	5,724,692	6%	323,311
United States	281,421,906	308,745,538	314,107,084	10%	27,323,632

Source: U.S. Census, WI DOA

and 2010, a net increase of 136 persons. The city was about 9.4 percent of the total population of the county in 2010.

Meanwhile the county grew at 5 percent over the same time period. All of the surrounding towns grew at varying rates. The Village of Friendship lost 56 people, or 7 percent of its population. The Town of Adams gained 78 people for an increase of 6 percent.

Annually, the Wisconsin Department of Administration (WDOA) publishes population estimates for all minor civil divisions. These numbers vary slightly from the U.S. Census information. The 2015 estimates indicate a slight population decrease of 27 people since 2010 for the City of Adams. The Village of Friendship and the county also saw slight decreases.

Historical Population Changes

1920

1930

1940

1950

The City's population has grown steadily from 1920. There were slight population drops in the 1950s (-8.7%) and the 1980s (-1.7%), as displayed in Figure 2.1. The City saw its largest population growth in the 1970s, when the population grew 21.1 percent.

Household Changes

The number of households in the city has grown by 15.2 percent, from 769 in 2000 to 886 in 2010. Of the 886 total households, in 2010, 54 percent were family households, a decrease from 61.2 in 2000. Thirty-four percent were married couple households. Thirty-seven percent of all households included someone 65 years old or older, while twenty-seven percent also included someone 18 or younger.

The rate of household formation was faster than the population growth rate. Throughout the past few decades across the country, this has been a trend, as the average household size has been decreasing. Families are having fewer children and more people are living alone. The average household size was 2.20 in 2010 while the average family size was 2.98. Forty-one percent, or 368, of the households of the City of Adams are single person households. Of those single person households, 53.5 percent, or 197, are headed by an adult 65 years of age or older.

Population Projections

In 2013, the Wisconsin Department of Administration's Demographic Services Center released its population projections for 2015 through 2040. The WDOA population projections are recognized as Wisconsin's official population projections in accordance with Wisconsin Statue 16.96. The WDOA projections are based on the historical population trends of individual communities; however more recent years carry a greater weight in the WDOA's projected populations.

According to the projections, the City of Adams' population was expected to reach 2,125 people in 2030, an 8 percent increase from the 2010 Census count. This is displayed in Table 2.2. Then the population is to dwindle slightly to 2,030 by 2040. The predicted population peak in 2030 was common for many small Wisconsin municipalities.

Nonetheless, the population growth has increased slower than expected when the projections were published in 2013. This is probably due to the sluggish recovery of the

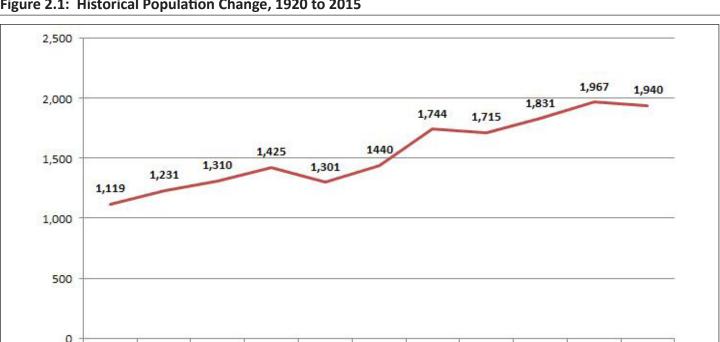


Figure 2.1: Historical Population Change, 1920 to 2015

2015 Source: U.S. Census, WDOA 2015

1970

1980

1990

2000

2010

1960

Table 2.2: Population Projections

2010 Census	2015	2020	2025	2030	2035	2040
1,967	1,985	2,020	2,090	2,125	2,095	2,030

Source: U.S. Census, WDOA

Table 2.3: Household Projections

Civil Division	2010 Census	2015	2020	2025	2030	2035	2040	2010-2040 % Change	2010-2040 Net Change
C. of Adams	886	939	977	1,032	1,064	1,064	1,046	18.1%	160
V. of Friendship	256	259	261	268	267	259	247	-3.5%	- 9
Adams County	8,666	9,375	9,887	10,599	11,090	11,244	11,219	29.5%	2,553
Wisconsin	2,279,768	2,371,815	2,491,982	2,600,538	2,697,884	2,764,498	2,790,322	22.4%	510,554

Source: U.S. Census

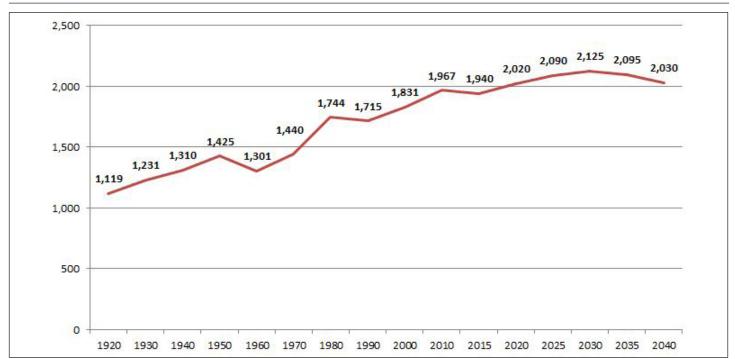
economy and more young adults delayed family formation in pursuit of educational opportunities and more secure financial circumstances. As a result, many communities in Wisconsin saw WDOA population estimates that fell short of the projections in 2015. In 2015, the WDOA estimated that there were 1,940 people living in Adams City. This was 45 people fewer than projected for 2015. Historical population changes and the most recent population projection are displayed in Figure 2.2.

Household Forecasts

Like population, household projections were completed in 5-year increments between 2010 and 2040, as shown in Table 2.3. The number of households was calculated by dividing the total population projection for each 5-year increment by the projected average persons per households.

Like the population projections, the WDOA household projections are recognized as Wisconsin's official population projections in accordance with Wisconsin Statue 16.96 and are based on the historical population trends of individual communities. Assuming a conservative rate of growth, the number of households is expected to increase by 33, or 8.3 percent between 2010 and 2040. This is lower than the surrounding towns and the county both in terms of percentage and net increase. The projected number of households was also larger than the population projection increase of 8.0 percent.

Figure 2.2: Historical Population Change and Projections



Source: U.S. Census, WDOA 2015

Age

The population of the city and the surrounding communities is older than that of the state and the nation, as shown in **Table 2.4**. Over the ten-year period from 2000 to 2010 there has been a 9.0 percent increase, or 3.5 years, in the median age to 42.2 in the city, while the median for the county has gone up by 10.6 percent to 49.2. The median age for Wisconsin and United States are much lower than the city and the county, at 38.8 and 37.4 respectively.

During the 2000s, the median age in the village increased by 14.9 percent to 45.6 years after decreasing significantly in the 1990s. The median age in the Towns of Adams and Preston have continued to increase faster than the city and the county as displayed in Table 2.

Figure 2.3 is a population pyramid for the city for 2010. The city only had 85 males to every 100 females. Meanwhile, there were 143 children under the age of five, or about 7.3 percent of the community's population. Twenty-four

percent of the population was under the age of 18. The percentage of people aged 65 and older that lived in the community almost 21.5 percent, or 422 people.

Figure 2.4 shows the population-age distribution for Adams County. While the City has a larger proportion of younger residents compared to the County, the City also has a larger proportion of older residents.

The American Community Survey in 2014 indicated that there may have been an upswing in older adults moving into the city and the village, causing the median age to increase from 42.4 in 2010 to 48.2 in 2014. Perhaps the biggest single factor leading to this increase in median age has been the number of older residents who have moved to the county. The slower rate of increase in the city and the decline in the village indicated that families were a larger part of the population in these areas than in many of the surrounding communities in the first decade of the millennium. The percentage of households with children under 18 years of

Table 2.4: Median Age

Minor Civil Division	1980	1990	2000	2010	2014	2000-2010 Percent Change	2000-2010 Net Change
City of Adams	31.9	35.2	38.7	42.2	48.2	9.0%	3.5
Village of Friendship	54.4	44.2	39.7	45.6	45.4	14.9%	5.9
Town of Adams	33	36.8	42.4	48.9	49	15.3%	6.5
Town of Preston	33.7	40.7	44.4	52.2	52.6	17.6%	7.8
Adams County	35.8	40.1	44.5	49.2	50.5	10.6%	4.7
State of Wisconsin	27	32.9	36	38.5	38.8	6.9%	2.5

Source: U.S. Census

Figure 2.3: Population Pyramid, City of Adams

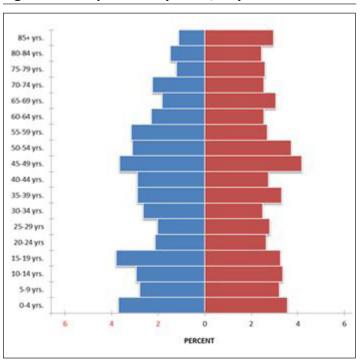
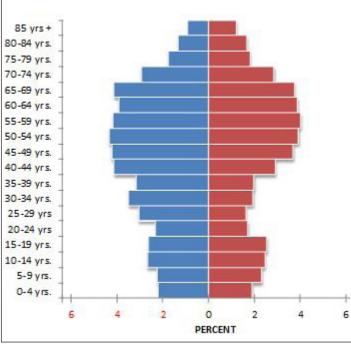


Figure 2.4: Population Pyramid, Adams County



Source: U.S. Census

Source: U.S. Census

age decreased by six percentage points from 2010 to 2014 and more than ten percentage points in the village.

Race

The racial composition of the city has changed very little over the past decade. In 2010, 1,865 of the city's 1,967 residents self-reported as white, 25 as African American or Black, 17 as American Indian or Alaska Native, and 9 as Asian. Ten years earlier, 1,871 of 1,914 residents listed themselves as white, 7 as American Indian, 1 as Asian, 3 as African American, and 32 as "Other".

Educational Levels

Educational levels in the 2000 Census showed that 884 residents had completed high school and of those 884, 205 had some college, 56 had associate degrees, 93 had bachelor degrees and 86 had graduate or professional degrees. In 2014, 941 people had completed high school and 126 people had completed a Bachelor's degree. Only those 25 years of age and older are reflected in these statistics. Figure 2.5 provides a visual of educational attainment in the City of Adams, Adams County, the state and the country.

The City of Adams has a high percentage (17.1%) of persons without a diploma compared to the county (13.5%) and state (9.2%). It also has a higher percentage of residents with a bachelor's degree.

Income

Household Income

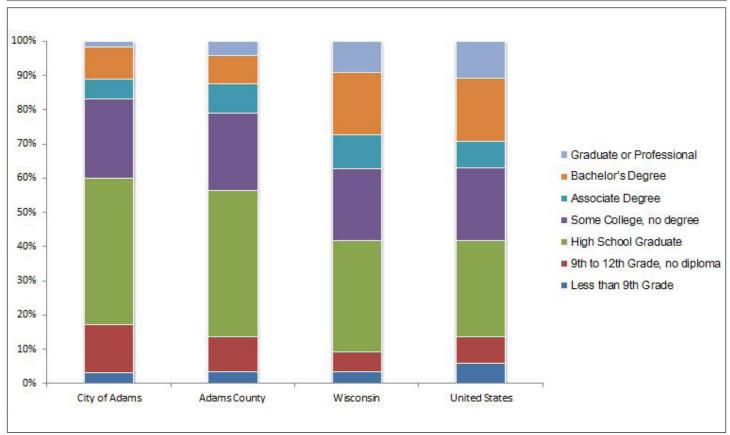
Median income and per capita income are two important indicators of community prosperity. The median is the point halfway between the highest and lowest reported incomes. Generally, incomes have not matched pace with inflation, resulting in lower buying power for individuals and households. From 2000 to 2010, household incomes fell across the country. Incomes in the city decreased significantly during this period, as noted in Table 2.5. When adjusted for inflation, the median household income fell from \$33,046 in 2000 to \$26,097 in 2010, a 21.0 percent decrease. The state median income decreased 7 percent and 2.4 percent for the United States.

The city median household income was 65 percent of the county median income and half of the state median income. 48 percent of households reported incomes of less than \$24,999 in 2010 and 1.6 percent had incomes above \$100,000. By 2014, 37.3 percent of households were reporting incomes less than \$24,999. This is much higher than the county (23.6) and state (22.1%).

Per Capita Income

Per capita income is the average obtained by dividing aggregate income by the total population of an area. Per capita income decreased by 9.6 percent from 2000 to 2010,

Figure 2.5: Educational Attainment, Persons Age 25 and Older, 2014



Source: U.S. Census

Table 2.5: Median Household Income

Minor Civil Division	2000*	2010	2014	2000-2010 Net Change*	2000-2010 % Change*
City of Adams	\$33,046	\$26,097	\$28,862	-21.0%	-\$6,949.
Village of Friendship	\$31,170	\$39,643	\$47,031	27.2%	\$8,473
Town of Adams	\$43,416	\$38,821	\$43,869	-10.58%	-\$4,595
Town of Preston	\$42,409	\$41,372	\$44,022	-2.5%	-\$1,037
Adams County	\$42,304	\$39,885	\$45,366	-5.7%	-\$2,419
State of Wisconsin	\$55,452	\$51,598	\$52,738	-7.0%	-\$3,854
United States	\$53,177	\$51,914	\$53,482	-2.4%	-\$1,263

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

Table 2.6: Per Capita Income

Minor Civil Division	2000*	2010	2014	2000-2010 Net Change*	2000-2010 % Change*
City of Adams	\$18,670	\$16,882	\$18,317	-\$1,788	-9.6%
Village of Friendship	\$18,706	\$16,670	\$20,379	-\$2,036	-10.9%
Town of Adams	\$23,078	\$22,733	\$19,810	-\$345	-1.5%
Town of Preston	\$24,207	\$21,137	\$20,538	-\$3,070	-12.7%
Adams County	\$22,510	\$21,917	\$22,639	-\$593	-2.6%
State of Wisconsin	\$26,935	\$26,624	\$27,907	-\$311	-1.2%
United States	\$27,335	\$27,334	\$28,555	-\$1	0.0%

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

from \$18,670 to \$18,882, see Table 2.6. The surrounding towns also experienced similar declines as well as the county. The Town Adams and the county as a whole did not see incomes drop as steeply as the city or the village.

Poverty Rates

From 2000 to 2010, poverty increased 13.3 percentage points, from 13.1 percent to 26.4 percent in 2010, see Table 2.7. However, in 2014, the American Community Survey estimated that the poverty rate was similar to rates seen in the earlier part of the millennium.

In 2014, poverty rates were spread relatively even among different age groups. Those individuals, who were in the labor force or actively looking for work but unemployed, had higher rates of poverty. This was true for those who did not work or worked part-time or part-year.

Employment Characteristics

Between 2000 and 2010 the city's employed residents decreased from 691 to 667. In 2014, the unemployment rate was 13.8 percent, up from 10.7 percent in 2010 and 12.8 percent in 2000. The unemployment rate was particularly high (22.8%) among those who did not have a high school diploma as well as young adults under the age of 24.

Table 2.8 displays the city's labor force. The labor force is comprised of all individuals older than 16 and who are

Table 2.7: Poverty Rate

Minor Civil Division	2000	2010	2014	
City of Adams	13.1%	26.4%	13.4%	
Village of Friendship	23.4%	23.1%	21.3%	
Town of Adams	9.0%	7.9%	15.2%	
Town of Preston	9.6%	9.7%	11.0%	
Adams County	10.4%	12.6%	12.7%	
State of Wisconsin	8.7%	11.6%	13.3%	
United States	12%	13.8%	15.6%	

*Inflation Adjusted. Source: U.S. Census

employed or actively seeking work. Between 2000 and 2010, the City of Adam's labor force decreased 7.8 percent. Fifty-one percent of Adam's city residents older than 16 are in the labor force, which is similar to the county's labor force rates but below the state figure of 69 percent. If only residents between the ages of 25 and 64 are counted, only 64 percent are in the labor force compared to 82 percent for the state.

Labor force participation rates have been falling across the country as the Baby Boomers retire and leave the workforce and as the number of young adults who delay entering the workforce to pursue educational opportunities increases. Additionally, many workers have been unemployed long-term since the Great Recession and are no longer counted as actively looking for work. If the economy improves and

10 Demographics

Table 2.8: Labor Force

Minor Civil Division	2000*	2010	2014	2000-2010 Net Change*	2000-2010 % Change*
City of Adams	811	747	637	-7.87%	-64
Village of Friendship	251	284	251	13.16%	33
Town of Adams	683	710	662	4.01%	27
Town of Preston	631	625	659	-0.87%	-6
Adams County	8,522	9,130	8,514	7.14%	608
State of Wisconsin	2,872,104	3,076,287	3,074,278	7.11%	204,183
United States	138,820,935	155,176,999	158,967,626	11.78%	16,356,064

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

wage rise, economists predict that some of these long term unemployed will re-enter the labor force. However, there are concerns that the number of workers applying for disability benefits has increased across the country and that these workers have permanently dropped out of the work force, leading to a less productive and prosperous population.

Table 2.9 displays the number of residents employed by industry. The largest industry employer in 2010 was Educational, Health and Social services Industry, which employed 202 people in the City. Employment increased in six industries since 2000, with the fast increase seen the Information industry, which increased 9 jobs. Overall the Educational, Health, and Social Services Industry saw the greatest increase, with 61 more jobs added. The Finance, Insurance, Real Estate, and Rental and Leasing Industry was the fastest decreasing industry, with a 100 percent decline. The Other Services Industry lost the most jobs overall, losing 39 jobs.

In the City, there were 322 full-time, year round residents with earnings in 2010. The mean earnings for these workers were \$26,548. This was significantly less than the county at \$38,015 and the state at \$50,829. In the City, the median earnings for full-time, year round working male residents were \$36,250 while female full time, year round workers earned \$26,071.

In 2010, the U.S. Census Bureau estimated that 30.4 percent of residents of the City worked in the City. Roughly 80.5 percent of residents worked within the county. The Village of Friendship was the largest importer of City workers, employing 15.4 percent of the labor force. The average commute time was 20.3 minutes. Over 26 percent of the labor force traveled more than 50 miles for work.

Table 2.9: Employment by Industry, City of Adams

Industry	2000	2010	2000-2010 % Change	2000-2010 Net Change
Agriculture, forestry, fishing and hunting, and mining	8	19	137.5%	11
Construction	59	63	6.8%	4
Manufacturing	118	87	-26.3%	-31
Wholesale trade	8	6	-25.0%	-2
Retail trade	94	82	-12.8%	-12
Transportation and warehousing, and utilities	30	6	-80.0%	-24
Information	4	13	225.0%	9
Finance, insurance, real estate, and rental and leasing	21	0	-100.0%	-21
Professional, scientific, management, administrative, &waste management services	19	19	0.0%	0
Educational, health and social services	141	202	43.3%	61
Arts, entertainment, recreation, accommodation and food services	109	144	32.1%	35
Other services (except public administration)	41	2	-95.1%	-39
Public administration	39	24	-38.5%	-15
Totals	691	667	-	-24

Source: U.S. Census

Demographic Trends

- In the last decade, population has increased by 7 percent to 1,967 in 2010. The WDOA estimated the population at 1,940 in 2015. This was a slight population decrease. The WDOA projected a population of 2,030 in 2040.
- Median age for the City was 42.2 in 2010, which was higher than the State overall, at 38.8 years. It is also a 3.5 year increase from 2000.
- The median household income was \$26,097 in 2010, a 21.0 percent decrease from 2000, when adjusted for inflation. The per capita income also fell by 9.6 percent during this period.
- The City had a poverty rate of 26.4 percent, which was 14.8 percentage points more than the state and 12.6 percent more than the nation.
- In 2010, there were 667 residents employed. In 2010, the largest employer was the Educational, Health and Social Services Industry. The labor force participation rate was 51 percent while the unemployment rate was 10.7 percent. A high number of workers were traveling more than 50 miles for work.

12 Demographics

Chapter Three Natural, Agricultural, and Cultural Resources

This element describes local land and water conditions in detail as well as agricultural resources and cultural heritage. It is important to consider the patterns and interrelations of natural resources on a broader scale beyond the city's borders as they do not follow geo-political boundaries. In addition, many of the programs for protecting or mitigating impacts to natural resources are administrated at the County, State, or Federal level. Thus an overview of recent county-wide natural resource planning efforts is described below, followed by a description of local natural resource conditions.

Previous Plans

In the last decade, several plans were prepared by the County specifically to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision making regarding resource management and protection. In addition to the plans listed below, Adams County and several local communities have adopted park and outdoor recreation plans that discuss natural resource based recreational facilities and protection strategies. These are described in more detail in the Parks sections.

Adams County Comprehensive Plan, 2006-2020

The Adams County Comprehensive Plan addresses natural, agricultural, and cultural resources for Adams County. The goal of the Natural, Cultural and Agricultural resources section is to protect natural areas, economically productive areas, including forests and scenic landscapes upon which tourism depends, and the protection of open space and unique landscape resources.

Adams County Land & Water Resource Management Plan, 2016-2026

The Adams County Land and Water Resource Management Plan is drafted as a 10 year plan (2016-2025) with a 5-year Work Plan (2016-2020) in accordance to the requirements set forth in Chapter 92 of the Wisconsin Statutes.

The 2016 Land & Water Resource Management Plan identifies two goals. These are:

- Create a culture where landowners take ownership of their impact on the environment. Social and Ecological resource assessments will be conducted before project details are identified.
- Protect and improve groundwater quality and quantity as well as surface water quality.
- Reduce wind erosion.
- Promote working forests and farms.
- Improve forest silviculture for multiple uses.
- Manage wildlife conflicts.
- Control invasive species.

Adams County Outdoor Recreation Plan, 2013-2018

The primary purpose of this recreation plan is to provide continued direction in meeting the current and future recreational needs of the County. This plan provides and inventory and analysis of existing outdoor recreational facilities, and provides recommendations to meet identified needs. Specific park and forest parcel improvement lists exist within the plan.

Adams County Farmland Preservation Plan, 2016

The County recently adopted a Farmland Preservation Plan update which focuses on preserving the agricultural production capacity, farmland, soil and water resources, and rural character in Adams County, including the Town of Adams which surrounds the City of Adams. The plan identifies issues and concerns in farming practices, sets goals and policies to preserve agriculture, and identifies actions to achieve the set goals. It also sets criteria for farmland preservation areas and non-farmland preservation areas. The plan identifies preservation areas surrounding the city.

Adams County All Hazard Mitigation Plan, 2006-2020

This plan's primary purpose is to identify how to prevent

injury and property damage from natural hazards. Understanding how the natural environment works is a first step in mitigating natural disasters. The Pre-Disaster show how the natural environment and the built environment are in conflict, and how to mitigate that conflict (e.g. Development in a floodplain is at risk of damage caused by flooding).

Climate

Adams County has a continental climate that is characterized by long, cold, snowy winters; warm summers; and springs and falls that are often short. From late fall through spring, the weather changes every few days because of air masses that are part of pressure systems moving eastward and northeastward over the northern states.

In winter, the average temperature is 18 degrees F., and the average daily minimum temperature is 8 degrees. The lowest temperature on record is -43 degrees, which occurred in 1951. The number of days at or below 0 degrees has varied from 9 in 1931 to 53 in 1950. In summer, the average temperature is 69 degrees and the average daily temperature is 82 degrees. The highest recorded temperature is 112 degrees, which occurred in 1936. The number of days at or above 90 degrees has varied from 1 in 1951 to 35 in 1933.

Average total annual precipitation is 29.3 inches. Of this, about 60% usually falls in May through September. The heaviest 1-day rainfall on record was 5.04 inches on June 22, 1940. Thunderstorms occur on about 32 days each year. Hail falls on an average of two days a year. Average seasonal snowfall is 38.1 inches, with 97 inches (2007-8) being the greatest total on record.

Geography and Geology

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

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

Water, Wetlands & Floodplains

Ponds and streams as well as adjoining wetland exist in the city. The majority of the land in the County is part of the Central and Upper Wisconsin River Basins. Five main watersheds make up the two Wisconsin River basins in Adams County – Fourteen Mile Creek, Big Roche A Cri, Little Roche A Cri, Duck and Plainville Creeks, and Neenah Creek. The Johnstown terminal moraine in southeastern Adams County forms the drainage divide between the Wisconsin and Upper Fox River Basins. Neenah Creek is the main watershed in Adams County for Upper Fox Basin. These water resources help replenish the groundwater as part of the hydrologic cycle.

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.

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle, and local ecological systems. In a natural condition, they control floodwater by moderating peak flows, and some may act as groundwater recharge sites. All wetlands have valuable water purification capabilities and make significant contributions to surface and groundwater quality. They act as settling areas for inflowing streams as well as functioning in the reduction of water nutrients through uptake of these compounds into plant tissues. They also have a buffering effect on water acidity or alkalinity and are helpful in the elimination of harmful bacteria, which may be found in surface or groundwater.



Watershed Preserve



City Nursery

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 as the combined roles of flood moderation, water purification and aquatic habitat, wetlands are important to the maintenance of downstream habitat as well.

Soils

As with most areas in Central Wisconsin, the City of Adams has a variety of soil types within the city. According to the 1984 USDA Soil Survey of Adams County, the soil patterns include scattered areas of Newson Loamy Sand (Ne) and Plainfield Sand [(PfB) and (PfC)], which cannot be used for cultivating crops or construction of houses. Some soils that potentially can be used as farmland include Brems

Loamy Sand (BrA) and Meehan Loamy Sand (MoA). Brems Loamy Sand and Plainfield Sand (PfA) are also suitable for construction of houses and with special precaution, can also be suitable for onsite waste disposal.

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

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. Using the NCWRPC GIS about 1,000 acres of the city are wooded. Tree cover is essential, especially for erosion control and to reduce effluent and nutrient flows into surface water bodies and courses.

Endangered Species

The City of Adams partially occupies one section with occurrences of aquatic and/or terrestrial plants, animals, and/or natural communities of endangered status as identified in the Wisconsin Natural Heritage Inventory.

Table 3.1: Endangered Species in Area, 2016

Scientific Name	Common Name	WI Status	Federal Status	Group
Buteo lineatus	Red-shouldered Hawk	Threatened -		Bird~
Erynnis persius	Persius Dusky Wing	Special Concern	-	Butterfly
Lycaeides melissa samuelis	Karner Blue	Special Concern	Listed Endangered	Butterfly
Central sands pine-oak forest	Central Sands Pine-Oak Forest	Not Applicable	-	Community
Sand barrens	Sand Barrens	Not Applicable	-	Community
Pine barrens	Pine Barrens	Not Applicable	-	Community
Floodplain forest	Floodplain Forest	Not Applicable	-	Community~
Northern Tamarack Swamp	Northern Tamarack Swamp	Not Applicable	-	Community~
Central poor fen	Central Poor Fen	Not Applicable	-	Community~
Ophiogomphus smithi	Sioux (Sand) Snaketail	Special Concern	-	Dragonfly~
Somatochlora incurvata	Incurvate Emerald	Endangered	-	Dragonfly~
Williamsonia lintneri	Ringed Boghaunter	Special Concern	-	Dragonfly~
Scleria reticularis	Netted Nutrush	Endangered	-	Plant~
Platanthera flava var. herbiola	Pale Green Orchid	Threatened	-	Plant~

Source: WDNR Natural Heritage Inventory

This area may have several different species or natural communities, or just one species or natural community. **Table 3.1** summarizes the species and communities listed as endangered. More information on these species and communities can be found on the Natural Heritage Inventory website, including species identifiers and projection strategies.

Contaminated Sites

There is one open contaminated site in the city, according to the Bureau for Remediation and Redevelopment Tracking System (BRRTS). This is not uncommon as all communities with commercial and industrial development have the potential for air emissions, groundwater contamination, soil spills, and surface water contamination. Contaminated sites originate when a property is used for such activities as a gas station, industrial processing facility, a landfill, or other industrial process.

The BRRTS database lists one open site, which means that remediation activity is ongoing. The site is listed for soil contamination. Soil only contaminated sites usually have less amounts of toxic substance release onto or in the soil, or the depth to groundwater saturation in the soil is much deeper. The contaminated site within Adams was from leaking underground storage tanks (LUST).

Agricultural

Agriculture is not a major function within the city, however there are about 30 acres still being used in that capacity. It is expected that these areas will convert to other more appropriate uses in the future. There are no active farms within the city limits.

Cultural

Cultural resources are features that signify a community's heritage and help to evoke the sense of place that makes an area distinctive. Cultural resources may include archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to Native Americans or other cultural groups. The City of Adams does not have a local historic preservation commission.

Brief History of the City of Adams

The City of Adams came with the railroad. Before the arrival of the Chicago & Northwestern Railroad in 1911 the site of the city was merely a pine barrens south of the existing Village of Friendship. Over the next two decades the City of Adams grew up around the rail yards and depot. Because they are the product of this limited boom period, many of the buildings and the layout of the city itself are of a consistent style that represents the post-World War I era that produced them. Of particular importance in

this sense is the fairly compact, pedestrian-friendly street pattern common to development before the ascendance of the automobile. Special efforts should be made to protect and build upon this legacy of the city's boom years, which constitutes a kind of "old urbanism" and offers the potential for quality residential development.

Wisconsin Architecture and History Inventory

There are three structures in the city that are on the Wisconsin Architecture and History Inventory. The Adams Ranger Station has two buildings on the inventory. The storage building is an Astylistic Utilitarian Building built in 1934 and the small office building is a Side Gabled style built in 1940. The post office is also on the Inventory. There are also several original homes and buildings in the city, which have not been examined for inclusion on the Inventory.

Natural Resource Goals, Objectives, Policies

<u>Goal 1:</u> Protect natural areas, including wetlands, wildlife habitats, ponds, woodlands, open spaces and groundwater resources, while allowing development.

Objective A: Development should consider impact on natural areas.

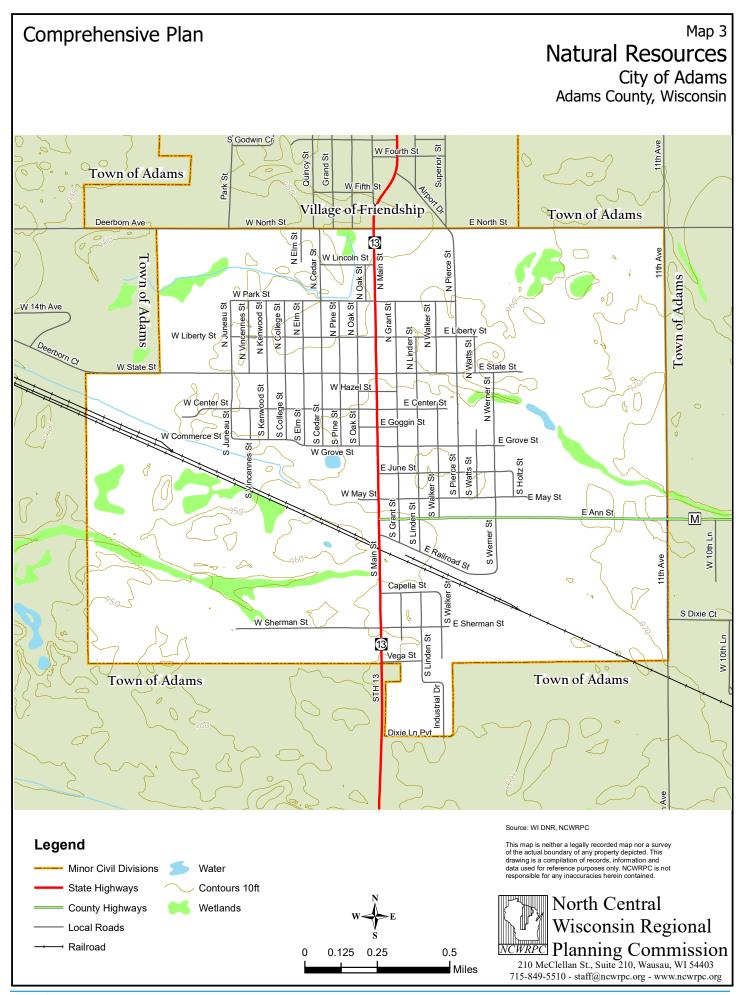
Policy A: Consider a storm water management plan that will minimize the impact of runoff on the quality of surface and groundwater.

Goal 2: Preserve cultural, historic and architectural sites.

Objective A: Seek methods to improve the appearance and economic viability of the commercial buildings along Main Street.

Policy A: Consider the implementation of a façade restoration program or Business Improvement District as a way of upgrading downtown businesses.

Policy B: Continue to foster development patterns that strengthen existing pedestrian-oriented streetscapes that are a part of the city's historic legacy



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Chapter Four Housing

Housing characteristics and trends are important components of a comprehensive plan. The physical location of housing determines the need of many public services and facilities. Furthermore, understanding dynamics in the market likely to affect housing development in the future provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of residential development. Understanding the factors affecting people's ability to meet their own housing needs provides a basis for reinforcing community ties, fostering economic development and environmental sustainability, and improving the quality of life.

Previous Plans

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 fund 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."

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.

Regional Livability Plan

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission, addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies a number of issues affecting community livability related to housing:

- an aging population,
- smaller household sizes,
- a lack of housing options, and
- an increase in housing costs related to incomes.

Housing Inventory

Housing Units Change

As displayed in Table 4.1, the number of housing units in the City of Adams grew by 17.0 percent between 2000 and 2010, netting 144 more housing units. During the same period, the number of units in the village grew by 10.2 percent, adding 30 new housing units. The county grew 23.5 percent after growing 40 percent in the 1990s and nearly doubling in the 1980s.

Year Built

The age of a community's housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1940s, for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the later part of the pervious century and the first decade of the millennium are typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Adams County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

Table 4.1: Total Housing Units

Minor Civil Division	1990	2000	2010	2014	2000-2010 % Change	2000-2010 Net Change
City of Adams	791	846	990	913	17.0%	144
Village of Friendship	300	293	323	292	10.2%	30
Town of Adams	721	862	893	902	3.6%	31
Town of Preston	844	992	1,160	1,010	16.9%	168
Adams County	12,418	14,123	17,436	17,387	23.5%	3,313
State of Wisconsin	2,055,774	2,321,144	2,624,358	2,635,602	13.1%	303,214
United States		115,904,641	131,704,730	132,741,033	13.6%	15,800,089

Table 4.2 shows the percentage of housing stock by the decade in which it was built. Adams County housing stock trends to be newer than the state or the nation, with eighty percent built in or after 1970. The City of Adams has a slightly older housing with 64 percent of units being built in 1970 or afterwards. The city also has a higher percentage (14%) of housing built before the 1940s, compared to the county (6%) but less than the state (21%).

Type of Housing

Single-family residences are the dominant housing type in the City of Adams, as they are in the county, the state, and the country, see **Table 4.3**. Apartments, in both large and small complexes, make up slightly more of the housing stock than the state. There are also fewer mobile homes in the city and the village, as compared to the county.

Occupancy

Tenure

Of the 990 housing units in the City of Adams in 2010, 927 units, 93 percent were occupied. 49.8 percent of housing units were owner occupied. In 2000, 59.5 percent of units were owner occupied.

Owner occupancy rates tend to be higher in rural areas than in urban, thus homeownership rates in Adams County were approximately 15 percentage points higher than the state averages in 2010 and increased in 2014, see Table 4.4. However, in the city homeownership have decreased 10 percentage points between 2000 and 2010 and are well below the county, state, and national averages.

Vacancy Rates

As a vacation destination, Adams County has a high percentage of houses for seasonal use, which are categorized

Table 4.2: Housing Units by Year Built

0									
Minor Civil Division	<1940	'40s	'50s	'60s	'70s	'80s	'90s	'00	> 2010
City of Adams	14%	8%	8%	8%	25%	18%	13%	8%	0%
Village of Friendship	17%	12%	15%	5%	18%	12%	18%	3%	0%
Town of Adams	12%	2%	5%	12%	18%	22%	18%	12%	1%
Town of Preston	3%	2%	4%	11%	23%	22%	21%	13%	0%
Adams County	6%	2%	5%	8%	20%	22%	21%	16%	0%
State of Wisconsin	21%	6%	11%	10%	15%	10%	14%	13%	7%
United States	13%	5%	11%	11%	16%	14%	14%	15%	10%

Source: U.S. Census

Table 4.3: Housing Units by Type

44.44.										
Minor Civil Division	Single F	amily	Dup	olex	3 to 10) Units	20 or Mo	re Units	Mobile	Home
City of Adams	596	65%	21	2%	128	14%	139	15%	29	3%
Village of Friendship	209	72%	10	3%	60	21%	0	0%	13	5%
Town of Adams	642	71%	0	0%	0	0%	0	0%	260	29%
Town of Preston	692	69%	2	0%	19	2%	0	0%	297	29%
Adams County	11758	68%	84	1%	747	4%	154	1%	4,630	27%
State of Wisconsin	1,870,511	71%	173,219	7%	317,064	12%	178,570	7%	95,799	4%

Source: U.S. Census

20 Housing

Table 4.4: Owner Occupancy

Minor Civil Division	2000	2010	2014	2000-2010 % Point Change
City of Adams	59.50%	49.80%	53.00%	-9.70%
Village of Friendship	59.10%	63.70%	60.00%	4.60%
Town of Adams	85.50%	84.30%	80.60%	-1.20%
Town of Preston	90.40%	85.90%	92.30%	-4.50%
Adams County	85.40%	83.10%	85.00%	-2.30%
State of Wisconsin	68.40%	68.10%	67.70%	-0.30%
United States	66.20%	65.10%	64.40%	-1.10%

Table 4.5: Vacancy

Minor Civil Division	2000	2010	2014	2000-2010 % Point Change
City of Adams	9.2%	10.5%	25.6%	1.3%
Village of Friendship	12.6%	20.7%	29.8%	8.1%
Town of Adams	36.1%	35.1%	38.2%	-1.0%
Town of Preston	41.6%	10.5%	46.1%	-31.1%
Adams County	44.1%	50.3%	55.0%	6.2%
State of Wisconsin	10.2%	13.1%	13.0%	2.9%
United States	9.0%	11.4%	12.5%	2.4%

Source: U.S. Census

as vacant. In 2010, over 50 percent of all housing units in the county were considered to be vacant, as seen in Table 4.5. In the city, the U.S. Census estimated that 10.5 percent of housing units were vacant, significantly less than the county and the surrounding communities.

The U.S. Census counted 26 houses in Adams designated for seasonal or vacation use in 2010, see Table 4.6. The American Community Survey put that number at 39 units in 2010 and estimated 56 units in 2014. With the exception of the Town of Adams, the surrounding communities, the county and the state all added to their number of seasonal units at a much faster rate than the 13 percent increase seen in the City of Adams during the same time period.

Person per Household

The number of persons per household is generally down and has been for several decades. The average household size was 2.2 in 2010, down from 2.3 in 2000. Of the 886 households in the city, 368, or 41.5 percent, were one person households in 2010. Twenty-nine percent were two person households. Single person households were more likely to rent, making up 56 percent of all renters. Fifty-three percent of single person households are comprised of individuals 65 years of age or older. See Table 4.7.

Table 4.6: Seasonal Units

Minor Civil Division	1980	1990	2000	2010	2014	2000-2010 % Change	2000-2010 Net Change
City of Adams	0	12	23	26	56	13.04%	3
Village of Friendship	8	25	18	24	13	33.33%	6
Town of Adams	176	231	288	261	242	-9.38%	-27
Town of Preston	64	388	401	473	375	17.96%	72
Adams County	2,400	5,946	5,769	7,724	7,757	33.89%	1,955
State of Wisconsin	107,586	150,280	142,313	193,046	185,098	35.65%	50,733
United States	-	-	3,578,718	4,649,298	5,267,667	29.92%	1,070,580

Source: U.S. Census

Table 4.7: Persons per Household

Minor Civil Division	1980	1990	2000	2010	2014	2000-2010 % Change	2000-2010 Net Change
City of Adams	2.6	2.3	2.3	2.2	2.3	-4.35%	-0.1
Village of Friendship	2.4	2.4	2.3	2.3	2.7	-0.43%	-0.01
Town of Adams	2.6	2.6	2.3	2.3	2.6	0.00%	0
Town of Preston	2.7	2.5	2.4	2.3	2.8	-6.25%	-0.15
Adams County	2.6	2.4	2.3	2.2	2.5	-2.61%	-0.06
State of Wisconsin	2.8	2.6	2.5	2.4	2.4	-2.80%	-0.07
United States	-	-	2.6	2.6	2.6	-0.39%	-0.01

House Values

Table 4.8 shows home value statistics for the community, County and State. The median value of a house in the City of Adams was \$76,600 in 2010. This value was just under sixty-one percent of the median value for the county in 2010, and has remained below the median value in the City. Both are well below median values in surrounding towns. As in most rural areas all are well below the state median value. These statistics only reflected the values of owner-own houses in the community.

Range of Values

The following figures show the distribution of housing values that existed in the City and the County in 2010. Compared to overall percentages for Adams County, the City of Adams had a range of housing values that were skewed to the left. In 2010, 51 percent of houses were valued at \$50,000 to \$100,000 in the city. 24 percent were in this category in the County. While 12 percent of city houses were valued at \$200,000 or more, in the County 25% of the houses were valued at \$200,000 or more.

Monthly Housing Costs

Table 4.9 displays the monthly housing costs by tenure. The median monthly housing costs for home owners with a mortgage in the city were 26 percent lower than the county and 39 percent lower than the state in 2010. This is unsurprisingly, given that the median house value was lower than the county and the state. Monthly housing

costs for those homeowners without a mortgage were also considerably lower than the county and state medians.

Costs for renters were 7.8 percent lower than the County and 26.3 percent lower than the State. The median contract rent is the rent that is asked by the landlord. The median gross rent includes other monthly costs, such as utilities.

Affordability

The standard definition of housing affordability is for a family to spend thirty percent or less of its income on housing. In the City of Adams over 17 percent of homeowners and 45.5 percent of renters reported that they spend more than thirty percent of their income on housing in 2014, see Table 4.10. Fewer homeowners are house burdened in the city compared to the surrounding communities, the county, the state, and the nation. This is interesting as the poverty rate is much higher in the City of Adams than the county, state, or nation.

The percentage of house burdened renters is also lower than county, state, and national averages. However, housing affordability is still an issue for the City of Adams, especially when considering that the city has a higher percentage of renters compared to the county and the state. When a greater percentage of household income in spent on housing, residents have less to spend on other essentials such as groceries, transportation and healthcare. There is also less disposable income being put into the city's economy and residents are saving less.

Table 4.8: Median Home Value

Minor Civil Division	2000	2010	2014	2000-2010 % Change	2000-2010 Net Change		
City of Adams	\$58,200.00	\$76,600.00	\$81,500.00	31.62%	\$18,400.00		
Village of Friendship	\$64,100.00	\$116,200.00	\$95,000.00	81.28%	\$52,100.00		
Town of Adams	\$82,600.00	\$124,100.00	\$115,600.00	50.24%	\$41,500.00		
Town of Preston	\$86,500.00	\$126,200.00	\$124,200.00	45.90%	\$39,700.00		
Adams County	\$83,600.00	\$130,700.00	\$133,100.00	56.34%	\$47,100.00		
State of Wisconsin	\$112,200.00	\$169,000.00	\$165,900.00	50.62%	\$56,800.00		
United States	\$119,600.00	\$188,400.00	\$175,700.00	57.53%	\$68,800.00		

Source: U.S. Census

22 Housing

Figure 4.1: City House Value Distribution

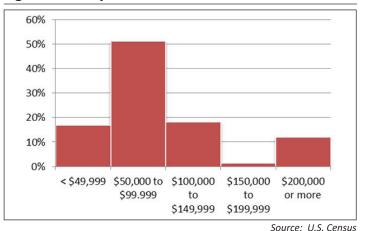


Figure 4.2: County House Value Distribution

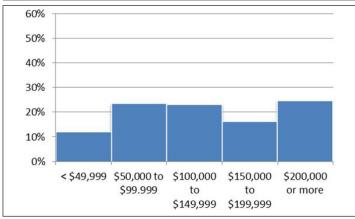


Table 4.9: Median Monthly Housing Costs by Tenure, 2010

Minor Civil Division	Owner 0	Occupied	Renter Occupied		
Minor Civil Division	With Mortgage	Without Mortgage	Contract Rent	Median Gross Rent	
City of Adams	\$874	\$378	\$439	\$650	
County	\$1,181	\$468	\$476	\$718	
Wisconsin	\$1,433	\$500	\$596	\$713	

Source: U.S. Census

Table 4.10: Monthly Housing Cost >30% of Income

Minor Civil Division	Owner	Renter
City of Adams	17.46%	45.5%
Village of Friendship	28.29%	65.71%
Town of Adams	26.02%	42.86%
Town of Preston	26.10%	72.22%
Adams County	28.67%	48.37%
State of Wisconsin	25.87%	48.28%
United States	27.63%	52.29%

Source: U.S. Census, 2014

Housing Programs

The following are housing programs available to the City:

The Wisconsin Housing and Economic Development Authority (WHEDA) administers the Federal Low Income Housing Tax Credit (LIHTC). Investors who allocate a number of units as affordable to low-income families for a certain period of time (usually 15 years) are allowed to take a credit on their income tax.

The U.S. Department of Agriculture-Rural Development (USDA-RD) is focused on rural areas. A list of available programs follows:

 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 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 515 Multi-Family Housing Loan program 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.
- 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-lowincome housing. Assistance is available for landlords or members of a cooperative.

- The U.S. Department of Housing and Urban Development (HUD) administers the following programs:
- The HUD Self-Help Homeownership Opportunity Program finances land acquisition and site development associated with self-help housing for lowincome families.
- 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.
- U.S. Department of Housing and Urban Development Section 8 Housing Choice Vouchers are administered locally by the Central Wisconsin Community Action Corporation (CWCAC). 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.
- The Small Cities Development Block Grant (CDBG) program is the rural component of HUD's Community Development Block Grant program, which is administered by the State of Wisconsin, Department of Administration. The state CDBG program provides assistance for the development of affordable housing and economic development efforts targeted to low- and moderate-income people. This program is administered locally by the Central Housing Region CDBG. The Juneau County Housing Authority currently administers this regional program.

Trends

- The 2010 Census showed that the City of Adams had 990 house units. 927 units were occupied. 49.8 percent of these units are owner-occupied. The city had an unusually high percentage of renters.
- The median value of a house in the city, at \$76,600 in 2010, was well below the county and state medians.
- Between 2000 and 2010, total housing units have increased by 144. Vacancy decreased from 9.2% to 7.2% during this same time.
- According the America Community Survey, there has been very little increase in the housing stock since 2010.
- 65 percent the community's housing stock is classified as being single family homes, while 71 percent of Wisconsin's housing stock is considered single family.

Housing Issues

Affordability: Median and per capita income levels are generally lower than the state in Adams County. For many of these people this poses a difficulty in paying for decent, safe and sanitary housing. This fits a pattern throughout rural America, where rural households had a greater housing cost burden than their urban counterparts.

Multi-family housing and accessory dwelling units are two more affordable housing choices. One of the more persistent objections to multi-family housing and accessory dwelling units is that these units 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 as well as reduce overall local government costs.

Local governments can take actions to foster affordable housing. An affordable Housing Trust Fund is one such alternative, perhaps using a Small Cities CDBG grant to start the fund. The Low Income Housing Tax Credit program (LIHTC) can be used to help developers construct new affordable housing units.

Elderly/Retiree Housing Needs: Adams County is 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. This influx of seniors has a number of results: it has increased the population and led to the construction of many new housing units; it has increased 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. 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. An integrated view of senior housing needs to be developed that includes a continuum of housing options ranging from assistance to age in place all the way to assisted care facilities.

24 Housing

Manufactured Housing: One of the most widely used and easily available forms of affordable housing is the manufactured home. Modern manufactured housing is 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.

Subsidized/Special-needs Housing: Disabled and low-income citizens often require special housing accommodations. Two programs which help fund the development of subsidized housing and assist residents are the USDA-RD Section 515 program, which supports the construction of multi-family housing for low-income residents, and the HUD Section 8 housing choice voucher program, which provides eligible families with vouchers that they can use to secure housing in the private market.

Housing Goals, Objectives, and Policies

<u>Goal 1:</u> Promote adequate affordable housing for individuals of all income levels throughout the community.

Objective A: Ensure that local land use controls do not discourage housing development.

Policy A: Allow adequate areas for residential housing, including multi-family.

Policy B: Encourage development of market-rate rental housing.

<u>Goal 2:</u> Ensure that the quality of the housing stock in the city is improved and that it fully meets the needs of both families and the elderly.

Objective A: Protect traditional design of neighborhoods with walkable character and traffic calming features.

Policy A: Enforce the City's ordinance requiring curb and sidewalks with all street reconstruction and new construction.

Policy B: Eliminate blighted areas and redevelop with new housing.

Policy C: Work with the Adams County and other housing agencies to locate elderly housing in the city. **Policy D:** Explore options for a revolving loan fund to finance improvements to housing within the city.

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Chapter Five Transportation

Transportation is necessary for the effective movement of people and goods within and with connections outside of the Village. Transportation is also critical to development and land use. This chapter provides an inventory of the existing transportation facilities and services within the City.

Transportation is a crucial component of livability and provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of development. The existing network, from roads to rails, needs to be coordinated to maximize efficiency for the overall system. The connection between home and work is an important part of any transportation system. A range of transportation alternatives should be supported, including walkability wherever possible.

Previous Plans

Regional Livability Plan

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission, addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies three major transportation issues.

- Modes of Transportation to Work The region's workforce is extremely dependent on the automobile. In 2012, over 80 percent of the region's workforce drove alone to work on a daily basis. Another 10 percent carpooled, leaving less than 10 percent for the non-automobile methods such as walking, biking, and using transit. The average commute time in the central subregion, which includes Adams County, was 25.5 minutes.
- Age of Drivers in the Region The region is seeing a change in the number of licensed drivers by age groups.
 Between 2004 and 2013, the region saw a 20 percent decrease in the number of drivers age 17 and age 19.
 During the same years, the region also had a 20 percent

- increase in drivers over age 65. These changes mean communities will have a need for multimodal options for the younger ages and options to increase safety as drivers age.
- Transportation Maintenance Cost It is expensive to maintain the transportation infrastructure in the region.
 The current reliance on fuel tax and registration fees is inadequate, unstable, and may soon be outmoded.
 The inability to fund improvements and maintenance on transportation infrastructure will impact the ability to transport goods and provide safe, reliable, and efficient roads.

Connections 2030

This is Wisconsin's latest long-range, statewide, multimodal transportation plan. It identifies a series of system-level priority corridors that are critical to Wisconsin's travel patterns and the state economy.

State Trails Network Plan

The Wisconsin Department of Natural Resources (DNR) created this plan in 2001, to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail.

North Central Wisconsin Regional Bicycle Facilities Network Plan

The North Central Wisconsin Regional Planning Commission (NCWRPC) created this plan in 2004 to guide the development of bicycle facilities in north central Wisconsin. The vision of this plan is to increase the mobility of people within the Region by making bicycling a more viable and attractive transportation choice. The plan will strengthen the rural character of the County by connecting natural and cultural resource destinations and by connecting communities, which also will have positive economic development effects

from tourism.

Road Network

Roads are commonly classified in one of two ways: by ownership or by purpose. Jurisdictional responsibility refers to ownership of a particular road, while functional classification identifies the road by the level of service it provides.

Functional Classification of Roads/Jurisdiction

According to the Wisconsin Department of Transportation, a functionally classified road system is one in which streets and highways are grouped into classes according to the character of service they provide, ranging from a high degree of travel mobility to land access functions. At the upper limit of the system (principal arterials, for example), are those facilities that emphasize traffic mobility (long, uninterrupted travel), whereas at the lower limits are those local roads and streets that emphasize access.

The functional classifications are generally defined as:

- Principal Arterials serve corridor movements having trips length and travel density characteristics of an interstate or interregional nature. These routes generally serve all urban areas with a population greater than 5,000 or connect major centers of activity, the highest traffic volumes and the longest trip desires.
- Minor Arterials, in conjunction with principal arterials, serve cities, large communities, and other major traffic generators providing intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials.
- Collectors provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. The collector system distributes trips from the arterials through the area to the local streets. The collectors also collect traffic from the local streets and channel it onto the arterial system.
- Local Streets comprise all facilities not on one of the higher systems. They serve primarily to provide direct access to abutting land and access to the higher order systems. Local streets offer the lowest level of mobility, and serve the through-traffic movement on this system is usually discouraged.

Jurisdiction

Jurisdiction refers to governmental ownership, not necessarily responsibility. For example, some State owned roads are maintained by local jurisdictions. Additionally, the designation of a public road as a "Federal-aid highway" does not alter its ownership or jurisdiction as a State or local road, only that its service value and importance have made that road eligible for Federal-aid construction and rehabilitation funds.

Ownership is divided among the Federal, State, and local governments. States own over 20 percent of the national road network. The Federal Government has responsibility for only about 5 percent, primarily in national parks, forests, and Indian reservations. The majority or about 75 percent of the road system is locally controlled.

In some cases, local municipalities are responsible for conducting routine maintenance and minor repairs on State and Federal highways within their jurisdictional boundaries. In return, the State generally provides financing to those jurisdictions. However, major repairs and reconstruction are generally still the responsibility of the State Department of Transportation.

Major Road Facilities

Roadway facilities, including jurisdictions (i.e. U.S., State, and County highways) are shown on the Transportation Map. The following is a brief description of the major road facilities located in city. Functional classification, jurisdiction, and Annual Average Daily Traffic (AADT) are summarized for all major roads.

The City of Adams road network consists of roughly 1.53 miles of state highway and 19.55 miles of local roads or streets. Of the city streets, approximately 2.9 miles are considered collectors.

State and County Highways:

- STH 13: Runs the length of the City north to south. This highway also serves as the City's main street.
- County Rd. M: This county road meets the city from the east in the southern area of the city and becomes East Ann Street.

Local Collectors:

- E. Ann Street
- 11th Avenue
- N. Juneau Street

28 Transportation

Other Transportation Modes

Pedestrian & Bicycle

Sidewalks are located throughout the city and provide a safe place to walk. Some of the newer development areas do not have sidewalks or only have a sidewalk on one side of the street. A sidewalk system helps connect housing with other activity centers, such as the downtown or the school. The typical walking trip is less than 1 mile in length. Issues of most concern to pedestrians are the missing section of a sidewalk, broken sidewalks, an intersection without curb ramps, or the construction zone that forces pedestrians to walk in a traffic lane.

Bicycles are vehicles that must obey all traffic laws. Bicycles are not allowed on sidewalks in the city, unless bicyclists are in the learning stage or are closely supervised by an adult. There are limited bike routes and no bike trails in the city.

<u>Transportation Facilities for Elderly & Disabled</u>

The county provides service through ADRC. Some service is also provided by the Veterans Service and some services are available from local agencies such as Faith in Action and the Salvation Army.

Rail

Rail service is provided by Union Pacific, which has a terminal located in the city.

<u>Airports</u>

The nearest airport is the Adams County Airport is a Class A airport with a 6,000 foot runway. The Adams County Legion Field (63C) is a public-use airport located in the Town of Adams. The airport has a 60' X 3400' lighted, hard-surfaced runway, aircraft tie-down, and vehicle parking, hanger/commercial sites, fuel, rental cars, telephones, and seasonal restrooms are available.

Regular commercial air and freight service is available at the Dane County Regional Airport in Madison.

Transportation Issues

- The need for a second crossing of the railroad tracks on the southern edge of the city has been a long identified issue. When a train is stopped it can create access problems for the area south of the tracks. Although instances of blocked traffic have decreased since the rail yard and roundhouse have closed this still can pose a problem, especially for emergency vehicles. As residential use south of the tracks increases this could pose a danger to those living in that area.
- There is a lack of facilities for pedestrians or bicycles along STH 13. The county has begun some discussion of adding bike trails in the county, but there has not been any major projects identified in the area.

Transportation Goals, Objectives & Policies

<u>Goal 1:</u> Encourage neighborhood designs that support a range of transportation choices, with particular attention to non-motorized alternatives.

Objective A: Promote pedestrian walkways and non-motorized vehicle pathways connecting parks, commercial, residential, natural areas within the City and also network with other surrounding systems.

Policy A: Encourage development of a walking and biking trail/route network within the city and with connectivity to county and regional networks.

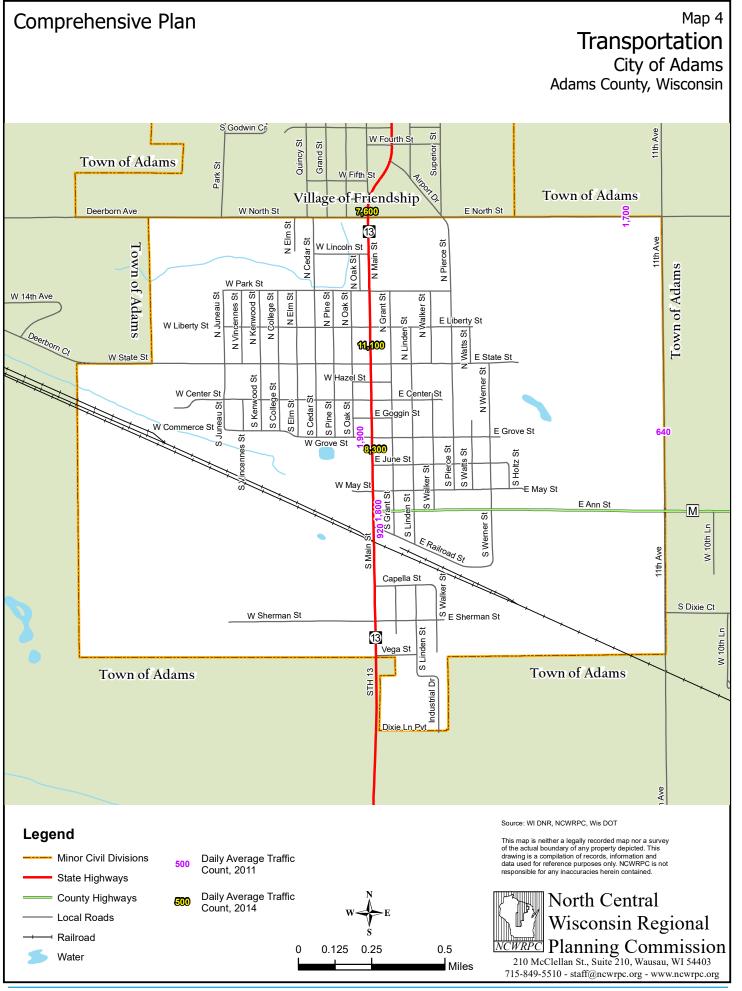
<u>Goal 2:</u> Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent citizens.

Objective A: Improve existing roads before constructing new roads.

Policy A: Establish and maintain a five-year street layout plan using PASER software to inventory and rate the local roads.

Policy B: Work with the Village, County and WisDOT to coordinate transportation planning.

Policy C: Enforce road standard for new roads.



30 Transportation

Chapter Six Utilities and Community Facilities

This section describes the existing conditions and issues relative to the utilities available to the City of Adams including sewage disposal, water supply, power supply, and telecommunication facilities and services. It also describes existing conditions with regard to surface water management.

Previous Plans

<u>Statewide</u> <u>Comprehensive</u> <u>Outdoor</u> <u>Recreation</u> Plan, 2011-16

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 2011-2016 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. Hiking, bicycling, and nature study or bird watching all are also popular pastimes. All of this emphasizes the importance of recreational trails in planning for the future of recreational facilities in Adams County.

<u>Status of Investment in Advanced Telecommunication Infrastructure in Wisconsin</u>

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.

Adams County All Hazard Mitigation Plan, 2014

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 2015). 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.

Adams County Community Resource Team Report, 2002

Although dated, this report 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.

Inventory & Trends

The City of Adams provides a variety of Utilities and community facilities.

Public Utilities

Drinking water

The City of Adams operates two municipal wells and two water towers. Combined the two towers provide roughly 400,000 gallons per day. The City administers wellhead protections zones around its wells.

The city also distributes water to the Village of Friendship, which receives water through three connections between the two water distribution systems, owned separately by the two municipalities.

Waste-Water

The current wastewater treatment plant was originally built in 1972 and was extensively reconstructed and expanded in 2000. In 2006, the facility was again upgraded. At that time, nearly 40 percent of local streets in the city had sewer and water pipes replaced. Sidewalks, curb and gutter, along with the accompanying storm water drainage system, were installed as part of the project. Current capacity is 436,000 gallons per day (GPD). A concurrent TIF project entailed construction of a wastewater lift station at the south end of the city, and extension of water and sewer to service a new 28-acre Business Park on STH 13.

The City continues to provide the Village with service at a discounted "wholesale" rate. A wholesale service agreement, similar to that in effect for water service, applies to the Village, which has been allocated 115,000 GDP capacity. The City continues to provide sewage treatment services to the Northern Bay development in the Town of Strongs Prairie. Under this arrangement the developer



Water Tower



Well House

covered all costs, including a 7-mile long pipeline to bring effluent to the plant, creating the service connection. The City ordinance that limits sewer to annexed areas states that for areas that "can't reasonably be annexed" the City may provide waste-water treatment service at a 50 percent premium over the residential (retail) rate to city residents.

Stormwater

The City of Adams has an ordinance requiring curb and gutter on all streets constructed or reconstructed in the city. The stormwater system drains to the west of the city, eventually flowing into Klein Creek. There are several retention ponds in the city to serve the properties: one at the school bus garage, one behind the Shopko/IGA/Ace shopping center, and one at the high school.

Solid Waste

Adams County operates its own sanitary landfill that serves the majority of the county. The City contracts with Clark Disposal for its curbside garbage pick-up, which also

provides recyclables pick-up.

Private Utilities

Electric

Alliant Energy provides electricity within the city.

Natural Gas

WE Energies distributes natural gas in the Adams-Friendship area.

Telecommunication

Verizon provides telephone service to the Adams-Friendship area. There are several wireless phone providers that serve the county. Cable TV service is available from Charter-Spectrum Communication.

Wireless Broadband Service

Internet is provided by Charter-Spectrum communications and Marquette – Adams Cooperative. Service has improved drastically with the recent extension of fiber cable along Highway 13.

Public Safety

Police

The City of Adams has maintains a full time police department. The County provides dispatch services to the City of Adams.

Fire

The City of Adams, and much of the central and western area of the County, receives services from the Adams Volunteer Fire District. The department maintains a station in the City of Adams, which is likely to be relocated within the city in the next year, and one in Arkdale. The Adams Fire Department covers about a 195 square mile area.

Emergency Medical Service

The ambulance service is provided in the area.

Community Facilities

City Hall

In addition to the city administrative offices, city hall also contains the offices of the Adams Police. Connected to the City and police offices is the garage where the Adams Volunteer Fire Department currently houses its equipment. When the Fire Department relocates the space may be utilized by the Ambulance provider.

Municipal Garage

The Public Works garage on Juneau Street houses the street maintenance equipment of the City, and provides shop facilities for the City public works staff. The garage houses range of equipment for road works and the parks system. There are also several administrative offices housed in the garage.



Police Department



Public Works

Library

The Adams-Friendship Joint Library serves the city, the village, and all 17 towns in the county. The facility is located on North Cedar Street. Aside from books, CDS, and reference works, the library provides public computers and internet access. The library also participates in the Inter-Library Loan Program.

Schools

The City of Adams 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 two elementary schools in other parts of the county. During the 2013-14 school year, 1,636 students were enrolled.

Higher Education

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

Senior Center

The Adams County Community Center provides updated and larger facilities for the County Library and Department of Aging along with an expanded Senior Center. In addition to the larger library space, offices and expanded kitchen facilities, the building contains two community conference rooms. The large community room, where daily meal service is provided for seniors, can accommodate up to three hundred people for community events, or be divided into two separate rooms large enough for 150 people.

Hospital

The City is served by the Moundview Hospital, formerly known as Adams County Memorial. The hospital has 25 in-patient beds to qualify as a "critical access" facility allowing it to receive equitable, cost-based reimbursement from Medicare.

Long-term Care Facilities

Elderly care is provided at Villa Pines Nursing Home. Adams House provides facilities for those suffering from alcoholism. Friendship House provides facilities for the physically and mentally handicapped.

Day Care

There are several licensed children care centers in the area, as inventoried by the Wisconsin Department to Children and Families.

Cemetery

Mount Repose Cemetery is located just outside the Village of Friendship on West Lake Street west of the City wastewater treatment plant.

Parks

Adams County and the City of Adams 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 City also provides neighborhood and community level recreational facilities for its residents.

There are two City parks:

- Lions Park is a pocket park on Main Street.
- Burt Morris Park encompasses 15 acres located on the city's west side near the new Adams Community Center, of which about 50 percent is still unimproved. It contains three baseball diamonds, approved for Little League, with dugouts and grandstands. There are also tennis courts, a picnic shelter, playground equipment, restrooms, and nature trails.
- There is discussion of developing a new park on former school site at Grove and Linden Street.



Burt Morris Park

Both Burt Morris Park and the Lions Club park offer a variety of outdoor recreational opportunities. These recreational offerings include organized youth sporting programs such as little league, which has over 400 participants, and tennis classes that are sponsored through the Adams-Friendship School District.

The parks are also improved with pavilions, picnic areas, playground equipment and other amenities to support family activities and gatherings. A valuable enhancement to the park setting includes passive recreational opportunities such as walking trails and preserved natural areas.

It is important that use of the parks center on family oriented activities, inviting for retreat and relaxation. The park enhancements include maintaining and improving existing recreational amenities as well as expanding upon what is currently available. Examples of desired improvements include (but not limited to) further development of the walking trail system; upgrading children's play equipment and further expansion of sport-field areas. It is essential that any recreational program or amenities remain compatible with the existing recreational mix and character

There is also a regional park in the area:

• Roche a Cri State Park is roughly a mile north of the city in the Town of Preston The park offers a range of facilities, but most prominently contains pictographs 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.

Utilities & Community Facilities Issues:

<u>Needs of an Aging Population:</u> The increase in the aging population in the City of Adams puts special burdens on the infrastructure, 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 not just for the city but for Adams County, bringing together the parts of the county, and different generations and segments of the community.

Utilities, Community Facilities, and Parks Goals, Objectives, and Policies:

<u>Goal 1:</u> Provide adequate infrastructure and public services to meet existing and future market demand for a harmonious mix of residential, commercial and industrial uses.

Objective A: Provide services and community facilities that respond to the needs of the community, as well as the special needs of an aging population, including the need for accessibility.

Objective B: Provide services within context of funding ability of the City.

Policy A: Continue to provide ambulance, volunteer fire and first responder services to residents.

Policy B: Continue to encourage recycling by residents. **Policy C:** Pursue methods of increasing broadband

Internet access to residents.

Policy D: Initiate a streetscape program for Main Street to improve the attractiveness and economic strength of the downtown.

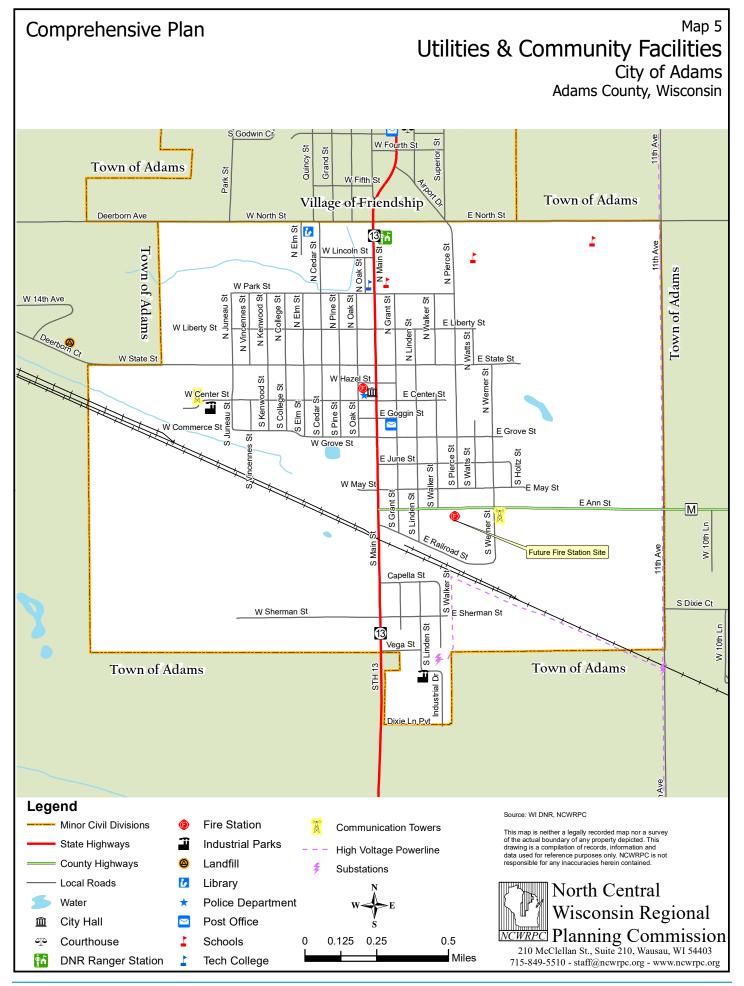
Policy E: Continue to provide the Village of Friendship service within the scope of the existing contract.

<u>Goal 2:</u> Provide sufficient park resources to meet the outdoor recreation needs of residents.

Objective A: Provide adequate opportunities for residents and visitors, including both active and passive, for outdoor recreation.

Policy A: Cooperate in any County-wide trail planning efforts.

Policy B: Develop a plan for a system of walking and biking trails and parks.



Chapter Seven Economic Development

The condition of the local economy directly influences local growth and development, and therefore must be considered when planning for a community's future. Employment patterns and economic trends generally occur on a regional scale. Oftentimes residents of one community work in another. Similarly changes in a major industry can impact jobs and growth far beyond the community where the business is physically located.

It is therefore important to understand a local community's economy in light of its regional context. The following section provides a brief overview of the economy in Adams County, in terms of the economic environment, key economic sectors and the regional labor force and employment projections. A more specific description of the City of Adams includes employment trends, major local employers or industries, and where most workers of the City of Adams live. Potential economic development opportunities and/or issues regarding the local economy are also identified.

Previous Studies

Regional Livability Plan

Economic Development is one of four elements included in the Regional Livability Report, adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in 2015. The Economic Development Assessment Report, a component of the Plan, looks in detail at the economic health of the 10-county region and identifies trends and issues facing the local economy. The Regional Livability Plan addresses three issues: the disparity between the available labor force and employment, the need for a living wage, and broadband internet access. The four economic development goals of the Plan are as follows:

- Ensure the future availability of a skilled and flexible workforce.
- Support and develop a diverse economic base ensuring economic growth and resiliency.

- Support infrastructure needed for economic development.
- Develop tourism and the knowledge-based economy into leading economic sectors.

<u>Comprehensive</u> <u>Economic</u> <u>Development</u> <u>Strategy</u> (CEDS), 2017

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 NCWRPC 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 components of this regional plan include an inventory of the physical geography of the region and its resident population. Labor, income, and employment data are reviewed as well as an in-depth analysis of the economic status of the region.

County Economic Environment

Adams County was still struggling to recover from the Great Recession in 2016. The county did not experience huge job losses, but job growth has fluctuated between -2.8 to 3.0 percent since 2010, while there had been steady growth from 2001 to 2007.

In 2001, 3,910 people were employed in the County. By 2007, employment had reached 4,735 jobs. Employment then fell 1.5 percent in 2008 and 3.3 percent in 2009. The unemployment rate stood at 12.5 percent in 2010, which was 3.8 percentage points higher than the state's.

By 2015, 4,456 people were employed in the County, which was less than before the recession; and the annual unemployment rate was 7.4 percent, which was still higher

than the recession and much higher than the Wisconsin unemployment rate of 4.6 percent.

Key Economic Sectors

Key sectors of a regional economy can be identified by size; by growth or decline in employment; by a concentration of the industry in the local area exceeding the national concentration. An industry that shows a higher concentration of employment than the national average is considered a "basic industry" and is identified by a technique called "Location Quotient" analysis. Basic industries are those sectors that export a product or service from the local community into the national or international economy. They are a critical part of the "economic engine" for a region, affecting the growth and health of many dependent sectors such as retail, transportation, construction, and local services.

In 2016, there were 4,591 jobs in Adams County and had a Gross Regional Product of 444 million dollars in 2014. **Table 7.1** shows a various industries by employment in Adams County in 2011 and 2016.

Government was the largest employer with 24.1 percent of the workforce. The second largest employer was the Accommodation and Food Services Industry, with 19.0 percent of the workforce. The third largest employer was agriculture (Crop and Animal Production), employing 12.0 percent of the workforce.

In terms of job growth, Transportation and Warehousing (NAICS 48) was the fastest growing industry from 2011 with a growth rate 74 percent, adding 53 jobs. The Utilities industry (NAICS 22) was second, employing an additional 18 workers, a 38 percent increase. The third fastest industry

was Crop and Animal Production (NAICS 11) increasing 37 percent, or 153 workers. Crop and Animal Production added the most jobs overall.

It should be noted that the number of employees in certain sectors, particularly those workers engaged in Crop and Animal production, which includes forestry, may be understated because this information utilizes the Wisconsin Department of Workforce Development data; those who are self-employed or work in family businesses are not reflected in this data.

The largest decline in employment was the Arts, Entertainment, and Recreation Industry, which lost 158 jobs, or 70%. The Professional, Scientific, and Technical Services Industry lost 23 percent of its jobs and the Other Services Industry lost 18 percent.

In 2016, Adams County generated 1.1 billion dollars in export revenue. Export revenue is money received in the region through foreign and external domestic sources. Government was the highest export industry accounting for over 380 million dollars, or 34.5 percent of total export revenue. Crop and Animal Production was the second highest export industry accounting for over 229 million dollars, or 20.8 percent of total export revenue. Manufacturing was the third highest export accounting for over \$131 million, or 11.9 percent. The ability to export goods and services is essential to the county's economy as it introduces new money to the economy, rather than simply circulating money that is already in the region. This influx of new revenue is redistributed throughout the economy at local restaurants, suppliers, and retailers.

Table 7.1: Jobs by Industry - Adams County

NAICS	Description	2011 Jobs	2016 Jobs	2011-2016 Net Change	2011-2016 % Change
90	Government	1,129	1,106	-23	-2%
72	Accommodation and Food Services	896	873	-23	-3%
62	Health Care and Social Assistance	426	428	2	0%
11	Crop and Animal Production	415	568	153	37%
44	Retail Trade	399	429	30	8%
31	Manufacturing	331	299	-32	-10%
71	Arts, Entertainment, and Recreation	226	68	-158	-70%
23	Construction	135	151	16	12%
81	Other Services (except Public Administration)	131	107	-24	-18%
42	Wholesale Trade	105	105	0	0%
-	Other	237	309	72	30%
Total		4,571	4,591	20	0.4%

Source: EMSI 2016.3

Job Growth

Over the last five years County job growth has been flat in Adams County. Meanwhile, the State of Wisconsin experienced job growth of 8.8 percent and the nation grew 10.3 percent.

Shift-share analysis is an analysis technique that examines economic change and incorporates a "what-if" component. The theory behind shift-share is that local economic trends can be determined to be "up "or "down" relative to national trends, called the National Growth Component. It also identifies if the growth is in fast or slow growing industries or sectors, call Industrial Mix; and finally, it identifies how competitive an area is for attracting different economic sectors, called the Competitive Share. Both models use the same employment data.

The industrial mix effect represents the share of regional industry growth explained by the growth of the specific industry at the national level. The national growth effect explains how much the regional industry's growth is explained by the overall growth in the national economy. The regional competitiveness effect explains how much of the change in a given industry is due to some unique competitive advantage that the region possesses, because the growth cannot be explained by national trends in that industry or the economy as a whole.

Based on National Growth Effect (471), an Industry Mix Effect (-104), and the Competitive Effect (205) the region would expect to add 572 jobs in this industry over the next ten year time period based on a shift share analysis. The three largest growing industries are expected to by Accommodation and Food Services, Crop and Animal Production, and Government.



Industrial Park

Local Economy-City of Adams

In 2014, there were approximately 1,300 primary jobs in the in the City, according to the U.S. Census. The three largest sectors are education, manufacturing, and retail trade. Note that this is the number of jobs that are located in the city and therefore these numbers are different than the jobs numbers described in the chapter on demographics, which described the employment figures of city residents, all of which do not work in the city.

While incomes stagnated from the early 2000s until 2014 across the county, income for city workers increased. In 2010, 43.5 percent of city workers earned \$1,250 or less per month. By 2014, the percentage had dropped to 31.4 percent. At the same time 18.7 percent had been making \$3,333 or more per month in 2010. By 2014, 41.1 percent of workers were making \$3,333 or more per month in the city, as noted in Figure 7.1.

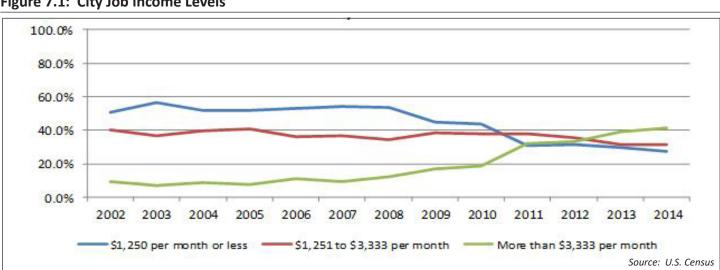
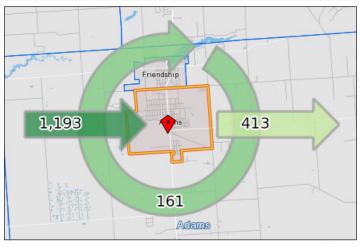


Figure 7.1: City Job Income Levels

Figure 7.2 shows worker inflow and outflow. According to the U.S. Census OnTheMap, 161 residents both worked and lived in the city in 2014. In 2014, 413 residents left the area to work, while 1,193 commuted into the city to work. 47.2 percent of commuters to Adams City drive less than 10 miles, while 18.7 percent drive a distance greater than 50.

Figure 7.2: Worker Inflow/Outflow, 2014



Source: U.S. Census OnTheMap

Jobs Projections

Job projections were obtained from the Economic Modeling Specialists International (EMSI). However, data is not available at the municipal level, but rather by zip code. In the 53910 zip code, which in includes the City and the surrounding towns, there were 2,125 jobs in this zip code in 2014. In Adams, there were 1,458 jobs, (including primary and secondary jobs) or 68.6 percent of the jobs in the zip code.

EMSI predicted that there would be 2,563 jobs in this zip code by 2024. Assuming that Adams will have 68.6 percent of these jobs, which is a substantial assumption, 1,758 of those jobs would be in the City. This would be an increase of about 300 jobs over the next decade.

Economic Development Programs

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

County

Adams County Economic Development

Adams County Economic Development is the recently rebranded Adams County Rural Industrial Development Commission. It is a non-profit organization that promotes the economic development of Adams County, Wisconsin, and its respective cities, villages, and towns. The board of

this organization 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. The organization serves the needs of new businesses coming to the area as well as to assist existing companies.

Adams County Revolving Loan Fund-CWED

This Fund was created through the small city CDBG program. The grant enabled Adams County to establish a revolving loan fund to assist local businesses in the county. Currently, the fund is administered by CWED.

Adams County Chamber of Commerce

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

Adams - Columbia Electric Coop (ACEC) Revolving Loan Fund

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

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.

State

Wisconsin Economic Development Corporation (WEDC)

WEDC is the State's primary department for the delivery of integrated services to businesses. Their purpose is 1) to foster retention of and creation of new jobs and investment opportunities in Wisconsin and 2) to foster and promote economic business, export, and community development.

CDBG Program

The Wisconsin Department of Administration 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.

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.

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.

Federal

<u>U.S. Dept. of Commerce - Economic Development</u> 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>U.S. Department of Agriculture - Rura Development (USDA – RD)</u>

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.

Economic Development 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. The City of Adams does have sites with service, including rail, ready for development.
- 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 local investments.

Economic Development Goals, Objectives, and Policies:

Goal 1: Build community identity by revitalizing community character and enforcing building standards.

Objective A: Develop a downtown revitalization plan, perhaps in conjunction with the Village of Friendship.

Policy A: Utilize TIF districts to foster appropriate development in the City.

Policy B: Enforce ordinances that establish minimum aesthetic standards to eliminate commercial and industrial property with excessive debris, blighted property, and dilapidated buildings.

Policy C: Encourage greater commercial development along Main Street.

Policy D: Establish appropriate minimum/maximum lot sizes for commercial development, taking parking requirements into consideration, in the City zoning ordinance.

<u>Goal 2:</u> Promote the stabilization of the current economic base.

Objective A: Plan for industrial space needs for existing industries and to attract new business to the community.

Policy A: Encourage job-training and economic development activities that will foster high-paying jobs for residents and increase skill levels within the local workforce.

Policy B: Cooperate in countywide economic development initiatives.

Chapter Eight Land Use

Understanding existing land use patterns is helpful to grasp the way in which land is being used. That information provides the foundation to develop a desired "future" land use pattern.

Previous Studies

Adams Comprehensive Plan - 2006

The previous plan was prepared in 2006.

Exisiting Land Use

The City of Adams covers an area of about 1,900 acres in Adams County with about half of the area still woodlands. The city is bisected by State Highway 13 which is the primary commercial area. The Union Pacific Railroad cuts across the southern half of the city at an angle from the southeast corner of the city. Much of the industrial development is along or nearby the railroad. Residential neighborhoods spread out to the east and west of Main Street.

The Existing Land Use Map was developed using 2015 airphotos. Woodlands dominate almost 54 percent of the area, followed by Residential with 13 percent and Transportation with 12 percent. See Table 8.1.

Development Trends

Land Supply & Demand

The City of Adams has adequate land available to accommodate future residential, commercial and industrial development. Over the last decade there has been limited demand for various land uses and based on projections there should be adequate areas for future development in the city.

Land Values

Table 8.2 displays the assessed land values in the City of Adams. In 2015, the assessed value of land and

Table 8.1: Existing Land Use, 2015

Land Use	Acres	Percent of Total Land Area	
Agriculture	27	1.4%	
Commercial	62	3.3%	
Governmental	85	4.5%	
Industrial	122	6.5%	
Multi-family Resid.	14	0.75%	
Outdoor Recreation	84	4.4%	
Residential	246	13.0%	
Transportation	226	12.0%	
Water	3	0.2%	
Woodlands	1,013	53.8%	
Total Acres	1,879	100.0%	

Source: NCWRPC

Table 8.2: Assessed Land Value (per acre), 2015

Land Classification	# of Acres	Total Value of Land and Improvements
Residential	237	\$42,389,500
Commercial	126	\$23,885,000
Manufacturing	110	\$7,094,400
Agriculture	29	\$4,700
Undeveloped	65	\$38,500
Forest	456	\$909,900
Agricultural Forest	0	\$0
Other	0	\$0
Total	1,023	\$74,322,000

Source: NCWRPC

improvements was \$74,322,000. Overall, land per acre in the city is valued as about \$72,700 per acre. Commercial has the greatest value followed closely be residential, and finally industrial.

Land Use Controls

Comprehensive Plans

A Comprehensive Plan serves as a guide for land use and development and assists the City in making decisions about the location, type, and form of development that takes place.

Extra-territorial Jurisdiction

The City of Adams has authority to provide extraterritorial review of subdivision requests in the Town of Adams 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 City and the Town. This joint committee prepares a proposed plan and regulations for the extraterritorial area and submits it to the City, which may adopt it as proposed or resubmit the proposal to the joint committee for changes. In either case, the proposed regulations must receive a favorable majority vote from the joint committee before the City can adopt them.

Land Division

Land Division or Subdivision regulations serve as an important function by ensuring the orderly development of unplatted and/or undeveloped land. These regulations may set forth reasonable regulations for lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be an asset.

Zoning

The City 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 controls, nuisance regulations, design review for commercial and industrial developments, infrastructure improvements (sewer and water, utilities), road construction and maintenance, and public services, among others.

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.

The City's Zoning Ordinance is roughly forty years old. In many ways it is still sufficient to the City's needs and functions well, but in other ways it has become dated and inconsistencies have slipped into the Ordinance over the years. A careful examination of the Ordinance should take place after the Comprehensive Plan is adopted.

Future Land Use

The future land use plan map has identifies substantial areas for residential, commercial and industrial development. Expansion of residential use to the east and west of the currently developed parts of the city is the most notable aspect of the Future Land Use Map. Residential extends east to the city limits north from East Ann Street to the public land that correspond to the School District land that occupies the northeast quadrant of the city, north of Brevoort Street. The northwest quadrant is also identified as residential area and a multi-family residential area near the Community Center and Burt Morris Park.

Commercial development lines both sides of Main Street, including an expanded area around the Shopko Plaza. The industrial areas include the industrial parks in the city. Industrial use also follows the line of the railroad tracks through the city, and is significantly expanded at the eastern end filling most of the area south of East Ann Street to the southern city limit.

Corridors of conservation land follow stream courses in both of these new residential districts. There is also an expanded residential area south of the railroad tracks parallel to Sherman Street

The goal of this land use plan is to balance individual private property rights with the city'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 ensure that it reflects current trends

44 Land Use

Land Use Issue

There has been an increase in the amount of non-taxable land in the city. The city continues to see properties become non-taxable which reduce tax base and stretches the capacity of services in the community.

Land Use Vision

Adams is a city on the move; a safe and peaceful community; a good place to retire or raise a family. The City has upgraded its infrastructure to ensure that it will continue to be a small city with full municipal services. With our new Library and Community Center, modern health-care facilities, clean, small industry, and good schools we offer economic sustainability without sacrificing small town character. 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 areas within the city.

Land Use Goals, Objectives, and Policies:

<u>Goal 1:</u> Provide adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

Objective A: Coordinate land use regulations with surrounding communities to ensure compatibility of development.

Policy A: Develop and update a Future Land Use Map.

Policy B: Adopt an Official Map to guide street layout, park locations and future development.

Policy C: Carefully examine the existing City of Adams Zoning Ordinance and Subdivision Ordinance.

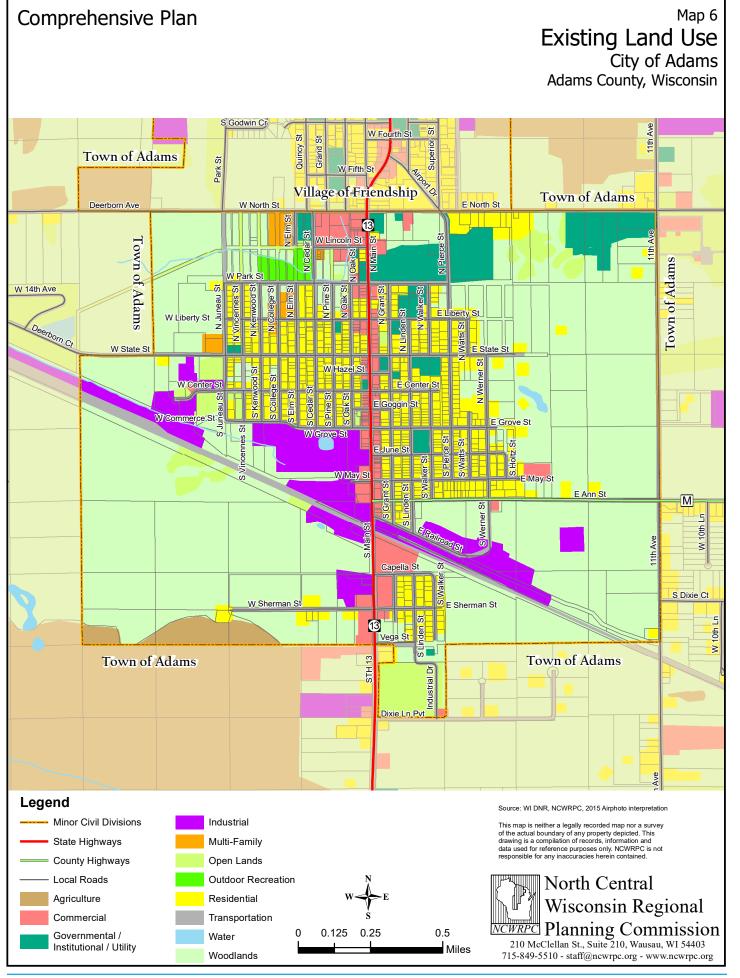
Policy D: Balance individual property rights with community interests and goals.

<u>Goal 2:</u> Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.

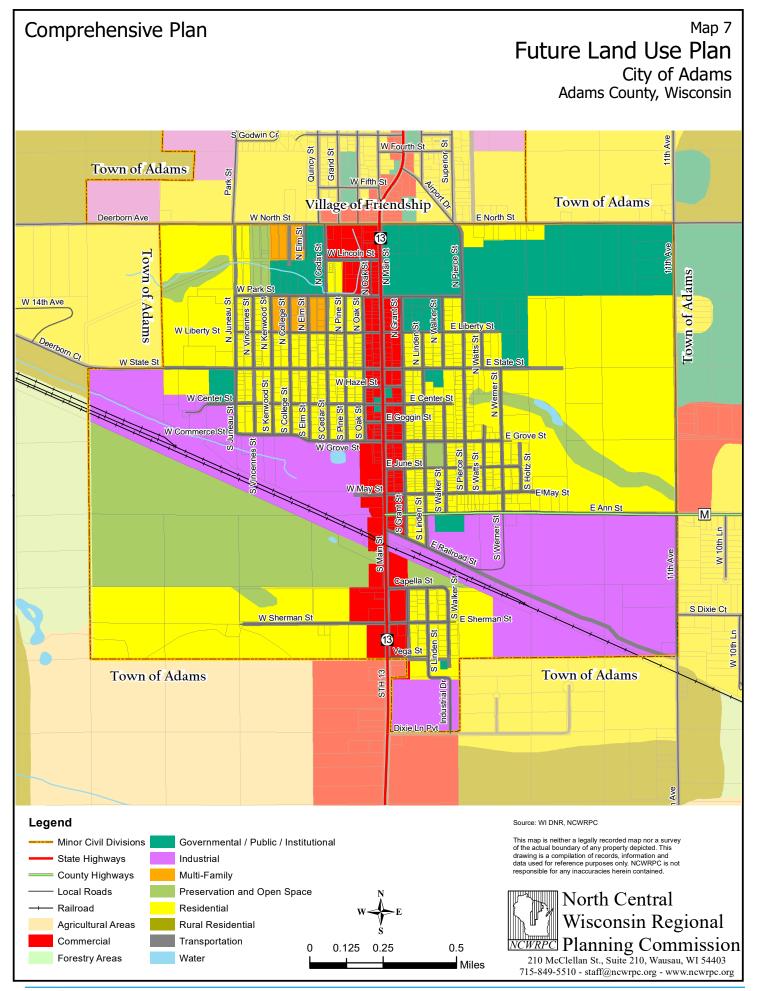
Objective A: Provide for a mix of land uses within the City.

Policy A: Plan and develop land uses that create or preserve a varied and unique urban community.

Policy B: Promote the redevelopment of lands with existing infrastructure and public services.



46 Land Use



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Chapter Nine Intergovernmental Cooperation

This analysis presents an inventory of existing mechanisms that the City of Adams uses to coordinate with other units of government, including: Adams County, adjacent towns, the school district, the State of Wisconsin and the Federal government. The purpose of this analysis is to identify the existing cooperative mechanisms and summarize the major challenges and issues regarding intergovernmental cooperation and regional planning, including:

- Opportunities to reduce or eliminate duplication of services;
- Incompatible goals, policies and development;
- Mechanisms for conflict resolution;
- Opportunities for joint planning and decision-making.

Mechanisms for cooperation and coordination primarily take the form of intergovernmental agreements, leases and contracts, and regulatory authority. These can occur between the City of Adams and other local, regional, State or Federal entities. Following is a brief description of the various functional areas and services that require intergovernmental coordination at various levels.

Background

The City of Adams and the Village of Friendship 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 has a water system, consisting of two water towers and two wells and wastewater treatment plant (located in the village) that provide service to the both the City and 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.

Over the years there has been some discussion of the idea of consolidating the City of Adams and the Village of Friendship into a single unit of government. The duplication of services and resources is the most obvious argument in favor of such a policy. There are examples of cooperative efforts such as the Chamber of Commerce, joint road projects, and sharing of staff resources. Issues of local control and identity are most commonly raised in opposition to such a move. As well as concerns about the effect on taxes rates, debt, water & sewer, and affect current Village and City employees.

Local and Regional Level Cooperation

Shared Services

•Fire: The City of Adams, and much of the central and western area of the County, receives services from the Adams Volunteer Fire District. The department maintains a station in the City of Adams and one in Arkdale. The Adams fire hall has five fire trucks, two pumper-engines, a tanker, a brush-truck and a utility truck. In Arkdale there are three trucks, a pumper-engine, a tanker, and a brush-truck. The Adams Fire Department covers 195 square mile area. For the areas of the City where fire hydrants exist, the ISO rating is four; this is one point better than in 1977. A good ISO rating can have a positive impact on fire insurance premiums.

Cooperative Practices

Surrounding Towns/Village

The City has good relations with the surrounding Towns and the Village of Friendship several mutual aid agreements are in place.

School District

Education is provided by the Adams-Friendship School District. The City has a good relationship with the school district.

Adams County

Generally the City and County provide different kinds of services to residents. Basic services such as police and fire, sewer and water, plowing streets, and maintaining parks and public facilities are provided by the City. The County offers health, social services, the criminal justice system, and other services to all county residents including those who live in the City.

Regional Agencies

- Adams County Chamber of Commerce markets the county and provides a variety of information on tourism.
- Adams County Economic Development (ACED) is active in all economic development efforts in the county. It provides business assistance in the areas of retention and expansion, attractions and creation.
- The North Central Wisconsin Regional Planning Commission (NCWRPC) provides a both regional and local level assistance, including economic development, land use planning and transportation planning.

State and Federal Agencies

The City works with various state and federal agencies. WisDOT is an active partner with Highway 13.

Intergovernmental Cooperation Goal, Objective, and Policies

Goal 1: Encourage coordination and cooperation among nearby units of governments.

Objective A: Promote communication with other units of government, including adjoin town, county, the regional organizations, the state and the federal government.

Policy A: At least annually meet with the Village of Friendship, the Town of Adams and Adams County. **Policy B:** Review existing shared services and explore additional shared services.

Chapter Ten Implementation

The primary reason a community prepares a comprehensive plan is to establish a framework to influence decisions regarding management of growth and regulation of development to maintain the desired community character, and to set priorities for public expenditures. To be effective, this plan should be actively used as a tool to guide decisions concerning:

- The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this plan.
- The development of programs and support systems that further the goals and objectives set forth in this plan.
- The implementation of specific community improvements as identified in the comprehensive plan.
- The establishment and support of a continued planning process providing for periodic review and updates to this plan and other land use control measures.

Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are the Town official controls or regulatory codes. In particular, the zoning ordinance and subdivision (or land division) regulations comprise the principal regulatory devices used to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan; these generally involve decisions about how the community will spend its limited funding resources on capital improvements and staffing.

The State planning law requires that by January 1, 2010 certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan.

Zoning Ordinance and Map

Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed, including setbacks, the density or intensity of development, and the height and bulk of building and other structures. The general purpose of zoning is to minimize undesirable side effects resulting from development by segregating and/or buffering incompatible uses and by maintaining standards that ensure development will not negatively impact the community's character or environment.

The establishment of zoning districts and the zoning map indicates where specific types of development can and should be located. Zoning districts shown on the zoning map should be coordinated with the land use plan and map. While the zoning map and land use map do not need to directly match at the time the land use map is adopted, the intent is that the land use map will serve as a guide indicating how the property should eventually be zoned.

However, there may be situations where changing the zoning district boundary makes sense and is in the best interest of the community. If changing the zoning would result in a conflict with the future land use map, the land use map should also be changed. However, the future land use map should only be changed if it does not accurately reflect the community's desired land use pattern. Achieving consistency between zoning and land use designation is also discussed related to Land Use.

The comprehensive plan (and future land use map) should be periodically reviewed and updated to adjust for unforeseen changes or events that were not considered at the time the initial plan and land use map were developed.

Subdivision (Land Division) Ordinance

Subdivision regulations serve as an important function by ensuring the orderly development of unplatted and/

or undeveloped land. These regulations may set forth reasonable regulations for lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be an asset.

Capital Improvement Plan (CIP)

This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned expenses. A capital improvement plan consists of a list of proposed projects according to a schedule of priorities over a four-to-six year period. It identifies needed public improvements, estimates their costs, and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:

- Public buildings (i.e., fire and police stations)
- Park and trail acquisition and development
- Roads and highways (maintenance and new construction/paving)
- Utility system construction/expansion, treatment plants, water towers, wells, etc.
- Joint school and other community development projects
- Fire and police protection equipment

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community's changing needs.

The preparation of a CIP is normally a joint responsibility between the city council, plan commission, staff, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.

Annual Operating Budget

The City prepares a budget each year. It is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of city residents, priorities set by the city council, and the related work plans identified by each department. The budget and the services provided by that budget are instrumental in achieving the goals and objectives of the plan.

Plan Adoption, Monitoring, and Amendments

While this comprehensive plan is intended to provide a long-term framework to guide development and public spending decisions, it must also respond to the continuous stream of changes that occur in the community and/or region that may not have been foreseen when the plan was initially adopted. It is appropriate that some elements of the plan are rarely amended while others are subject to updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed annually to make sure they are still current.

Plan Adoption

The first step in implementing this plan involves adoption of the plan by local officials. The formal review and adoption process involves plan review by the Plan Commission (or other planning committee) who must adopt the plan by resolution of majority vote. The Plan Commission recommendation is forwarded to the City Council who must adopt the plan by ordinance (of majority vote). A public hearing is required to allow public comment on the ordinance prior to Board final action to adopt the plan. Adoption formalizes the plan document as the framework to guide local development decisions over the next 20 years. The adopted plan should also be recognized as a tool for communicating the community's land use policy and goals and objectives regarding coordination of growth and development.

Plan Use, Monitoring and Evaluation

The adopted plan should be used as a tool when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives, policies, and recommendations outlined in this plan.

Although this plan describes policies and actions for future implementation, it is impossible to predict the exact future condition of Adams. As such, the goals, objectives, and actions in this plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events. The Plan Commission can meet regularly to discuss progress on the goals and objectives of the plan and discuss any issues related to planning or development.

This plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the City Council, Plan Commission, and any other local decision-making bodies should periodically review the plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community

52 Implementation

desires. Then the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate. The evaluation should also include an updated timetable of actions to clarify priorities.

Plan Amendments

The Comprehensive Plan may be amended at any time by the City Council following the same process described above for initial Plan adoption, regardless of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity.

As noted above, proposed amendments must be reviewed by the Plan Commission prior to final action and adoption by the City Council. The public should be notified of proposed Plan changes and allowed an opportunity for review and comment. For major amendments, the City might consider soliciting public opinion through surveys and/or community meetings prior to the official public hearing.

Plan Updates

According to the State comprehensive planning law, comprehensive plans must be updated at least once every ten years. As opposed to the more routine amendments described above, plan updates often involve re-writing of whole sections of the plan document and significant changes to supporting maps. A plan update should include a thorough examination of the community's goals and objectives based on an analysis of current growth trends and major changes that have occurred since the plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure described above for initial plan adoption.

The following criteria should be considered when reviewing plan amendments and updates:

- The change is consistent with the overall goals and objectives of the Adams Comprehensive Plan.
- The change does not create an adverse impact on public facilities and services that cannot be mitigated.
- Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- The change does not have a significant adverse impact

- on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- The change corrects an error made in the original plan.
- There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.

Consistency among Plan Chapters

The State of Wisconsin planning legislation requires that the Implementation Element describe how each of the required elements will be integrated and made consistent with the other elements of the plan. Since all planning elements were simultaneously completed, no known inconsistencies exist.

It is noted that some overlap naturally exists between the nine plan elements. Where deemed appropriate, goals, objectives, and actions have been repeated under all applicable elements to ensure they do not get "lost".

Appendix A Public Participation Plan

City of Adams

Public Participation Plan (PPP)

The City of Adams recognizes the importance of public participation in the planning process. As such, a goal during the comprehensive planning process will be to inform and involve the public in the planning process.

I. Plan Development:

Throughout the plan process, the Plan Commission will provide oversight for the update of the Comprehensive Plan. The Plan Commission will also recommend adoption of the Public Participation Plan to the City Council.

The public participation plan will incorporate the following:

- 1. All meetings for the planning process will be posted and open to the public.
- Plan related materials will be available at the City Hall for review by the public.
- 3. The draft plan and maps will be available on a website for review by the public.
- A public hearing will be held to solicit comment from the public.
- The Comprehensive Plan will be distributed as outlined in state statute.

The Plan Commission will review and recommend adoption of the Comprehensive Plan to the City Council.

II. Implementation, Evaluation & Update:

The Comprehensive Plan will be used as a general guideline for development in the City. The plan will support the existing zoning and other regulations that the City has in place.

As with all plans, it is critical for the Comprehensive Plan to be maintained and updated on a regular basis to keep it current as things change.

Any planning process is subject to change, and this public participation plan is no different. Over the planning period the process may vary from that presented.

RESOLUTION NO. 2016-17R

RESOLUTION FOR ADOPTION OF A PUBLIC PARTICIPATION PLAN (PPP)

THE CITY OF ADAMS DOES HEREBY RESOLVE AS FOLLOWS:

WHEREAS, the City of Adams, Wisconsin is updating its Comprehensive Plan as Outlined in Wisconsin Statutes; and

WHEREAS, Public Participation is critical for the development of a plan; and

WHEREAS, it is necessary for the City Council to approve a process to involve the public in the planning effort; and

NOW, THEREFORE, BE IT RESOLVED, that the City Council does approve and authorize the Public Participation Plan as attached to this resolution.

10) FADAWS

Warren L. LaQuee, Mavor

I, Janet L. Winters, Clerk, do hereby certify that the foregoing resolution was duly adopted at a City Council meeting, held at the City Municipal Building on the <u>17th</u>, of <u>October</u>, 2016 at 6:00 p.m. by a vote of <u>5</u> for, <u>0</u> against, and <u>1</u> absent.

Motion to adopt Resolution No. <u>2016-17R</u> By <u>Marti</u>, second by <u>Hilson</u>.

ATTEST:

Janet L. Winters, CMTW, CMC, WCMC

Clerk/Treasurer

Appendix B Adoption Resolution

RESOLUTION NO. 2017-10R-PC

PLAN COMMISSION RESOLUTION CITY OF ADAMS, WISCONSIN

Comprehensive Plan

City of Adams, Adams County, Wisconsin

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

Adoption of the Comprehensive Plan.

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

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

NOW, THEREFORE, BE IT RESOLVED BY, The vote of the City Planning Commission, in regard to this resolution, shall be recorded by the Clerk of the Planning Commission in the official minutes of the City of Adams Plan Commission.

The City Clerk shall properly post or publish this resolution as required under Wis. stats.

Adopted this 8th day of August, 2017.

Signatures of plan commission members:

Bobby Hison

Roberta Pantaleo Julia Gexelhue

Robert White

Hans Menck

Robert Goodhue

Cindy Scott

James Burke

Appendix C Adoption Ordinance

ORDINANCE NO. 02-2017

ORDINANCE FOR COMPREHENSIVE PLAN ADOPTION CITY OF ADAMS, WISCONSIN

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

SECTION I - TITLE/PURPOSE

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

SECTION II - AUTHORITY

The City plan commission under Wis. stats., and under s. 66.1001 (4), Wis. stats., has the developed this plan. The comprehensive plan of the City of Adams must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the City Council to adopt this ordinance.

SECTION III - ADOPTION OF ORDINANCE

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

SECTION IV -PLAN COMMISSION RECOMMENDATION

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

SECTION V - ADOPTION OF COMPREHENSIVE PLAN

The City Council of the City of Adams, by the enactment of this ordinance, formally adopts the document entitled City of Adams Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wis. stats.

SECTION VI - EFFECTIVE DATE

This ordinance is effective on publication or posting.

The clerk shall properly post or publish this ordinance as required under, Wis. stats.

Adopted this 18th day of September, 2017.

City of Adams Comprehensive Plan 2017