

Town of Agenda

**Comprehensive
Plan: 2006 to 2025**

Policy Document

Adopted by Town Board: December 7, 2005

© 2005 Vierbicher Associates, Inc

Acknowledgements

*Town of Agenda
Comprehensive Plan - Policy Document*

Town Board

Terry Palecek, Chair
Bud Holt, Supervisor
Donald Wohlleben, Supervisor

Town Plan Commission

Bud Hold
Darlene Linsmeyer
George Wegner
Donald Wohlleben
Cynthia Zach

Comprehensive Plan Committee

Bud Holt
Darlene Linsmeyer
Terry Palecek
Howard Scherwinski
Jerome Scherwinski
George Wegner
Donald Wohlleben

Other Town Officials

Howard Scherwinski, Town Clerk
Jerome Scherwinski, Treasurer

Funding

This plan was prepared with funding from the Town and a multi-jurisdictional planning grant the Town received from the Wisconsin Land Council along with the following jurisdictions: Towns of Ashland, Chippewa, Gingles, Gordon, Jacobs, La Pointe, Marengo, Morse, Peeksville, Sanborn, Shanagolden, White River; City of Mellen; and Village of Butternut.

Additional funding was provided by the Wisconsin Coastal Management Program and the National Oceanic and Atmospheric Administration, Office Ocean and Coastal Management under the Coastal Zone Management Act, Grant #NA03NOS4190106.





Table of Contents

*Town of Agenda
Comprehensive Plan - Policy Document*

Table of Contents	i-1
1 - Introduction	
Forward	1-1
What is a Comprehensive Plan?	1-1
How Will this Plan Be Used?	1-2
Public Participation and Adoption Process	1-2
Organization of Plan Document	1-3
Plan Monitoring and Amendment	1-3
Community Survey	1-3
Previous Local Planning	1-4
Statewide Plans	1-4
2 - Community Vision and Plan Implementation	
Introduction	2-1
Goals, Objectives, Policies and Plan Implementation	2-1
3 - Issues and Opportunities Element	
Introduction	3-1
Identification of Issues and Opportunities	3-1
Community Survey	3-3
Public Meetings	3-3
Issues and Opportunities.....	3-3
Economic Development Approach.....	3-8
Desirable Businesses	3-8
Assessment of Strengths and Weaknesses	3-8
4 - Plan-Based Forecasts	
Introduction	4-1
Population Forecasts	4-2
Housing Forecasts	4-3
Employment Forecasts	4-4
Land Use Forecasts	4-4
5 – Future Conditions	
Introduction	5-1
Future Land Use Plan	5-1
Land Use District.....	5-3
Future Transportation Plan	5-6
Future Utilities and Community Facilities	5-6
Utility and Community Facility Assessment	5-7
6 - General Provisions	
Generally	6-1
Interpretation	6-2
Amendment	6-3
Appendices	
A. Adoption Ordinance	
B. Plan Commission Resolution	
List of Maps	
Future Land Use: 2006 to 2025	5-4
Future Transportation Network: 2006 to 2025	5-5



Introduction

Town of Agenda
Comprehensive Plan - Policy Document

Foreword

In 2002, all of the jurisdictions in Ashland County worked in concert to submit a grant to the Wisconsin Land Council to help fund the preparation of comprehensive plans for each consistent with the new planning legislation adopted in 1999. The application was funded in 2003. The County hired Vierbicher Associates to assist with the county-wide plan, and plans for 15 of the 16 individual jurisdictions.

Chapter Contents

- ◆ Foreword
- ◆ What is a Comprehensive Plan?
- ◆ How Will This Plan Be Used?
- ◆ Public Participation and Adoption Process
- ◆ Organization of Plan Documents
- ◆ Plan Monitoring and Amendment
- ◆ Community Survey
- ◆ Previous Local Planning Efforts
- ◆ Statewide and Regional Plans

What is a Comprehensive Plan?

A comprehensive plan is a document that describes a long-term vision that a community wants to achieve. It is a broad brush look at the entire community in terms of where it is now and where it would like to be in the coming years. It looks at the many parts of the community, how the community functions, and its role in the region.

The future vision is depicted with maps showing future conditions and with goals, objectives, and policies. Tasks and activities are also identified that need to be achieved to help implement the plan. By law, this comprehensive plan must look out at least 20 years.

“A comprehensive plan is intended to provide a rational basis for making local land use decisions and to serve as a blueprint for community-wide effort to achieve its vision.”

Having described what a comprehensive plan is, it’s also appropriate to describe what a comprehensive plan is not. Because a comprehensive plan is strategic in scope, it does not focus on physical design elements. It does not design a park for example, although the plan may identify a need for the park and prescribe some parameters for creating one. Neither is a comprehensive plan an engineering document intended to fix safety problems at a particular road intersection, for example. The fine details of design and engineering and many others will flow from the basic direction described in the plan.



Introduction

*Town of Agenda
Comprehensive Plan - Policy Document*

How Will This Plan Be Used?

Prior to the passage of the comprehensive planning legislation in 1999, most comprehensive plans in Wisconsin were not used as intended. In practice, many communities used their plans sporadically and inconsistently. Other plans were soon forgotten following adoption.

After January 1, 2010, land use decisions including zoning, subdivision regulations, and official mapping will have to be consistent with this plan (Exhibit 1-1). This means that land use regulations of these types must be revised or prepared so as to implement the vision articulated in this plan. Not only do the regulations have to be consistent with the plan, all individual decisions affecting land use must be consistent with the plan.

Each rezoning after 2010, by law, has to be consistent with the community's comprehensive plan, including the future land use map.

Exhibit 1-1. Governmental Actions that Must be Consistent with a Municipality's Adopted Comprehensive Plan

- ◆ official maps
- ◆ zoning of shorelands or wetlands in shorelands
- ◆ local subdivision regulations
- ◆ zoning regulations

Source: §66.1001(3), Wis. Stats.

Public Participation and Adoption Process

Prior to starting the planning process, the town board adopted a public participation plan, consistent with state requirements (§66.1001(4)a, Wis. Stats), to document the ways town residents would be involved in the preparation, review, and approval of the plan.

Preparation and adoption of this plan occurred over a 36-month period. The town board established an advisory planning committee and gave it the responsibility of developing the first draft of the plan. After the committee finished its work, it submitted a draft plan to the town's plan commission, which by statute must adopt a resolution recommending it to the town board. The plan commission reviewed the draft as prepared by the committee and made changes prior to sending it to the town board with its recommendation. The town board adopted the plan by ordinance, a copy of which is included as Appendix A. Following plan adoption, a copy of the adopted plan was mailed to the surrounding governmental entities, Wisconsin Department of Administration, and others as required by state law.

A county oversight committee was also established and consulted throughout the planning process. The oversight committee's role was to oversee the county-wide planning process, and to ensure that the individual jurisdiction comprehensive plans included a regional perspective.



Introduction

*Town of Agenda
Comprehensive Plan - Policy Document*

Organization of Plan Documents

The comprehensive plan for Ashland County, as well as each individual jurisdiction, consists of two documents. The first document is the background report. It contains information that describes what is and what has been. It is organized into the following chapters:

- ◆ Housing
- ◆ Transportation
- ◆ Utilities and Community Facilities
- ◆ Agricultural, Natural, and Cultural Resources
- ◆ Economic Development
- ◆ Intergovernmental Cooperation
- ◆ Land Use
- ◆ Demographics

The second document is referred to as the policy document. It focuses on future conditions including:

- ◆ Community Vision
- ◆ Goals, Objectives, and Policies
- ◆ Plan Based Forecasts
- ◆ Future Land Use
- ◆ Future Transportation
- ◆ Future Utilities & Community Facilities

Collectively, the background document and policy document constitute the comprehensive plan.

Plan Monitoring and Amendment

From time to time, it will become necessary to amend this plan. The specific details regarding the amendment process are outlined in the chapter entitled "General Provisions".

Community Survey

A written questionnaire was sent to a random sample of households in the county during fall 2003, in an effort to collect resident opinions and preferences on a number of important questions relating to the preparation of this plan.

The survey consisted of four pages and included approximately 20 questions. Sixteen of the questions were standard questions asked of the entire county sample, while the remaining questions were specific to the community that the respondent lived in. Of the 1,800 surveys that were mailed out, there was a response rate of 32 percent. Survey results were used to fashion this plan's long-term vision. A copy of the summary report is on file with the town clerk.



Introduction

Town of Agenda
Comprehensive Plan - Policy Document

Previous Local Planning Effort

The Town of Agenda has not had a plan prepared specifically for their use.

Statewide Plans

A number of statewide and national forest policy plans have also been prepared (Exhibit 1-2). Each of these was reviewed as part of this planning effort. These will be discussed in more detail in the remainder of the plan when appropriate.

Exhibit 1-2. State and National Plans: 1994 to 2004

State Plans	Agency	Year
<i>Translink 21</i>	Department of Transportation	1994
<i>Wisconsin Bicycle Transportation Plan: 2020</i>	Department of Transportation	1998
<i>Midwest Regional Rail System</i>	Department of Transportation	2000
<i>Wisconsin State Highway Plan 2020</i>	Department of Transportation	2000
<i>Wisconsin State Airport System Plan 2020</i>	Department of Transportation	2000
<i>State Recreational Trails Network Plan</i>	Department of Transportation	2001
<i>Wisconsin Pedestrian Plan</i>	Department of Transportation	2001
<i>Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2000-2005</i>	Department of Natural Resources	2000
<i>State Rail Plan</i>	Department of Transportation	Pending
<i>Wisconsin Consolidated Housing Plan; 2000-2005</i>	Department of Administration and Department of Commerce	2000
<i>Wisconsin Historic Preservation Plan; 2001-2005</i>	Wisconsin Historical Society	2001
<i>State of Wisconsin Hazard Mitigation Plan</i>	Wisconsin Emergency Management	2001
National Plans:	Agency	Year
<i>Chequamegon - Nicolet National Forest Land & Resource Management Plan</i>	U.S. Department of Agriculture & Forest Service	2004

Community Vision and Plan Implementation

Town of Agenda
Comprehensive Plan - Policy Document

Introduction

As most travelers know, it's a good thing to know where you're going and generally how to get there. While an adventurous traveler may relish the unknown, a community can't leave its future to happenstance. It takes a lot of hard work to maintain a high quality of life.

Healthy communities don't just happen – it takes commitment and hard work to develop and sustain them.

And it all starts with a clear vision.

It will guide capital expenditures made by the Town Board and the various town departments.

It will also help give direction to a wide range of non-governmental organizations providing services within the community. It will guide the formation (or revision) of land development regulations, including zoning regulations.

Chapter Contents

- ◆ Introduction
- ◆ Goals, Objectives, Policies, and Plan Implementation

This part of the plan provides a vision that will help to avoid the tyranny of small decisions. The town's vision as shown in the inset box is a description of what the town will be like in 20 years. The goals, objectives, and policies listed in this chapter build off of the vision statement.

The information provided in this chapter will help to guide decisions and decision-makers in the coming years. It will guide development occurring in the private sector.

A Vision for the Town of Agenda

In 20 years, the Town sees itself as a community that...

- ◆ Has increased in population.
- ◆ Has kept the school.
- ◆ Has maintained clean, neat homes.
- ◆ Has experienced industrial growth and more jobs.
- ◆ Has maintained good roads.
- ◆ Has more recreational opportunities available (park, community hall/youth center).
- ◆ Children and youth stay as they become adults.

Goals, Objectives, Policies, and Plan Implementation

Goals, objectives, and policies help to put the vision statement into bite-sized pieces and provide additional guidance for decision-makers. A goal is a long-term target that may or may not be achieved, but describes a desired outcome. Objectives are slightly different than goals. Objectives for the most part are measurable and therefore achievable. When an objective is achieved, one can see or sense a difference – something has changed.



Community Vision and Plan Implementation

Town of Agenda
Comprehensive Plan - Policy Document

In contrast, a policy is a statement describing a predetermined position on a particular issue or opportunity. These policy statements are designed to help achieve one or more objectives. Achieving an objective, in whole or in part, will help achieve a stated goal.

Goals
1. Housing
2. Transportation
3. Utilities and Community Facilities
4. Agriculture
5. Natural Resources
6. Cultural Resources
7. Economic Development
8. Intergovernmental
9. Land Use
10. Community Involvement
11. Plan Monitoring and Evaluation

Implementation actions are identified here as specific things that should be done to achieve these goals, objectives, and policies.

The town has a lot to do with the quality of life in the community. However, it cannot and should not try to do it all alone. Many other local entities can also help achieve the overall vision for the Town. Churches, civic organizations, the school district, and community leaders, for example, can and do affect the quality of life for town residents.

Given the limited resources these entities have, it will become very important for each of these to look for public/private partnerships whenever they can.

It should be noted that preparation of this plan, and especially the future transportation, and land use maps, implement a number of the goals, objectives, and policies outlined below.

Some of the goals and objectives contained in this chapter can be mapped. These maps identify in broad terms how development should occur in the future and is included in Chapter 5. Once adopted, the maps will form the basis for more specific land development regulations. The future transportation map, also included in Chapter 5, identifies how the transportation network should look by the end of the 20-year planning period.

Taken together, these individual parts will help avoid the “tyranny of small decisions”, which occurs when decisions are made without a view toward the future or without a desired end goal. Implementation actions are identified here as specific things that should be done to achieve these goals, objectives, and policies.

This comprehensive plan has been drafted as an integrated whole so that all of the parts are consistent with and support each other and the town’s overall vision. As discussed in chapter 4, much of the plan centers on the anticipated change in the town’s population base. The growth rate and the number of additional housing units certainly have direct implications for the housing stock and also for land use. The future land use map has been fashioned to identify those areas where additional development could occur. Environmental constraints such as wetlands, floodplains, and other environmentally sensitive resources dictate what areas should be left undeveloped or perhaps used in such a way as to preserve the integrity of the resource. In turn, the transportation plan along with the goals, objectives, and policies all support housing and future land use considerations. The same holds true for community facilities and utilities. The presence or absence of certain



Community Vision and Plan Implementation

*Town of Agenda
Comprehensive Plan - Policy Document*

facilities/services can help to define those areas best suited for development. Economic development strategies recognize the town's position in the regional economy and accommodate the growing population. Because all of the goals, objectives, and policies are contained in this one chapter, it is possible to ensure consistency by reviewing just a few pages out of the entire plan.

Goal #1. – Housing: Provide for a variety of housing choices that promote affordable and decent housing for all Town residents .

Objectives:

1. Maintain the quality of the Town's housing stock.
2. Increase cooperation among both public and private agencies to address the provision of affordable housing for residents.
3. Increase the range of affordable housing types and prices in order to meet the needs of the residents.
4. Minimize the environmental impact of residential growth.
5. Increase residential growth rate of .5 percent per year , between 1990 and 2000 the Town declined at a rate of 1.4 percent annually and the Town would like to see growth.

Policies:

1. Allow only one residential structure, of any kind, per lot of record.
2. Encourage the maintenance of housing units to safeguard the health, safety, and welfare of Town residents.
3. Encourage residential development that establishes a variety of lot sizes, dwelling types, densities , and price points.
4. New development will be encouraged to meet the needs of the Town based on transportation, land use intensity, and available infrastructure.
5. Work with the County to ensure that the sanitary guidelines under Comm. 83 are being followed.
6. Work with the County to ensure that the standards of the shoreland, wetland, and floodplain overlay zoning districts are being conformed with.
7. Work with County and state agencies to build awareness of housing programs available to Town residents.
8. Match new land uses to adjacent existing uses, structuring transitions between land use types that minimize any potential conflicts.
9. New development will be encouraged to meet the needs of the Town.
10. Encourage the preservation of existing housing structures to protect the Town's rural character and enhance community health, safety, and welfare.
11. Encourage maintenance of identified historical housing structures to preserve the town's heritage.
12. Use the Future Land Use Plan when making development decisions to ensure the availability of land for construction of residential units to meet the projected population demands.
13. Enforce existing housing regulations on a consistent basis.



Community Vision and Plan Implementation

Town of Agenda
Comprehensive Plan - Policy Document

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Create an ordinance that limits residential structures (including mobile homes) to one per lot of record.	X				Plan Commission

Goal # 2 - Transportation: Provide a transportation network that will ensure the safe and efficient movement of individuals and goods, while respecting the quality of life and character of the community.

Objectives:

1. Maintain the natural beauty of the Town's roadways and scenic views.

Policies

1. Where feasible, new development shall provide for the potential of recreational modes of transportation.
2. New Town road development should occur in accordance with local, state, and county transportation plan schedules.
3. Appropriate marking, signage and protective devices should be installed where they are needed (especially for ATV designated areas).
4. Compatibility between public and private transportation services will be promoted.
5. Compatibility of local, regional and state transportation policies and plans shall be promoted.
6. Any driveway that accesses a lot of record which either becomes a subdivision or is subsequently divided into five or more lots must convert said driveway into a road meeting all Town road design standards.
7. Encourage Ashland County Aging Unit to continue to pursue alternative methods of providing transportation to the elderly population.
8. Work with the Ashland County Land Conservation Department, the Ashland County Highway Department, WisDOT, and the DNR to implement BMPs when doing transportation work.
9. Involve the public in planning for new ATV and snowmobile trails and in repairing and restoring damaged areas.
10. Develop new portions of the transportation system to be compatible with existing and future land use patterns.
11. Develop an integrated transportation system that enables residents to use multiple modes of transportation.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Develop guidelines to maintain forest buffers along roads		X			Town Board
2. Plan and budget for the repair and maintenance of existing Town roads.	X	X	X	X	Town Board



Community Vision and Plan Implementation

Town of Agenda
Comprehensive Plan - Policy Document

3. Create a citizen committee as a means of soliciting input when planning for ATV and snowmobile trails.	As needed	Town Board
4. Work with the County to submit Town road repair requests in a format that is acceptable to the County Highway Commissioner.	X	Town Board, Road Supervisor

Goal #3 – Utilities and Community Facilities: Ensure adequate provision of public services by encouraging development within the Town's capacity to provide such services.

Objectives:

1. Enhance the maintenance of existing public recreational facilities in the Town.
2. Increase coordination of the siting, building, and redevelopment of public facilities and the sharing of public services when possible.

Policies:

1. Continue coordination with adjacent jurisdictions to expand upon and/or develop shared facilities and services as needs arise and where cooperation results in cost savings and efficiencies for participating entities.
2. Promote regular coordination meetings with adjacent and nearby municipalities to discuss issues related to facilities and services currently being shared, and to identify other opportunities for beneficial partnerships and sharing of facilities and services.
3. Encourage residents to volunteer for the fire department and as EMTs for the EMS team.
4. Encourage the development of child care services in the Town.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Develop a proposal on the best way of disposing of items like tires and old vehicles and forward it to the garbage collector and the county as a starting point for discussion.	X				Plan Commission

Goal #4 - Agriculture: Preserve the Town's agricultural land base to protect the Town's aesthetics, rural character, and agricultural heritage for future generations.

Objectives:

1. Maintain the operation of existing farms.
2. Increase preservation and protection of agriculturally productive soils in the Town.
3. Reduce cropland soil erosion.
4. Improve manure and nutrient management to reduce non-point water pollution.



Community Vision and Plan Implementation

*Town of Agenda
Comprehensive Plan - Policy Document*

Policies:

1. Support the County in assisting local landowners who want to participate in agricultural programs.
2. Provide continuing support to existing operations and agriculture activities throughout the Town.
3. Work with the Ashland County Land Conservation Department and the DNR to implement BMPs in agricultural areas.
4. Encourage all farm operations in the Town to work with the Ashland County Land Conservation Department to create, file and operate under farm management plans.
5. Protect the surface and groundwater resources in the Town
6. Support efforts to preserve farmland in the Town and elsewhere in the County .
7. Support Town residents who wish to pursue sustainable and diverse agricultural ventures.
8. Continue to support the distribution of information and education on agricultural assistance and education provided through agency programs and services to the local agricultural community.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Work with the County to amend its land division/subdivision ordinance to permit formal Town review and approval.	X				Town Board
2. Identify options for preservation and development of sustainable agriculture in the Town.	X				Plan Commission, Town Board

Goal # 5 – Natural Resources: Preserve and protect the Town's natural resource base from potential degradation and contamination.

Objectives:

1. Increase the preservation and protection of environmental corridors for wildlife, water quality values, habitat protection, ecosystem and ecology purposes.
2. Increase protection of the surface and groundwater resources in the Town.
3. Maintain the natural beauty of the Town's roadways and scenic views.

Policies:

1. Support the efforts of state and federal agencies to protect threatened or endangered species if found within the Town limits.
2. Support the preservation of wetlands for their ecological and hydrological functions.
3. Promote an understanding of and appreciation for the area's historic and cultural landscape.
4. Prevent development in floodplains to protect public safety and water quality, and reduce public costs from flood damage.



Community Vision and Plan Implementation

*Town of Agenda
Comprehensive Plan - Policy Document*

5. Support the County's efforts to develop an educational program that includes designing new trail signage to minimize environmental damage from motorized uses.
6. Promote and encourage private forestland owners to participate in the Master Woodland Steward Program.
7. Fully consider the impacts of new development on all natural resources.
8. Work with the DNR to help educate the public about the spread of invasive species (esp. Eurasian Water milfoil).
9. Support and assist when appropriate, existing natural resource preservation groups and associations.
10. Encourage the active involvement of the Ashland County Land Conservation Department in the development review process at both the county and local level.
11. Encourage and assist with the planning for and wise management of the Town's natural resource base.
12. Protect floodplains, wetlands, riparian slopes from development, filling, and extractive activities.
13. Protect aquifers.
14. Improve Town road maintenance and construction practices to reduce non-point water pollution.
15. Require all resource extraction activities to have a reclamation plan.
16. Promote the maintenance of existing public recreational facilities and trails in the Town.
17. Support the formation and participation in lake and river associations.
18. Identify, inventory, and increase the understanding of hydrogeology of the Town.
19. Coordinate with the DNR and the Ashland County Land Conservation Department to ensure that BMPs are being utilized in critical areas that are in need of stabilization and in areas where habitat needs to be preserved.
20. Work in cooperation with the Ashland County Land Conservation department to implement its water quality and conservation programs locally, encouraging their use by local residents and property owners.
21. Continue relationship with local snowmobile and ATV clubs to establish and maintain trails so as to protect both the environment and the safety of those who use them.
22. When reviewing new development, consider the impacts on all natural resources including the potential impacts to:
 - Water quality
 - Habitat and reproduction
 - Ecosystems
 - Movement corridors
 - Endangered and threatened species
 - Aesthetic values
23. Encourage the county to adopt a stormwater and erosion control ordinance to preserve and protect soils and water quality.
24. Explore opportunities for reclamation of abandoned gravel pits.
25. Assist in applying Ashland County's non-metallic mining ordinance to ensure the wise use of available resources incorporating reclamation procedures that will allow for a safe and reusable site.



Community Vision and Plan Implementation

*Town of Agenda
Comprehensive Plan - Policy Document*

Implementation Action Items	Schedule				Responsible Entity
	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	
1. Send a letter to the County requesting that the Town have a part in the County's plat review process.	X				Town Board
2. Meet with DNR land managers periodically to understand and assist with the management of the protected areas.			As needed.		Town Board

Goal #6 - Cultural Resources:

Promote and preserve the Town's cultural resource base.

Objective:

1. Increase awareness of local historic properties.
2. Maintain the natural beauty of the Town's roadways and scenic views.

Policies:

1. Support the identification and designation of eligible national, state, and local historic properties.
2. Encourage the preservation, rehabilitation, and adaptive reuse of historic buildings.
3. Promote and protect local cultural resources.
4. Continue to value the Town's ethnic diversity.
5. Work with local, regional and state tourism promotional groups such as the Ashland & Bayfield County Tourism, the State Heritage Tourism Council, and the Wisconsin Department of Tourism to promote and protect local cultural resources.

Implementation Action Items	Schedule				Responsible Entity
	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	
1. Contact and meet with the local and/or State Historical Society representatives to better understand programs and opportunities.	X				Plan Commission
2. Develop a sign ordinance to help protect the Town's scenic views.	X				Town Board

Goal #7 - Economic Development: Develop and maintain a strong economy that supports residents and the community with services, opportunities, and amenities consistent with the vision of rural living in our scenic area.

Objectives:

1. Expand joint effort marketing programs.
2. Maintain and improve existing home-based business.

1 Implementation

*Town of Agenda
Comprehensive Plan - Policy Document*

Character of the neighborhood.
Between local and regional partners.
Fit into the community's vision as

Preserve and local character, and have a low
Density.

Support sustainable home-based businesses.

Businesses that share the same customers.

2021

to

2025

Responsible Entity



Community Vision and Plan Implementation

*Town of Agenda
Comprehensive Plan - Policy Document*

Policies:

1. Maintain existing service sharing agreements with neighboring communities and explore opportunities to create new alliances.
2. Maintain regular contacts, both formal and informal, with surrounding jurisdictions and school districts.
3. Provide surrounding jurisdictions the opportunity to review and comment on proposed amendments to this plan as required by state law.
4. Cooperate with adjoining jurisdictions to save money and create efficiencies in the provision of public services by sharing resources, facilities, and services.
5. Maintain an accurate inventory of all active and terminated intergovernmental agreements.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Invite area governments and school districts to participate in facility planning meetings.		As needed			Town Board
2. Send copies of draft plan amendments to surrounding jurisdictions to allow the opportunity to review and comment on proposed amendments.		As needed			Town Board
3. Develop an accurate inventory of all active and terminated intergovernmental agreements.	X				Town Clerk
4. Initiate joint Plan Commission meetings with surrounding jurisdictions on a periodic basis to discuss issues of common concern.	X	X	X	X	Plan Commission

Goal #9 – Land Use: Create a pattern of development that preserves forests and agriculture as important land uses, and supports forestry practices and forest-based activities.

Objectives:

1. Minimize the negative effects of incompatible land uses.
2. Minimize conflicts between forest and non-forest related uses.
3. Maintain a well-balanced mix of land uses within the Town.

Policies:

1. Before approving the change of forestland to another land use, determine the impacts on the community, ecological systems, and local economy.
2. Use existing land designated for urban uses before permitting development within or adjacent to forested lands.
3. Support the long-term utilization of productive forestland by providing forest landowners with incentives to keep their forest based land use and by encouraging forest landowners to enroll in Wisconsin's Managed Forest Law program.



Community Vision and Plan Implementation

*Town of Agenda
Comprehensive Plan - Policy Document*

4. Promote land uses, densities, and regulations that result in the protection of valued resources and recognize existing physical limitations (e.g., slope, woodlands, water).
5. Encourage the use of natural resources as visual and physical amenities for development.
6. Support private and public initiatives to protect natural features through the use of conservation strategies such as easements, covenants, and deed restrictions.
7. Rezoning proposals should be consistent with this plan.
8. Require buffers between incompatible land uses to minimize potential negative effects.
9. Development proposals shall reflect the Future Land Use Plan.
10. New lots and building sites shall be located and designed to protect environmental resources and reflect the character of the Town.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Review each request for rezoning and development proposal for consistency with this plan, and for its impacts on the community, ecological system, and local economy.		Ongoing			Plan Commission, Town Board
2. Develop standards for buffering between incompatible land uses.	X				Plan Commission, Town Board

Goal #10 – Community Involvement: Encourage every household to be involved in the affairs of the community.

Objectives:

1. Increase the number of families and individuals who volunteer their time within this community.
2. Increase citizen involvement and interest in the functions of Town government.

Policies:

1. Seek out and use the skills and expertise of residents to serve on volunteer committees.
2. Provide opportunities for resident involvement in the functions and operation of the Town.
3. Encourage residents to get out and vote.
4. Provide residents with the opportunity to review draft plans, propose plan amendments, and participate in the development of rules and regulations.
5. Encourage each household to become involved in their community.
6. Support the creation of programs in area schools to promote volunteerism and mentoring.
7. Support the creation of programs in area schools and neighborhoods that foster pride in the community.



Community Vision and Plan Implementation

Town of Agenda
Comprehensive Plan - Policy Document

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Develop a Town newsletter to involve residents in community events and issues.	X				Town Clerk
2. Install a media message board by the Town Hall and/or other locations to disseminate local government notices.	X				Town Clerk
3. Create a program to annually recognize the contributions of individuals and groups who help make the Town a great place to live.	X				Town Board

Goal #11 – Plan Monitoring and Evaluation: Keep this comprehensive plan relevant, useable, and timely.

Objectives:

1. Keep the plan up-to-date.

Policies:

1. Conduct a formal review of the plan at least once every 5 years consistent with state requirements.
2. Prepare annual reviews of the plan.
3. Amend the plan in a timely fashion.
4. If actual growth and development is significantly below the forecasts contained in this plan, amend this plan as appropriate to account for lower than expected growth and/or adjust those factors that may be inhibiting growth.
5. If actual growth and development exceeds the forecasts contained in this plan, adopt appropriate growth management strategies to bring growth in line with the desired growth rate or amend this plan to account for the additional growth.

Implementation Action Items	Schedule				Responsible Entity
	2006	2011	2016	2021	
	to	to	to	to	
	2010	2015	2020	2025	
1. Every 12 months, the Plan Commission will prepare and present a report to the Town Board summarizing: <ul style="list-style-type: none"> • How the plan was used to direct major spending, regulatory, and construction decisions; • How development and redevelopment did or did not coincide with the guidelines of this plan; • How the Town has changed in ways that may call for amendments to the plan. 	X	X	X	X	Plan Commission



Community Vision and Plan Implementation

*Town of Agenda
Comprehensive Plan - Policy Document*

2. Review the adopted comprehensive plan and revise as necessary (minimum once every 5 years following adoption).	X	X	X	X	Plan Commission
3. Plan for and anticipate costs for amending this plan.	X	X	X	X	Plan Commission, Town Board
4. Monitor the rate of growth on a yearly basis, and submit this information to Town Board in a timely manner.	X	X	X	X	Plan Commission
5. Annually review the capital expenditure budget to ensure that infrastructure will meet the anticipated growth.	X	X	X	X	Town Board



Issues and Opportunities

*Town of Agenda
Comprehensive Plan - Policy Document*

Introduction

This part of the plan documents the issues that were considered in the preparation of this policy document. The importance of issues can not be overstated. This whole planning exercise and the resultant plan was issue driven.

Issues can be emerging concerns or old unresolved problems. An issue could be addressed one time, never to reemerge. Or, an issue could never really go away and may always need attention.

Issues could range from localized concerns to those that are more global and affect many communities throughout the state and nation. Although the town has limited control over global, national, or statewide events, they are included here to ensure that they are considered and factored in the preparation of this plan to the extent appropriate.

The success of this plan in part rests on identifying relevant issues, prioritizing them for action, and adopting appropriate goals, objectives, and policies to address each.

This chapter also identifies those types of businesses that are compatible with the town's long-term vision.

Chapter Contents	
◆	Introduction
◆	Identification of Issues and Opportunities
–	Strengths, Weaknesses, Opportunities, and Threats
–	Community Survey
–	Public Meetings
–	Comparative Analysis
◆	Economic Development Approach
–	Desirable Businesses
–	Assessment of Strengths and Weaknesses

Identification of Issues and Opportunities

In fall 2003, a public meeting was conducted to identify strengths, weaknesses, opportunities, and threats facing Agenda. Over the course of the planning process additional ideas were also generated. Input from that brainstorming session and subsequent input is shown in Exhibit 3-1.

Exhibit 3-2 lists the issues and opportunities that were of common concern to those jurisdictions participation in this multi-jurisdictional planning effort. Each issue was ranked using a 10-point scale to help determine its relative importance. Also, each issue was evaluated to determine if it is becoming more important or less important in the Town, or whether it is stable with little movement anticipated.



Issues and Opportunities

*Town of Agenda
Comprehensive Plan - Policy Document*

Exhibit 3-1. Issues and Opportunities: 2004

Issues:

- ◆ Needs to attract more people.
- ◆ Need to replace some stop signs.
- ◆ No public park.
- ◆ Recreation for kids.
- ◆ More industry.
- ◆ Improve local roads.
- ◆ Increase residents.
- ◆ Noise levels.
- ◆ Water quality.
- ◆ More jobs.
- ◆ Better jobs.
- ◆ High taxation.
- ◆ Elderly population.
- ◆ Declining population.
- ◆ High cost of health and welfare services (i.e. fire, ambulance).
- ◆ Lack of decent paying jobs.
- ◆ Limited community participation.

Opportunities:

- ◆ Industrial growth.
- ◆ Good roads.
- ◆ Good people.
- ◆ Good school.



Issues and Opportunities

*Town of Agenda
Comprehensive Plan - Policy Document*

Community Survey

A community survey was sent to a sample of households in the town to better understand their perceptions and preferences on a range of issues. Many of the questions were designed to solicit input on some of the issues identified in the SWOT analysis and were worded to gauge support for or opposition to various options.

The survey results were compiled and summarized in a separate document. This document is available by contacting the Town Clerk. Input from that survey is incorporated here and elsewhere in this plan as appropriate.

◆ Public Meetings

Over the course of the planning project, a number of public meetings were held to help identify and clarify the list of issues relevant to this plan. These meetings were held with the local Comprehensive Plan Committee, and were open to the public. The purpose of these meetings was to gather information about the community, and develop a comprehensive plan that was tailored to the needs of the Town.

◆ Issues and Opportunities

Exhibit 3.2 provides an extensive list of identified issues and opportunities within the Town of Agenda. The list is broken up into categories, and within each category is an assortment of items that deal with that particular topic. The Town has identified the level of importance of each item, and indicated whether the importance of the issue was growing in the community, or declining. The dots following each item indicate the rank of importance with an up arrow indicating increasing importance, while a down arrow indicates decreasing importance. An item with a dash means that the item is neither increasing nor decreasing in importance.



Issues and Opportunities

Town of Agenda
Comprehensive Plan - Policy Document

Governance / Citizen Involvement	Importance										Trend	
	Low					High						
Lack of interest in serving in an elected capacity	●											—
Lack of interest in local issues until personally affected	●											—
Polarization of public opinion on some local issues	●	●	●	●	●	●	●	●				—
Development of new avenues to inform town residents	●	●	●	●								—
Volunteerism and community involvement	●	●	●	●	●							—
Jurisdiction is receiving proper level of representation at the county level	●	●	●									—
Tax Base												
Loss of state shared revenue	●	●	●	●	●	●	●	●	●	●		▲
Citizens wanting lower local property taxes	●	●	●	●	●	●	●	●	●	●		▲
Over reliance on residential property	●	●	●	●	●							▲
Potential negative impacts of growth on local property taxes	●	●	●	●	●	●						▲
National Forest area	●	●	●	●	●	●	●	●	●	●		▲



Issues and Opportunities

Town of Agenda
Comprehensive Plan - Policy Document

Transportation	Importance										Trend	
	Low									High		
Level of truck traffic on town roads	●											—
Number of speeding motorists	●											—
Safety concerns at problem intersections	●	●	●	●	●	●	●	●	●	●		—
Maintenance of local roads	●	●	●	●								—
Limited specialized transportation for elderly, handicapped	●	●	●	●	●	●	●	●	●	●		▼
Road maintenance in National Forest area (if applicable)												—
Accessibility of pedestrian or bike trails	●	●	●									▼
Railroad services	●	●	●									▼
Bus service	●	●	●	●	●	●	●	●	●	●		▼
Proximity to major airport	●	●	●	●	●	●	●	●	●	●		▼
Utilities and Community Facilities												
Child care services	●	●	●	●	●	●	●	●				▼
Health care services - availability	●	●	●	●	●	●						—
Quality of K-12 education	●	●	●	●	●	●						—
Lack of recreation facilities for youth	●	●	●	●	●	●	●	●	●	●		▼
Lack of recreation facilities for teenagers	●	●	●	●	●	●	●	●	●	●		▼
Lack of recreation facilities for elderly	●	●	●	●	●	●	●	●	●	●		▼
Maintenance of park facilities (if applicable)	●	●	●	●	●	●	●					▼
Provision of more organized sport facilities	●	●	●	●	●	●	●	●	●			▼
Provision of more passive / unorganized recreation opportunities	●	●	●	●	●							▼
Citizens wanting more public facilities/services (eg. Parks, shelters, trails, etc.)	●	●	●	●	●	●	●	●				▲
Energy supply	●	●	●	●	●							—
Electrical distribution	●	●	●	●	●							—
Need for more Town hall or other municipal building space (eg. office space, garage, etc.)	●	●	●									▲
Lack of high-speed Internet access	●	●	●	●	●							▲
Need for improved cellular reception	●	●	●	●	●	●	●	●	●	●		▲
Agriculture												
Farmland loss	●	●	●	●	●	●	●	●	●	●		▼
Decline in the local farm economy	●	●	●	●	●	●	●	●	●	●		▼
Decline in the state and national farm economy	●	●	●	●	●	●	●	●	●	●		▼
Farm agglomeration	●	●	●	●	●	●						▼
Conversion of working farms to hobby farms	●	●	●	●	●	●	●					▼



Issues and Opportunities

Town of Agenda
Comprehensive Plan - Policy Document

Natural Resources	Importance										Trend	
	Low									High		
Cumulative environmental impacts	●											—
Air quality	●	●										—
Surface water quality	●	●										—
Ground water quality	●	●										—
Flooding	●	●										—
Stormwater	●	●										—
Lack of, or improper, forest management on private lands	●	●										▲
Relationship with private, industrial forest landowners	●	●	●									▲
Loss of wetlands	●	●	●									—
Development along shores of area lakes and rivers	●	●	●									—
Development on steep slopes	●	●	●									—
Relationship between county, state and national forest offices	●	●	●									▲
Mine (Central Ashland County)												
Effect on community character												
Effect on local tax base												
Effect on natural resources												
Effect on employment												
Economic Development												
Lack of jobs in the Town	●	●	●	●	●	●	●	●	●	●	●	▼
Decline in local farm economy	●	●	●	●	●	●	●	●	●	●	●	▼
Decline in local forestry economy	●	●	●	●	●	●	●	●	●	●	●	▼
Growing opportunities for home occupations	●	●	●	●	●	●	●	●	●	●	●	▼
Comparatively low household income as compared to others in region	●	●	●	●	●	●	●	●	●	●	●	▼
Intergovernmental Cooperation												
Annexation (if applicable)	●	●										—
Relationship with County forest representatives (if applicable)	●	●	●									▲
Relationship with National Forest (if applicable)	●	●	●									—
Relationship with State Park or State Forest (if applicable)	●	●	●									▲
Relationship with Bad River Tribe												—
Competition for tax base growth with other jurisdictions in region	●	●	●									▲
Opportunities for intergovernmental cooperation	●	●	●									▼
Unfunded state and federal mandates	●	●	●									▼
Relationship with state and federal mandates	●	●	●									▼



Issues and Opportunities

Town of Agenda
Comprehensive Plan - Policy Document

Land Use	Importance										Trend	
	Low					High						
Encroachment of incompatible land uses	●											—
Existing land use conflicts	●	●										—
Zoning enforcement	●											▲
Brownfield sites												
Inappropriate signage (size, location, etc.)	●	●	●	●	●	●						▲
Cell towers (location, height, appearance)	●	●	●	●	●	●	●	●	●	●		▲
Loss of rural character	●	●	●	●	●	●	●	●	●	●		—
Scattered commercial uses	●	●	●	●	●	●	●					▲
Amount of land in public ownership (federal, state, county, local)	●	●	●	●	●	●	●	●	●	●		▼
High-voltage transmission lines (existing / planned)	●											—
“Cost” of managing growth	●	●	●	●	●	●						▲
“Cost” of not managing growth	●	●	●	●	●	●						▲
Developing a mechanism to incorporate conservation subdivision design into more residential projects	●	●	●	●	●							▲
Management and use of forest land	●	●	●	●	●	●	●	●	●			▲

Key for Trend:

- ▲ The issue is anticipated to become more important in the coming years.
- ▼ The issue is anticipated to become less important in the coming years.
- The issue will likely remain stable in the coming years.



Issues and Opportunities

*Town of Agenda
Comprehensive Plan - Policy Document*

Economic Development Approach

This section documents in general terms the town’s approach to economic development. It should be emphasized that this section has a limited scope. It certainly doesn’t substitute for a detailed economic development plan or strategic plan. It looks at economic development primarily from the perspective of its relationship to land use. It focuses on what types of economic activity are compatible with the town’s long-term vision. It then identifies the town’s strengths in attracting and keeping those types of businesses and weaknesses that may be working to keep those types of businesses from coming to the town.

◆ Desirable Businesses

As part of the planning process, we asked the question: “What types of economic activities are consistent with the town’s vision”. The types are shown in Exhibit 3-3, which range from very specific businesses to broad classes of businesses.

◆ Assessment of Strengths and Weaknesses

Having identified the types of economic activity that are part of the town’s vision, two questions arise. First, “What will draw them here?” And secondly, “What is keeping them from coming?” The results are shown in Exhibit 3-4.

Exhibit 3-3. Desirable Businesses: 2004

- | | |
|------------------------------|--------------------------|
| ▪ Cellular Reception (Tower) | ▪ Hardware/General Store |
| ▪ Equipment Rental Store | ▪ Home-based businesses |

Exhibit 3-4. Economic Strengths and Weaknesses: 2004

What will draw / keep the identified desirable businesses here?	What is keeping the identified desirable businesses from coming?
<ul style="list-style-type: none"> ▪ A larger population base ▪ The ability to start up small, in-home businesses ▪ Innovative marketing techniques 	<ul style="list-style-type: none"> ▪ Lack of population density (customers) ▪ Distribution of goods is limited to the roads and some expandable railroad lines • Not practical for large-scale manufacturing.



Introduction

This chapter presents each of the four 20-year forecasts that are fundamental to the preparation of this plan. The smart growth legislation requires that the plan be based on population forecasts over the 20-year planning horizon.¹ The anticipated population base can then be translated into the number of additional housing units that will be needed over the planning period to accommodate the anticipated population base. This same section of the legislation also requires a set of 20-year forecasts for employment.

Chapter Contents	
◆	Introduction
◆	Regional Population Change
◆	Population Forecasts
◆	Housing Forecasts
◆	Employment Forecasts
◆	Land Use Forecasts

The final set of forecasts relate to future land use and arise out of the foregoing forecasts². The future land use plan must show additional land for development to accommodate the anticipated number of new households and to facilitate the addition of new employment opportunities.

Table 4-1 presents the four sets of forecasts. The following sections in this chapter present background information about each of the forecasts and describe in more detail how they were prepared.

Table 4-1. Plan-Based Forecasts: 2006 to 2025

	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	2006 to 2025
Additional population ¹	15	15	15	15	60
Additional households	16	17	18	20	71
Additional housing units	26	27	28	31	112
Additional land (acres) ²					
Agriculture	40	40	40	40	160
Commercial	1	1	1	1	4
Industrial	1	1	1	1	4
Residential	599	599	607	717	2,522
Total	601	601	609	719	2,690
Additional employment (jobs)					
Total	20	20	20	20	80

Notes:

1. The total population includes those living in an institutional setting and those living in households.
2. The amount of land needed for each of these uses includes public infrastructure. A factor was also applied to increase the supply of land to account for consumer choice.

¹ Wis. Stats. 66.1001(2)(a)

² Wis. Stats. 66.1001(2)(h)



Plan Based Forecasts

Town of Agenda
Comprehensive Plan - Policy Document

Population Forecasts

Recognizing that the Town of Agenda can influence the rate of population growth in the coming years and is not strictly bound by historical trends, the community decided to reverse the declining trend experienced between 1990 and 2000. After evaluating a number of growth rates and looking at potential consequences of each, an annual average growth rate of 0.5 percent was selected and is used throughout this plan. This rate is consistent with the town's long-term vision and is a realistic assessment.

Table 4-3 shows the year-end population counts and the number of new residents added in each of the five-year increments based on this growth rate. Between 2006 and 2025, approximately 60 new residents are anticipated.

Because a certain percentage of the population may be living in an institutional setting (e.g., nursing home, group home), forecasts were also prepared showing the population living in a household setting (Table 4-3). This step is needed to accurately estimate the number of acres needed for residential purposes. For the purpose of this plan, it is assumed that the total population will be living in a household situation over the next 20-year period.

Table 4-3. Population: 2006 to 2025

Time Period	Total Resident Population ¹	Population In Households
2005	509	509
2006	512	512
2007	515	515
2008	518	518
2009	521	521
2010	524	524
2011	527	527
2012	530	530
2013	533	533
2014	536	536
2015	539	539
2016	542	542
2017	545	545
2018	548	548
2019	551	551
2020	554	554
2021	557	557
2022	560	560
2023	563	563
2024	566	566
2025	569	569
Number Added During Period		
2006 – 2010	15	15
2011 – 2015	15	15
2016 – 2020	15	15
2021 - 2025	15	15
2006 - 2025	60	60

1. The total population includes those living in an institutional setting and those living in households.



Housing Forecasts

Having established the anticipated resident population living within the Town in a household setting, it is possible to forecast the number of housing units that will be needed to accommodate the growing population.

The number of households was estimated by dividing the anticipated population living in a household by the average household size for each of the time periods. Nationally, the average household size has been on a steady downward trend for a number of decades. This trend is also evident throughout much of Wisconsin and in Agenda. From 1990 to 2000, the average household size in the Town declined from 2.97 to 2.47. It is anticipated this trend will continue throughout the planning period, but at a slower rate of decline, and cause the figure to drop to about 2.0.

This demographic trend suggests that even if the population of the Town did not grow, additional housing units would be needed to maintain the same population base to account for a smaller number of people living in each housing unit.

Table 4-4 shows the anticipated number of households over the 20-year planning horizon by year and for each of the 5-year increments. Having established the number of households that will be living in the Town, it is necessary to determine the number of housing units that will be needed to house them. The number of housing units will exceed the number of households in that a certain share of the housing units will be vacant at any point in time. A unit may be vacant because it is not considered a primary residence, because it is for rent or for sale, or it is not occupied for any number of other reasons. For the purpose of this plan, it is assumed that 2 percent of the housing units will be vacant at any point in time. The calculated number of housing units is also shown in Table 4-4.

Table 4-4. Housing: 2006 to 2025

Year	Households	Housing Units
2005	214	337
2006	217	342
2007	220	347
2008	223	352
2009	227	358
2010	230	363
2011	233	367
2012	236	372
2013	240	378
2014	243	383
2015	247	390
2016	250	394
2017	254	401
2018	258	407
2019	261	412
2020	265	418
2021	269	424
2022	273	431
2023	277	437
2024	281	443
2025	285	449
Number Added During Period		
2006 – 2010	16	26
2011 – 2015	17	27
2016 – 2020	18	28
2021 - 2025	20	31
2006 - 2025	71	112

1. The total population includes those living in an institutional setting and those living in households.



Employment Forecasts

As shown on the future land use map, land is allocated to accommodate new commercial and industrial enterprises. Using employment ratios based on acreage, the number of potential new jobs by type was calculated (Table 4-5). During the first five-year increment, it is anticipated that the land designated for commercial and industrial land uses could support 20 additional jobs.

Table 4-5. Anticipated Number of New Jobs: 2006 to 2025

	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	Total 2006 to 2025
Retail / service / Office	11	11	11	11	44
General industrial (e.g., manufacturing, warehouse, and distribution)	9	9	9	9	36
Total	20	20	20	20	80

Notes:

1. The amount of land needed for each of these uses includes public infrastructure. A factor was also applied to increase the supply of land to account for consumer choice.

Land Use Forecasts

In Chapter 2, there is a set of objectives that are intended to help guide the housing mix of new residential development in the coming years, which are used to determine the number of housing units by type.

The land area requirements for each of these housing types was calculated by applying an average density to each of the categories. These values were then adjusted upward to account for infrastructure (e.g., roads, smaller community parks). Table 4-6 shows the number of acres needed for each of the housing types for each of the five-year increments. A total of 2,522 acres should be shown on the future land use map for residential purposes intended to occur over the next 20 years.



Plan Based Forecasts

*Town of Agenda
Comprehensive Plan - Policy Document*

It should be noted that these data are intended for planning purposes only. It is important to keep tabs on actual development levels and update these forecasts based on more current information and to account for actual development activity and shifts in the housing market.

Table 4-6. Housing Type: 2006 to 2025

	2006 to 2010	2011 to 2015	2016 to 2020	2021 to 2025	Total 2006 to 2025
Additional Dwelling Units					
High Density (1/2-acre)	1	1	1	2	5
High Density (1-acre)	4	4	4	5	17
Medium Density (5-acre)	9	9	10	11	39
Low Density (10-acre)	1	1	1	2	5
Rural Density (20-acre)	4	4	4	5	17
Rural Density (40-acre)	7	7	7	8	29
Total	26	26	27	33	112
Land Area Requirements (Acres)					
High Density (1/2-acre)	1	1	1	1	4
High Density (1-acre)	6	6	6	7	25
Medium Density (5-acre)	64	64	72	79	279
Low Density (10-acre)	14	14	14	29	71
Rural Density (20-acre)	114	114	114	143	485
Rural Density (40-acre)	400	400	400	458	1,658
Total	599	599	607	717	2,522



Future Conditions

Town of Agenda
Comprehensive Plan - Policy Document

Chapter Contents

◆ Introduction
◆ Future Land Use Plan
◆ Future Transportation Plan
◆ Future Utilities and Community Facilities

Introduction

Among the most effective tools a community possesses to influence its future environment and quality of life is the ability to control and direct future growth patterns. This can be accomplished in a variety of ways, but is most commonly accomplished through zoning and land development ordinances, transportation systems, and public utilities.

For many years, transportation planning and land use planning were seen as independent activities. In recent years, however, there has been a growing recognition, especially at the state and federal levels that land use and transportation are linked in that a change in one will undoubtedly have consequences for the other.

As the Town's population increases in the coming years, it is important to consider what additional utilities and community facilities may be needed to accommodate the additional residents. Although a growing population is an important consideration, it is not the only factor that needs consideration. Other demographics should be considered as well. As documented elsewhere in this plan, the aging population in Ashland County will have a profound impact on the types of public services that ought to be available.

This portion of the document is intended to answer a basic question: What type of land uses, transportation systems, utilities and community facilities will be needed to accommodate a growing population and a changing population base?

Future Land Use Plan

Through the zoning powers exercised by Ashland County, the Town of Agenda has the opportunity to guide future growth in a manner that enhances its residents' quality of life and is consistent with its long-term vision. However, misguided or inappropriate use of these tools can lead to undesirable results including unnecessary land use conflicts, inefficient service delivery, a decreased quality of life, and premature loss of agricultural farmland, among other potential problems.

In the background report, environmental constraints for development were identified and mapped, including wetlands and floodplains. These factors are carried forward in this document and are portrayed on a development factors map. Using this information as a point of reference, a number of alternative development scenarios were developed. Each of these were developed and evaluated as the Town crafted its long-term vision. As the vision of the community became more refined, a final land use plan was developed for future land uses.

The foundation for sound decision making is a clear land use plan based upon sound planning principles and the community's vision for its future.



Future Conditions

*Town of Agenda
Comprehensive Plan - Policy Document*

The future land use map included in this chapter is intended to illustrate this vision and guide the future growth and development of Agenda over the next 20 years and beyond. It will serve as a guide for the plan commission and Town Board when making land use, zoning, and infrastructure related decisions. It will also provide direction for private sector property owners and potential developers when making decisions about the future of their properties within Ashland County.

There are a wide range of factors that will ultimately affect future land use in Ashland. These factors were taken into consideration when developing the future land use plan, which is shown in Map 5-3. The future land use map illustrates potential growth over the next 20 years based upon existing conditions, discussions at public meetings, goals of this plan, and direction from local committees.

Particularly in Ashland County, there are many natural restrictions that must be considered when developing the future land use map. Floodplains, wetlands, and forest land account for a large portion of the County. Farmland must also be considered for preservation, as the County has seen an overall dramatic decline of active agricultural land in the past ten years. The Bad River Indian Reservation extends over many acres in the County, and the potential of a future mine must be considered as well.

Areas within the Town of Agenda are County forest land, and land in the southeastern corner is owned by the State of Wisconsin. Much of the remaining eastern portion of the Town is wetlands and floodplains, or is owned by the Wisconsin Department of Natural Resources. The western section of the Town is made up of scattered agricultural land and wooded lots. Residential structures are spread throughout the Town on large forty-acre rural parcels. The future land use plan for Agenda continues this trend with unrestricted development. Residential growth has been occurring within the Town over the last several years and is expected to continue into the future. However, community members wish to see the growth continue in the same manner that it has experienced in the past.

There is a small area of land in the southern portion of the Town that can expect to see higher-density development than its neighbors. Residential units are currently being developed in Price County to the south, and Agenda expects to see this development continued north into the Town in the future.



Future Conditions

*Town of Agenda
Comprehensive Plan - Policy Document*

The following land use classifications have been utilized on the Future Land Use Map (Map 5-1).

Land Use Districts

Base Districts	General Description
Unrestricted	This district is intended to accommodate all uses, including residential, commercial, industrial, institutional, and recreational. However, adjacent or neighboring land uses should be compatible, and the Town may provide restrictions to allow for compatible development in order to avoid land use conflicts.
High Density Residential	This district is intended to accommodate the highest residential density found in the community. Multi-family units would be appropriate along with townhouses and small-lot single family uses. Public facilities such as parks, trails, and schools are commonly found here. It is anticipated that development will occur on public sewer and water where feasible, and the transportation infrastructure can support the additional traffic.
Base Districts	General Description
Wetland District	State law protects wetlands from inappropriate uses and development. This district identifies the approximate locations of wetlands greater than 5 acres in size which the Wisconsin Department of Natural Resources has identified. All wetlands, both mapped and unmapped, should be protected to the greatest extent possible. The locations shown are approximate and field verification will be needed to determine the location and extent of wetlands on each parcel.
Floodplain District	State and federal law regulates land development activities with defined 100-year and 500-year floodplains. The boundary shown on the future land use map is intended to correspond to the floodplain maps adopted by the Federal Emergency Management Agency (FEMA).

Note: These descriptions correspond to the districts shown on the future land use map.

Future Land Use:
2006 to 2025
Town of Agenda: 2004

Ashland County
Comprehensive Plan Map

Legend

Future Land Use

-  Residential - 1 acre parcels
-  Unrestricted - minimum 1 acre residential
-  Public resource lands

Overlay Districts

-  100-year floodplain*
-  Wetlands

* The floodplain overlay district includes that area depicted as 100-year floodplain on the most recent version of the Flood Insurance Rate Maps (FIRM).

Map Legend

-  Roads
-  Surface water
-  Railroad
-  Municipal boundary
-  Development phase boundary

Development Phasing

- A** 2006 - 2009
- B** 2010 - 2014
- C** 2015 - 2019
- D** 2020 - 2025

Note:
1. The development phasing shown on this map is only intended to facilitate phasing for infrastructure and shall not be deemed to limit the timing of development.
2. This map is not a zoning map. It shows in general terms how land uses could develop in the coming years.

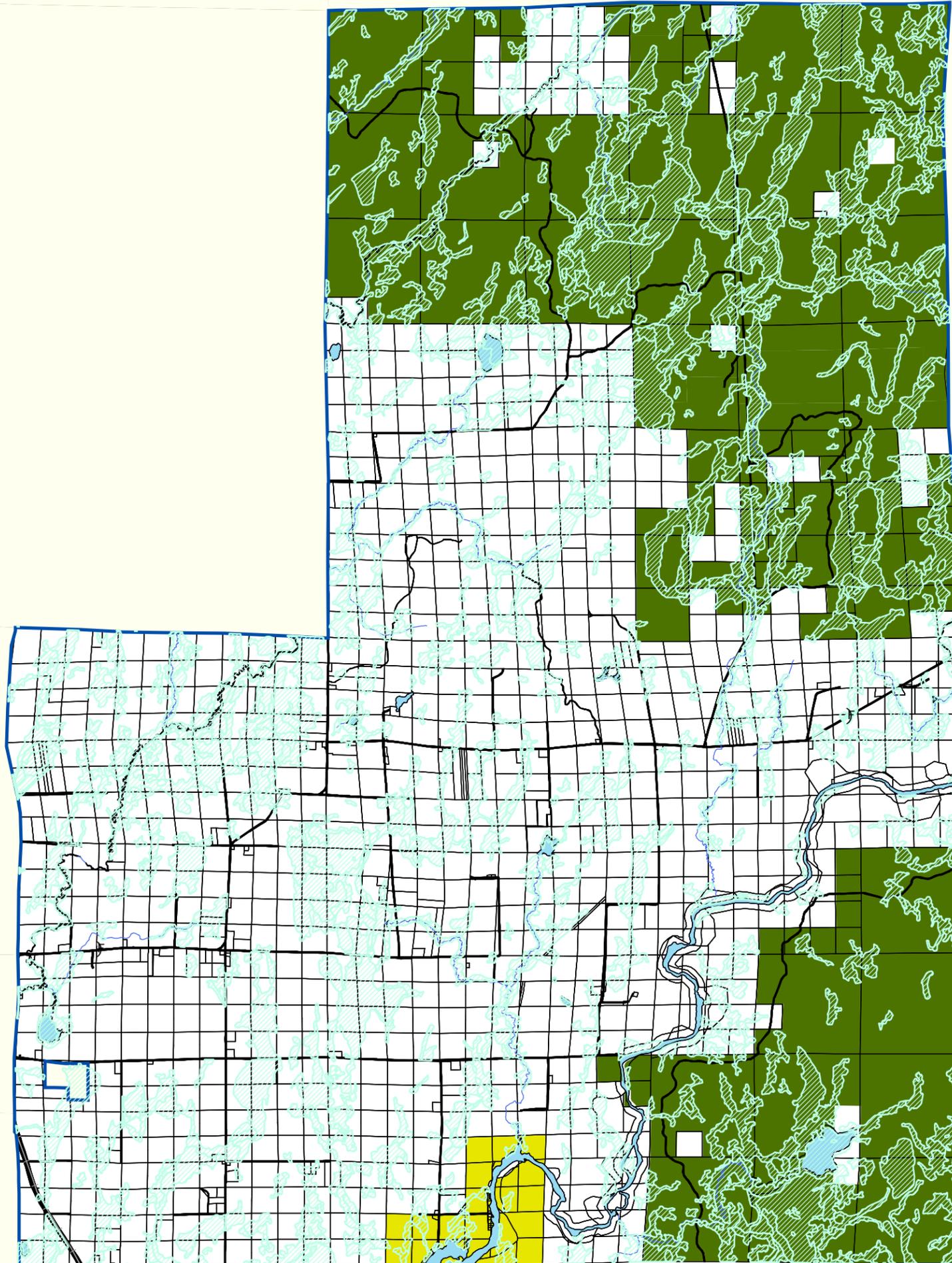


Base Map: Ashland County

Data Source: Town of Agenda

Map Created: October, 2004

Map Edited: September 11, 2005

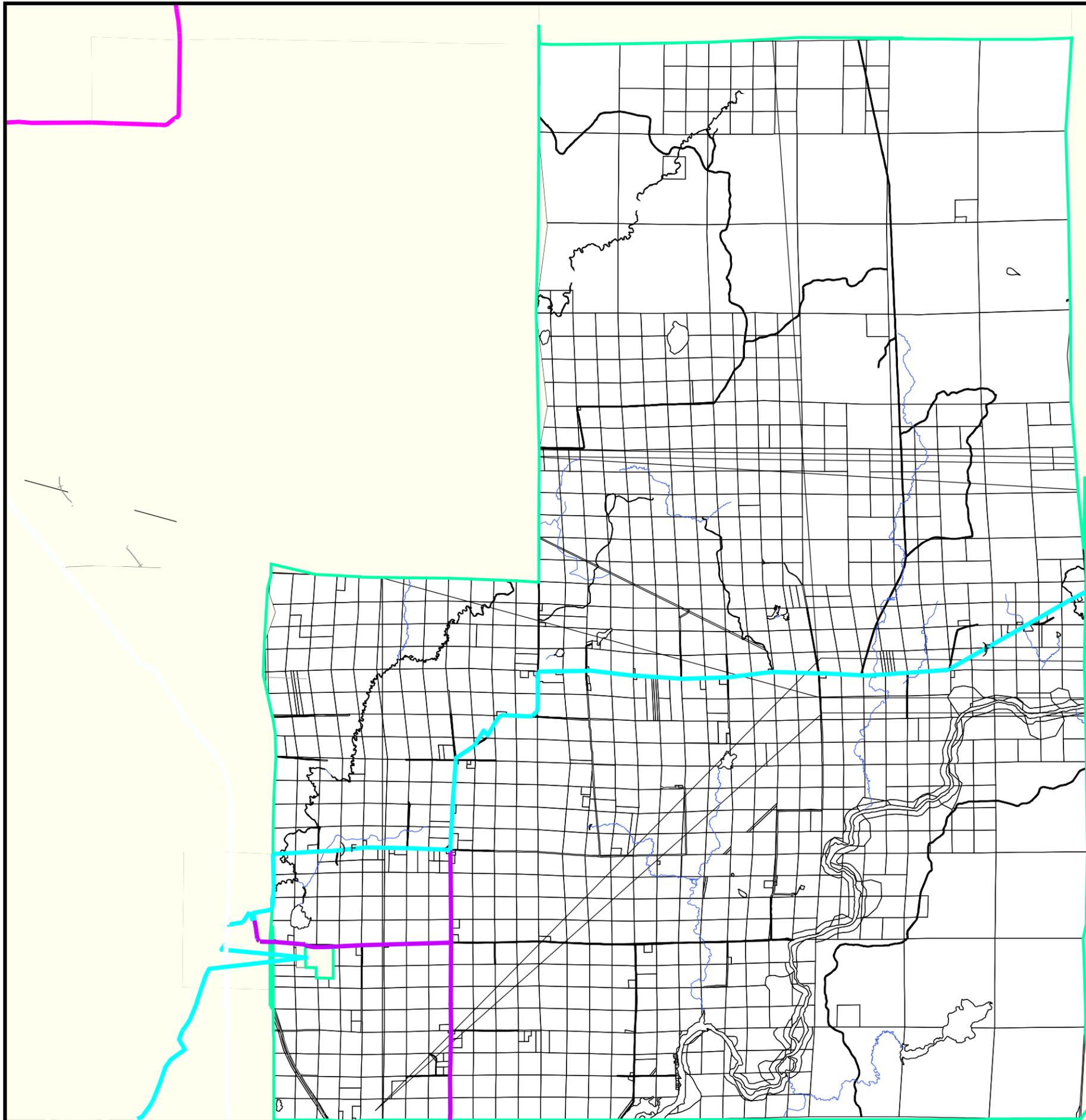


Future Transportation Network:
2006 to 2025
Town of Agenda: 2004

Ashland County
Comprehensive Plan Map

Legend

-  Principal Arterials - Other
-  Minor Arterials
-  Major Collectors
-  Minor Collectors



Base Map: Ashland County

Data Source: Town of Agenda

Map Created: October, 2004
Map Edited: September 11, 2005





Future Transportation Plan

The Town currently has a road system that is adequate for its residents. The majority of roads in the Town are in good condition and those in poorer condition are slated for improvement. Given the low level of new development contemplated in the future land use plan, no new major road improvements have been identified. Likewise, the functional classification of the roads in the Town's boundary will not change either.

Future Utilities and Community Facilities

The table found in this chapter (Table 5.1) lists the Town's facilities and utilities and shows whether or not there are currently plans to expand, improve, or replace the utility or facility. If the facility or utility is marked 'adequate' this indicates that the Town does not see a need to improve the item. If a facility or utility is marked as 'adequate'; however, this does not mean that the Town cannot change their assessment of the item in the future. The Town reviews the services it provides on a regular basis and will continue to do so in the future.

For the most part, the town provides few utilities. Most are provided by the county or by private service providers. Currently the only utility that the Town wishes to see expanded is the natural gas services available to Town members.

Recreational Facilities

The Town would like to see the existing boat land facilities improved, or new facilities developed.

Electrical and Natural Gas

The Town has limited access to natural gas utilities and they would like to see this service to them expanded in the future.

Municipal Buildings

The Town has plans to paint the town hall, and research is currently being done to provide a bathroom facility. In addition to making improvements on the town hall building, the Town would like to put a new floor in the garage building.

Cemeteries

If financially feasible the Town would like to work with Chippewa and Butternut to improve the roads in the cemetery.



Future Conditions

Town of Agenda
Comprehensive Plan - Policy Document

Table 7.1 Utility and Community Facility Assessment; Town of Agenda Years 2004-2024

Town Facility	(Year 1 – 10)				(Year 11-20)			
	Adequate	Expand	Improve	New/ Replace	Adequate	Expand	Improve	New/ Replace
Stormwater Management	X				X			
Tele-communication and Fiber Optics	X				X			
Electrical			X				X	
Solid Waste and Recycling	X				X			
Recreation Facilities		X			X			
Library Services	X				X			
Fire Protection	X				X			
EMS	X				X			
Municipal Buildings			X		X			
Schools	X				X			
Child Care	X				X			
Health Care	X				X			
Cemeteries			X				X	

Source: Town of Agenda

PART 1. GENERALLY

Section 1-1. Authority

This plan is enacted pursuant to and consistent with §66.1001, Wis. Stats.

Section 1-2. Applicability

1. *Jurisdictional Area.* The provisions of this plan shall be applicable throughout the Town of Agenda.
2. *Conformance with Plan.* After January 1, 2010 all town programs and actions relating to zoning, subdivisions, and official mapping shall be consistent with this plan. Prior to that date, this plan shall be used as a guideline.

Section 1-3. Repeal of Prior Comprehensive Plan

All comprehensive plans previously adopted prior to the effective date of this plan are repealed when this plan is approved by Ashland County.

Section 1-4. Severability

If a court of competent jurisdiction determines that a section, subsection, paragraph, sentence, clause, or phrase in this plan is unconstitutional or otherwise invalid, the validity of the remaining portions shall continue in full force and effect.

Section 1-5. Effective Date

This plan shall be effective when Ashland County approves this plan or the first day after the date of publication or posting as provided for in §60.80(3), Wis. Stats, whichever occurs later.

Section 1-6. Development Expectations

As outlined in Part 3, this plan is subject to amendment and revision including the future land use map. As such, no special development rights are conferred upon any property by any designation or inclusion on the future land use map.



PART 2. INTERPRETATION

Section 2-1. Interpretation of Boundaries of Base Land Use Districts

1. *Boundary Line Interpretations.* Interpretations regarding base land use district boundaries and designations on the future land use map shall be made in accordance with the following rules:
 - a. *Political Boundaries.* District boundaries shown as following, or approximately following, any political boundary shall be construed as following such line.
 - b. *Property Lines.* District boundaries shown as following, or approximately following, any property line shall be construed as following such line.
 - c. *Section Lines.* District boundaries shown as following, or approximately following, a section line, quarter-section line, or quarter-quarter section line shall be construed as following such line.
 - d. *Centerlines.* District boundaries shown as following, or approximately following, any stream, creek, easement, railroad, alley, road, street, highway or similar feature shall be construed as following the centerline of such feature.
 - e. *Natural Boundaries.* District boundaries shown as following, or approximately following, any natural feature such as a lake, pond, wetland, woodlot edge, floodplain or topographical features such as watershed boundaries shall be construed as following such natural feature as verified by field inspection when necessary.
 - f. *Other.* In instances where a district boundary does not follow one of the lines or features listed above, the line shall be as drawn as provided for in subsection 2.
2. *Division of Parcels.* Where one or more district boundary line divides a parcel into 2 or more areas, the following interpretation of the boundary and designation shall apply:
 - a. *Parcels of 5 Acres or Less.* For parcels of 5 acres or less, the designation of the largest area of the lot shall apply to the entire lot.
 - b. *Parcels Larger than 5 Acres.* For parcels larger than 5 acres, the parcel shall be divided as depicted by the boundary.

Section 2-2. Interpretation of Goals, Objectives, and Policies

1. Recognizing that some of the goals, objectives and policies may advance or serve competing interests in varying degrees, this plan shall be interpreted so as to promote the public interest to the greatest extent.
2. In the construction of goals, objectives and policies, the following shall be observed, unless such construction would be inconsistent with the text or with the manifest intent of the comprehensive plan:
 - a. *Singular and Plural Words.* Words in the singular include the plural and words in the plural include the singular.

- b. *Tense.* Words in the present tense include the past and future tense and the future tense includes the present tense.
- c. *Shall or Will.* The word "shall" or "will" is mandatory.
- d. *May or Should.* The word "may" or "should" is permissive.
- e. *Include.* The word "includes" or "including" shall not limit a term to the specific examples listed, but is intended to extend its meaning to all other instances or circumstances of like kind or character.

Section 2-3. Responsibility for Interpretation.

In the event a question arises concerning any provision, or the application of any provision, of this plan, the plan commission shall develop a recommended interpretation and submit it to the town board, which shall be responsible for rendering the final interpretation. In making such interpretation, the plan commission and town board shall look to the overall intent of the comprehensive plan for guidance. The town board shall provide such interpretation in writing upon request and keep a permanent record of said interpretations.

PART 3. AMENDMENT

Section 3-1. Initiation

The following may submit an application for a plan amendment:

- a. Town board;
- b. Plan commission;
- c. any resident of the town;
- d. any person having title to land within the town;
- e. any person having a contractual interest in land to be affected by a proposed amendment; or
- f. an agent for any of the above.

Proposals to amend this plan shall be submitted to the town clerk anytime during the year.

Section 3-2. Burden of Proof

The person that proposes an amendment to the future land use map shall have the burden of proof to show that the proposed amendment is in the public interest and internally consistent with the remainder of the plan.

Section 3-3. Application and Review Procedure

- 1. *Submittal of Application.* The applicant shall submit a complete application to the town clerk along with the application fee if any (See Sections 3-4 and 3-6).



General Provisions

*Town of Agenda
Comprehensive Plan - Policy Document*

2. *Transmittal of Application to Plan Commission.* The town clerk shall forward one (1) copy of the application to each member of the Plan Commission.
3. *Preliminary Review.* The Plan Commission shall review the application at one of its regular or special meetings. No decision shall be made at this time.
4. *Interdepartmental/Agency Review.* The town clerk shall forward one (1) copy of the application to appropriate town personnel and department heads that would be directly effected by the proposed amendment.
5. *Plan Commission Meeting.* Allowing for proper public notice, the plan commission shall conduct a meeting to review the application.
6. *Plan Commission Recommendation.* The plan commission shall pass a resolution stating its recommendation to the town board to either:
 - a. deny the proposed amendment; or
 - b. approve the proposed amendment without revision; or
 - c. approve the proposed amendment with those revisions it deems appropriate, provided such revisions are related to the proposed amendment.

A resolution recommending the amendment of the plan shall be by majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission.
7. *Notification of Resolution.* If the plan commission adopts a resolution to not amend the comprehensive plan, the commission shall send a copy of the resolution to the town board. This action terminates the amendment process. If the plan commission adopts a resolution recommending amendment of the plan, the secretary of the plan commission shall forward a copy of the resolution and those sections of the plan containing the recommended amendments, along with an explanatory cover letter, to each of the following:
 - a. County Clerk for Ashland County,
 - b. North West Regional Planning Commission,
 - c. Wisconsin Land Council,
 - d. Department of Administration, and
 - e. other agencies deemed appropriate.
8. *Public Notice for Public Hearing.* The town clerk shall provide a class 1 public notice (under Chapter 985, Wis. Stats.) that is published at least 30 days before the date of the scheduled public hearing. At the discretion of the town, other notice may be provided.
9. *Public Hearing.* The town board shall hold at least one public hearing to consider the recommended amendment.
10. *Town Board Decision.* After reviewing the application and the plan commission's recommendation, the town board shall make a decision to either:
 - a. deny the recommended amendment; or
 - b. approve the recommended amendment without revision; or

- c. approve the recommended amendment with those revisions it deems appropriate, provided such revisions are limited to those matters considered in the public hearing.

An affirmative vote to amend the plan shall be by majority vote of the members elect (as defined in §59.001(2m) Wis. Stats.) of the town board.

11. *Interagency Notification of Decision.* If the Town Board passes an ordinance to amend the plan, the town clerk shall forward a copy of the ordinance and pertinent sections of the plan, as amended, along with an explanatory cover letter, to each of the following:

- a. Surrounding Jurisdictions
- b. County Clerk for Ashland County,
- c. North West Regional Planning Commission,
- d. Wisconsin Land Council,
- e. Department of Administration, and
- f. other agencies deemed appropriate.

If the town board decides to not amend the plan, town clerk shall send a letter, which states the Town Board's decision, to each of the following entities:

- a. Surrounding Jurisdictions
- b. County Clerk for Ashland County,
- c. North West Regional Planning Commission,
- d. Wisconsin Land Council,
- e. Department of Administration, and
- f. other agencies deemed appropriate.

12. *Applicant Notification of Decision.* The town clerk shall mail the applicant, by regular U.S. mail, the original copy of the decision and notify the Plan Commission in writing of the Town Board's decision (if it is not the applicant). If the recommended amendment is denied, the notification shall indicate the reasons for the denial.

13. *(Update History of Adoption and Amendment.* If the Town Board passes an ordinance to amend the plan, the town clerk shall update the table found in Section 3-7 of this chapter.

Section 3-4. Application Content.

1. *Landowner-Initiated Amendment to the Future Land Use Map.* An application submitted by a landowner to amend the future land use map shall include the following:
 - a. a scaled drawing of the subject property;
 - b. a legal description for each of the parcels in the subject property;
 - c. a map of the existing land uses occurring on and around the subject property;
 - d. a written description of the proposed change;
 - e. a written statement outlining the reason(s) for the amendment; and
 - f. other supporting information the applicant deems appropriate.

2. *Other Amendments.* For all other types of amendments, the application shall include the following:
 - a. a written description of the proposed change;
 - b. a written statement outlining the reason(s) for the amendment; and
 - c. other supporting information the applicant deems appropriate.

Section 3-5. Limitations on Amending the Comprehensive Plan.

Amendments shall be made so as to preserve the internal consistency of the entire plan.

Section 3-6. Application Fees.

1. *Landowner-Initiated Amendments.* For all amendments to the future land use map that are initiated by the owner or another person having a contractual interest in land to be affected by the proposed amendment, an application fee, as set by the town board and on file at the town clerk's office, shall be submitted at the time of application.
2. *Other Amendments.* For all other types of amendments, no application fee shall be assessed.

Section 3-7. Historical Summary of Plan Adoption and Amendments

The table below provides an overview of town board action regarding this plan.

Date	Ordinance Number	Description of Action
____, 2004		Town board repeals the town's comprehensive plan and adopts a new comprehensive plan to comply with Wisconsin's Smart Growth Legislation.



Appendix A:
Adoption Ordinance

ORDINANCE NO. 12-2005-17
TOWN OF AGENDA, ASHLAND COUNTY, WISCONSIN
AN ORDINANCE TO ADOPT A COMPREHENSIVE PLAN

Whereas, the Town, pursuant to §62.23(2) and (3) of the Wisconsin Statutes, is authorized to prepare and adopt a comprehensive plan as defined in §66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Whereas the Town Board has adopted written procedures designed to foster public participation in every stage of the preparation and review of the comprehensive plan as required by §66.1001 (4)(a) of the Wisconsin Statutes.

Whereas, the Town Board established an advisory committee to develop a draft comprehensive plan, which consists of two documents: the background report and policy document.

Whereas, the plan commission has reviewed the draft comprehensive plan and has, by a majority vote of the entire commission recorded in its official minutes, adopted a resolution recommending to the Town Board the adoption of comprehensive plan, which contains all of the elements specified in §66.1001(2) of the Wisconsin Statutes.

Whereas, the Town Board has held at least one public hearing on this ordinance, in compliance with the requirements of §66.1001(4)(d) of the Wisconsin Statutes.

Now therefore, the Town Board adopts those two documents, pursuant to §66.1001(4)(c) of the Wisconsin Statutes.

Now therefore, this ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board (as defined in §59.001 (2m) of the Wisconsin Statutes) and posting as required by law.

Now therefore, the Town Clerk is directed to send a copy of the adopted comprehensive plan to the following:

- a. Mellen Public Library,
- b. Park Falls Public Library
- c. Clerk of each adjoining jurisdiction,
- d. County Clerk for Ashland County,
- e. North West Regional Planning Commission,
- f. Wisconsin Land Council, and
- g. Department of Administration.

Adopted this 7th day of Dec, 2005.

Terry Palech
Town Chair

(Published/Posted): 12-20, 2005

Attested: Howard Schewinski
Town Clerk



Appendix B:
Plan Commission Resolution