

CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS

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INTRODUCTION

This section of the *Town of Bagley 20-Year Comprehensive Plan* provides a summary of the town's resource elements, which are also inventoried in *Volume II: County Resources*. The town's past trends and potential forecasts for population, housing, economic development, etc. are also illustrated in this chapter.

Ultimately, the information described in this portion of the town's comprehensive plan provides the foundation for the development of the Town of Bagley 20-Year General Plan Design (Chapter 3 of this document).

COMMUNITY INVENTORY

History and Description of Planning Area

Town of Bagley History

The territory that would become the town of Bagley originally existed as a portion of the town of Maple Valley dating back to 1851. On February 6, 1917, the town of Maple Valley was divided by Oconto County, with the top half remaining as the town of Bagley and the bottom portion creating the town of Maple Valley. The first election was held on April 3, 1917 and the first Board meeting was conducted on April 7 at the McMahon Schoolhouse which was located on what is now CTH Z. The first town board chairman for Bagley was Arthur F. Perkins.

In 1928 the town Treasurer was charged with embezzling town funds in the sum of \$1,526.71. The Treasurer was subsequently found guilty of his actions.

The town initially contained two schools: Norway Pines District 5 and McMahon District 4. The McMahon district would later become known as Peshtigo Brook School and the facility was used as a school, church, funeral home, town meeting hall, and dance hall. In 1919, a school was built on the North side of Wescott Lake. However, in 1935 this schoolhouse was carefully dismantled and relocated to the corner of Ucil Lake Road and CTH Z where it was reassembled. It resumed as a school until 1961 when the Suring School District sold it to the town of Bagley. The building became the Bagley Town Hall and Community Center. The structure functioned without water and indoor plumbing until 2005, when a new addition was added.

In the early 1920's, the town's lakes began experiencing development as individuals began seeking out vacation cottages. In 1922, White Lake was platted for growth and eventually the other lake areas of the town followed resulting in the cottage developments that still exist today.

Julius "Limp" Kostreva began a sawmill operation in Bagley and partnered with Oscar Tachick, who had lumber to be cut and also operated the Tachick Lumber Company. For many years the lumber industry had flourished in the town. Eventually, the lumber company went defunct and Oscar Tachick would go on to serve as Chairman of the town of Bagley for a record-setting 40 years. Forestry and small family farms are the staples of the town of Bagley economy today.

Description of Planning Area

The town of Bagley is located in the central portion of Oconto County encompassing an area of approximately 36 square miles, or 22,869 acres. There is an abundance of natural resources in the town, including Oconto County Forest land and numerous lakes and streams. State Highway

64, a major east/west corridor within Oconto County, runs along the northern edge of the town. **Map 2.1** illustrates the general location of the town of Bagley in Wisconsin, while **Map 2.2** focuses on the town of Bagley planning area.

Past Planning Efforts

Town of Bagley 20-Year Comprehensive Land Use Plan:

In August of 2008, the town of Bagley adopted its first comprehensive plan entitled the Town of Bagley 20-Year Comprehensive Plan. This plan was developed with planning assistance from Bay-Lake Regional Planning Commission and Oconto County Planning staff as part of a county wide planning project. In 2018, the town of Bagley began working with Oconto County Planning staff to complete the first major update to the comprehensive plan. This plan update was completed and adopted in 2021.

Oconto County Farmland Preservation Plan:

In 1985, Oconto County adopted the Oconto County Farmland Preservation Plan prepared by Bay-Lake Regional Planning Commission. This plan served as a guide for preserving farmland, woodlands and significant environmental areas within the county and to help maintain and expand the agricultural economy. In 2014, Oconto County amended the Oconto County 20-Year Comprehensive Plan to include all statutorily required components of the Farmland Preservation Plan. The Oconto County Comprehensive Plan includes all requirements of Chapter 91.

Community Resources

Natural Resources

The following text describes the types and locations of town's many resources and briefly discusses the importance of them when planning for future growth of the town of Bagley.

Bedrock type, overlying soil composition and depth to bedrock can impact excavation; foundations; location and effectiveness of site wastewater treatment systems; provision of clean and abundant supply of groundwater, and residential development locations.

- The bedrock found in the town of Bagley is part of the Central Plain region, comprised mostly of sandstones, which is covered by a hilly, rolling terrain.
- The soils in the area may be less than five feet thick in some areas and up to 200 feet in depth above the bedrock.

Surface waters are abundant in the northern and central portion of Oconto County and play a significant biological and economic role in the everyday life of the town of Bagley's residents and visitors. Table 2.1 contains a list of named lakes and streams in the town of Bagley, while **Map 2.3** illustrates the surface water features in the town.

Table 2.1: Surface Water Features

Name	Name
Cooley Lake	Peterson Lake
Deer Lake	Ponsegrou Lake
Funk Lake	Spies Lake
Hoerth Lake	Squaw Lake
Impassable Lake	Turtle Lake
Leigh Flowage (Lee Lake, Marl Lake, & Rice Lake)	Ucil Lake
Little Squaw Lake	Wescott Lake
MacHolm Lake	White Lake
No Man's Lake	Bagley Creek
Papoose Lake	Deer Creek
Pecor Lake	Peshtigo Brook

Source: “Surface Water Resources of Oconto County” Wisconsin Conservation Department, 1977; Bay-Lake Regional Planning Commission, 2007.

For more information regarding these water resources see Chapter 5 and Appendix A of *Volume II: County Resources*.

The town of Bagley contains approximately 19,350 acres of woodlands. However, over 12,280 acres, or 63 percent, of these woodlands are part of Oconto County forestlands or owned by the State of Wisconsin.

Other areas of environmental significance in the town are referred to as “plan determinants.” Plan determinants consist of the following features which are illustrated on **Map 2.4**:

- wetlands (2 acres or greater);
- 100-year floodplains;
- steep slope (12% or greater); and
- surface waters with a 75-foot building setback.

The individual plan determinants merged together forms a single feature known as “environmental corridors”, which is displayed on the town’s General Plan Design map (**Map 3.1**). These corridors serve a vital role in protecting local water quality; serving as buffers between different land uses; controlling, moderating, and storing floodwaters; providing nutrient and sediment filtration; and providing fish and wildlife habitat and recreational opportunities.

For more information regarding wetlands, floodplains, soils, surface waters, and environmental corridors please see Chapter 5 of *Volume II: County Resources*.

Agricultural Resources

There are areas in the town of Bagley that are designated as having prime agricultural soils (i.e., lands that have the best combination of physical and chemical characteristics for producing agricultural crops, with minimum inputs of fuel, fertilizer, etc). There are approximately 2,285 acres of cropland and pastures located throughout the town. Areas that have been designated as farmland preservation areas within the town are shown on **Map 3.4** found in Chapter 3 of *Volume I: County Plan*. **Map 2.5** illustrates the location of the prime agricultural soils in the town of Bagley. More information regarding agricultural resources and farmland preservation in the town and the county can be viewed in Chapter 3 of *Volume I: County Plan* and Chapter 5 of *Volume II: County Resources*.

Cultural Resources

Bagley town hall has historical significance as a former one-room schoolhouse and it is also a valued community gathering place.

Economic Resources

Being a rural community, the town's primary economic components consist of its vast amount of natural resources including, water features, forestlands, and recreational resources that bring seasonal residents and tourism.

Transportation

The town of Bagley should continue to ensure that its transportation amenities are maintained and improved to allow for safe and efficient movement.

With a significant amount of natural features and Oconto County Forestland, the town of Bagley contains approximately 51 miles of roadway, making it the town with the least amount of road mileage within Oconto County.

Table 8.2 found in Chapter 8 of *Volume II: County Resources* lists the mileage of roads under the jurisdiction of the town of Bagley by function. **Map 8.1** found in Chapter 8 of *Volume II: County Resources* provides the location of the roads by function within the town.

Utilities and Community Facilities

An assessment of the town's existing utilities and community facilities is made to determine any current or future issues that may cause potential problems in meeting future development needs. The availability, quality, and level of service of the town's existing utilities and community facilities are all contributing factors to the attractiveness of the community. The following are facilities and services provided to the town of Bagley residents and businesses.

- The Bagley town hall is located 9812 County Road Z. The Town Hall serves as the Town Business Office and is used as a place to hold Town Board meetings, elections, and other meetings related to town business. The facility also contains the town garage and recycling center. **Map 2.6** illustrates the locations of the town's public facilities.
- All of the water used by the town of Bagley and its residents comes from groundwater. There is no municipal water supply in the town; therefore, all water is supplied via private wells.
- The town does not contain a municipal wastewater treatment system or sanitary district. All residential/commercial developments in the town maintain private onsite sewage systems.
- The Oconto County Sheriff's Department provides police services to the town's residents.
- Fire protection for the town of Bagley is provided by the Brazeau and Suring Fire Departments, while rescue services are provided by the Brazeau Rescue Squad.
- Residents and visitors of the town of Bagley can seek medical attention at HSHS St. Clare Memorial Hospital in the City of Oconto Falls or one of two clinics available in the Village of Suring.

Parks and Recreation

The town of Bagley has a small recreation site at Ucil Lake. There are also four boat landings serving several of the town's lakes. In addition, the Dusty Trails ATV trail passes through the

town along with the Bag & Bra Joyriders Snowmobile Club trail. The town's recreational facilities are illustrated on **Map 2.6**.

For more information on the community and public facilities and parks and recreation offered throughout Oconto County please refer to Chapter 9 of *Volume II: County Resources*.

Land Use Inventory

A detailed land use inventory in the town of Bagley was completed by the Bay-Lake Regional Planning Commission in 2007. In 2017 as part of the plan update a detailed existing land use inventory was completed by Oconto County Planning. A consistent standard land use classification was used to determine existing land uses. Please refer to Chapter 11 of *Volume II: County Resources* for a description of these categories.

- A breakdown of the town's land uses and acreages is shown on Table 2.2 (Appendix E of *Volume I: Town Plan* contains the town's detailed land use calculations). **Map 2.7** displays the 2017 Town of Bagley land use.

Table 2.2: Existing Land Use

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
DEVELOPED			
<i>Single Family</i>	299.0	1.3	56.4
<i>Mobile Homes</i>	17.9	0.1	3.4
<i>Multi-Family</i>	0.0	0.0	0.0
<i>Vacant Residential</i>	0.0	0.0	0.0
Total Residential	316.9	1.4	59.8
Commercial	4.2	0.0	0.8
Industrial	0.0	0.0	0.0
Transportation	164.7	0.7	31.1
Communications/Utilities	10.2	0.0	1.9
Institutional/Governmental	2.2	0.0	0.4
Recreational	1.2	0.0	0.2
Agricultural Structures	30.9	0.1	5.8
Total Developed Acres	530.2	2.3	100.0

UNDEVELOPED		Percentage	
		Undeveloped Land	
Croplands/Pasture	2,284.2	10.0	10.2
Woodlands	19,356.4	84.6	86.6
Other Natural Areas	145.5	0.6	0.7
Water Features	552.7	2.4	2.5
Total Undeveloped Acres	22,338.9	97.7	100.0
Total Land Area	22,869.0		

Source: Oconto County Planning, 2020.

DEMOGRAPHIC TRENDS AND FORECASTS

Population

Historic Population Trends

Analyzing changes in the trends and characteristics of a community's population and housing is important in understanding the needs of its current and future populations.

- The town of Bagley has experienced an increase in population since the year 1920. The town's population has fluctuated over the years with a substantial decline occurring between the 1930 and 1950 Census and a steady increase from 1970 to 2000. By 2010, the town once again experienced a population decline

For more information on population trends in Oconto County refer to Chapter 6 of *Volume II: County Resources*. For town specific population data refer to Tables 6.14 – 6.18 found in Chapter 6 of *Volume II: County Resources*.

Population Projections

By analyzing past population trends, it is possible to project future growth. The use of forecasting calculates, or predicts, a future number by using existing figures. By projecting future population growth over this 20 year planning period, it will enable the town of Bagley to better understand future needs for housing, utilities, transportation, recreation, and a number of other population influenced services.

For this comprehensive plan, the town has utilized Wisconsin Department of Administration (WDOA) projections. Based on WDOA population projections, the town of Bagley can anticipate continued but limited new resident growth.

More information on county population projections and how the town of Bagley compares to Oconto County and local municipalities can be found in Chapter 6 of *Volume II: County Resources* with town specific projections shown in Table 6.17.

Seasonal Population Projections

Given the town of Bagley's seasonal population, it is important to also monitor seasonal population projections. Based on WDOA seasonal population projections, the town of Bagley can anticipate continued but limited new seasonal population growth.

More information on county seasonal population projections and how the town of Bagley compares to Oconto County and local municipalities can be found in Chapter 6 of *Volume II: County Resources* with town specific projections shown in Table 6.18.

Housing

Housing Trends and Characteristics

As reported by the U.S. Census, the town of Bagley's housing units have increased over the years.

Housing Projections

Utilizing the Wisconsin Department of Administration (WDOA) occupied housing unit

projections, the town can expect to see a continued, but small increase in occupied housing units. For more housing information for Oconto County and the town of Bagley refer to Tables 6.19 – 6.22 found in Chapter 6 of *Volume II: County Resources*.

Seasonal Housing Projections

Due to the number of seasonal housing units currently located in the town of Bagley, it is important to consider the number of additional housing units that may potentially be built for seasonal, recreational, or occasional use in the future. Utilizing the Wisconsin Department of Administration (WDOA) seasonal housing unit projections, the town of Bagley can expect to see a continued limited increase in seasonal housing units.

For more housing information for Oconto County and the town of Bagley refer to Tables 6.19 – 6.22 found in Chapter 6 of *Volume II: County Resources*.

Economic Development

The town of Bagley's economy is heavily influenced by its forest and water resources. The forestland and lakes promote tourism and attract a number of seasonal residents which further enhances opportunities for local retailers and service providers.

A majority of the town's residents are employed in sales and office occupations; management, professional and related occupations; and construction, extraction and maintenance occupations. For a breakdown of employed persons by occupation for the town of Bagley refer to Table 7.11. This table along with other county and town economic information can be found in Chapter 7 of *Volume II: County Resources*.

LAND USE TRENDS AND FORECASTS

Existing Land Use Issues and Conflicts

- Over 53 percent of land within town is under public ownership, leaving approximately 10,670 acres for planning purposes.
- Development pressures on natural features, primarily surface waters and woodlands, along with development infringing on environmental corridors, impacting surface and ground water quality.
- Trends of seasonal population are difficult to predict. Housing market can have an impact on development of seasonal units. The conversion of seasonal units to year-round residences also difficult to anticipate.
- Agricultural lands being converted to non-farm uses.
- Fragmentation of open spaces and private woodlands.
- Maintaining private properties in a manner that does not detract from the town's rural character.
- Need more cooperative efforts with Oconto County and surrounding communities regarding development on shared boundaries.

Anticipated Land Use Trends

- An increase in seasonal housing will place development pressure on open space areas and waterfront of the town.
- Continue to be preserve valuable farmland in the town.
- The Oconto County Forest boundaries along with State owned lands will change very little resulting in the town being able to plan for less than 50 percent of land within its boundaries.
- The town's rural character will be maintained by preserving the natural, open space landscape and by properly maintaining private properties.
- Alternative design techniques should be explored (e.g., conservation subdivisions and clustering) to preserve the rural make-up of the town while allowing development to occur.
- As development pressures increase, the need for enhanced services such as protective services, storm-water management, etc. may also increase.
- Continued fragmentation of private woodlands and other large areas of contiguous open space.

Development Considerations

- Although less than half of the town is considered developable due to a large portion of land being Oconto County Forest or owned by the State of Wisconsin, the town of Bagley continues to encourage protection of its agricultural lands, open spaces and private woodland features which add significantly to the aesthetic appeal of the town.
- The town should closely monitor all public utility costs and supporting services associated with future development.
- Work cooperatively with the surrounding towns and Oconto County to provide quality, cost-effective road maintenance, protective services, etc. Proposed developments should be reviewed by the fire department, ambulance, etc. to ensure access and proper response times.
- Promote the redevelopment of dilapidated areas within the town in a manner that maintains/improves the overall rural character, including scale.
- Consider which roads are currently capable of handling increased traffic flows and those that may need to be upgraded to accommodate future growth.
- Consider developing an Official Map to delineate future road layouts, especially in areas planned for concentrated development.
- Land prices in the town will continue to fluctuate as the market continues to change. Land prices will likely continue to increase, particularly around lakes and in the private wooded areas.
- Work cooperatively with town residents considering selling or converting private property to public property and possible alternatives.

LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Wisconsin Statues require Comprehensive Plans to include projections in five-year increments for future residential, commercial, industrial and agricultural land uses in the community over the 20-year planning period. The Wisconsin Department of Administration (WDOA) projections were used to determine anticipated future growth within the town. The town of Bagley future land use projections can be viewed in Table 2.3.

It is **not** the intent of this comprehensive plan to see an entire area within a land use classification noted on the General Plan Design to be developed. The specified uses should be allowed if consistent with the type, location, and density of existing development. Some of the land within the designated land use classifications is not developable due to natural features, easements, setbacks, existing preferred land uses, or availability of supporting infrastructure. Within developing areas, these additional considerations and land uses generally account for approximately 25 percent of the gross land area. Given these considerations, the gross land use needs for residential, commercial, and industrial development for the town of Bagley by 2040 is 86.12 acres. The net acreage total for each of the illustrated land uses is 64.59 acres.

Table 2.3: Five-Year Incremental Land Use Projections, 2020-2040

Year	Residential		Commercial	
	Acres	Total	Acres	Total
2020	26.3		0.3	
2025	27.0	53.3	0.4	0.7
2030	10.5	63.8	0.1	0.8
2035	-	63.8	-	0.8
2040	-	63.8	-	0.8

Source: Oconto County Planning, 2020.

Residential Projections

The town's future residential land use acreage was projected utilizing the following methodology:

- The future housing needs were based on the WDOA projections,
- A per residential lot average of 3 acres per dwelling unit,
- A multiplication factor ranging from 1.25 to 2.25 to allow for market flexibility.

Using this projection model, the town of Bagley can anticipate the construction of 10 new homes by 2040. The land needed for these new homes equates to 74.25 net acres and 99 gross acres.

Table 2.4: Five-Year Incremental Housing Land Use Projections, 2020-2040

Year	New Housing Units	Acres/DU	Market Value	Acres Needed
2020	7	3	1.25	26.3
2025	6	3	1.5	27.0
2030	2	3	1.75	10.5
2035	0	3	2	0.0
2040	-5	3	2.25	0.0
Total	10			63.75

Source: Oconto County Planning, 2020.

Note: The new housing units shown for 2020 would be the increase from the number of housing units determined in the 2010 census and the projected number of housing units in 2020. From 2010 thru 2020 it is projected the town will see 7 new housing units. From 2020 thru 2025 it is projected the town will see 6 new housing units.

Commercial Projections

To calculate commercial land use projections, the current ratio of residential acreage to commercial land use acreage is compared by parcel in the town based on the 2017 land use inventory. That ratio was 76 acres of residential land to every one acre of commercial land for a 76:1 ratio. Based on this ratio, the town can anticipate allocating one acre net commercial and 1.3 gross commercial acres during this planning period.

Table 2.5: Five-Year Incremental Commercial Land Use Projections, 2020-2040

Year	Res. Acreage	Ratio	Acres Needed
2020	26.3	76.0	0.3
2025	27.0	76.0	0.4
2030	10.5	76.0	0.1
2035	0.0	76.0	0.0
2040	0.0	76.0	0.0
Total			0.8

Source: Oconto County Planning, 2020.

Industrial Projections

Industrial lands are projected in the same manner as the commercial lands; however the town of Bagley does not currently contain any industrial uses and envisions very little industrial growth for the next 20 years. As a result, no industrial projections were developed.

Agricultural Projections

With over 2,200 acres of agricultural land within the town, it is the intention to preserve as much of these agricultural lands as possible over the next 20 years. As development pressures continue to grow, developments in these farmlands should be directed to areas not designated for farmland preservation. This generally means areas not considered as productive agricultural land or areas where services are more readily available needed to support the non-agricultural use. The conversion of agricultural lands to other land uses can be influenced by the strategies of local comprehensive plans and zoning ordinances.

Map 2.1: Location Map

Map 2.2: Planning Area

Map 2.3: Surface Waters Features

Map 2.4: Plan Determinants

Map 2.5: Prime Agricultural Soils

Map 2.6: Public and Community Facilities

Map 2.7: Existing Land Use

